

# The production of data on homelessness and housing deprivation in the European Union: survey and proposals



EUROPEAN  
COMMISSION



THEME 3  
Population  
and social  
conditions

3

*Europe Direct is a service to help you find answers to your questions about the European Union*

**Freephone number:  
00 800 6 7 8 9 10 11**

A great deal of additional information on the European Union is available on the Internet.  
It can be accessed through the Europa server (<http://europa.eu.int>).

Luxembourg: Office for Official Publications of the European Communities, 2004

ISSN 1725-065X  
ISBN 92-894-8170-6

© European Communities, 2004

# **Report**

## **The production of data on homelessness and housing deprivation in the European Union: survey and proposals**

**Prepared by Mrs. Cécile Brousse, INSEE for Eurostat unit D2 “Living conditions and social protection” – Head of unit: Mrs. Anne Clemenceau, Project coordinator: Mr. Ian Dennis.**

## Foreword

### Context

Homelessness is perhaps the most extreme example of poverty and social exclusion in society today, both as symptom and as cause. This is nothing new, but since 2000 the struggle to improve social cohesion has moved higher up the European political agenda, and homelessness is now recognised as a subject of specific interest. However, although statistics on income, poverty and social exclusion have become increasingly important over the last few years, as these issues have joined the ranks of the major European political concerns, so far there are few official statistics on homelessness<sup>1</sup> and international comparisons are therefore difficult. So in 2001, Eurostat established a group of experts to study the feasibility of remedying this lack of relevant information. To supply data for the work of this group, Eurostat launched a public tendering process, which was won by INSEE. This report is the result of that work. It complements recent publications by Eurostat on income, poverty and social exclusion within the European Union<sup>2</sup>.

The report makes an important contribution to the progress of efforts to gauge the scale and extent of homelessness and housing deprivation within the European context. Details of the availability of information and the methods used to collect it are drawn up on the basis of a study of literature and direct contact with a number of government bodies and other local, national and international organisations, covering the 15 EU Member States, Norway, eight of the ten applicant countries (excluding Lithuania and Malta), Bulgaria, Croatia, Canada and the United States.

### Acknowledgements

This report was written for Eurostat Unit D2 'Living conditions and social protection' – Head of Unit: Anne Clemenceau, Project Coordinator: Ian Dennis – under contract No 2001.363.00001. The author was Cécile Brousse of INSEE. The translation of the original report from French into English was carried out by the European Commission Translation Service and the Project Coordinator. Eurostat would like to thank the many contributors, including national statistics institutes and other national authorities that provided information.

### Warning about the data

The data on which this publication is based are drawn from a number of different sources and are therefore not necessarily comparable.

---

<sup>1</sup> It is important to remember that the homeless (like other vulnerable groups in the population such as communal and institutionalised households) are normally excluded from traditional surveys. The information available comes from several sources, including surveys of service providers, housing waiting lists, etc.

<sup>2</sup> See Eurostat (1994), *Poverty statistics in the late 1980s: research based on micro-data*, Statistical Document, Luxembourg; Eurostat (2000), *European Social Statistics: Income, poverty & social exclusion*, Detailed Tables, Luxembourg; Eurostat (2002), *The methodology of calculation of the Laeken indicators of monetary poverty*, Explanatory text, New Cronos Theme 3, Domain ILC, Luxembourg; Eurostat (2003), *European Social Statistics: Income, poverty & social exclusion 2<sup>nd</sup> report*, Detailed Tables, Luxembourg.

## Executive summary<sup>3</sup>

Housing deprivation and homelessness is perhaps the most extreme example of poverty and social exclusion in society today, both as a symptom and as a cause. Despite the current absence of a formal EU mandate on housing, as attempts to improve social cohesion have moved higher up the European political agenda, homelessness and housing deprivation is now recognised as a subject of specific interest. The Indicators Sub-Group (ISG) of the Social Protection Committee has flagged this subject as an area which it wants to review within the Open Method of Coordination on Social Inclusion in its periodic progress reports since Autumn 2001. With enlargement, the issue may become even more pressing.

However, so far there are few official statistics on homelessness and housing deprivation (countries like France are the exception rather than the rule), and these are rarely comparable. To address this lack, Eurostat convened a group of experts and financed a comprehensive feasibility report by INSEE. Participants were selected on the basis of their organisations' experience in the domain and included representatives of several national statistical institutes and non-governmental organisations. The group had a mandate to review the current availability of such statistics in the EU and elsewhere; to review existing data collection methodologies and if possible, propose a harmonised methodology for the future; to propose suitable indicators to assist the work of the ISG.

### **Overview of the project**

The Expert Group has now met three times: in December 2001, March 2002 and March 2004 (postponed from Autumn 2003). Full details of the discussions and background documentation can be found on the CIRCA website:

<http://forum.europa.eu.int/Members/irc/dsis/soipase/home>  
... "Library"  
..... "Methodology"  
..... "Research proposals"  
..... "Expert group homelessness"

Following the second meeting, which established an initial draft definition of homelessness and housing deprivation, Eurostat/INSEE developed a three-part questionnaire after a wide consultation process which included extended contacts with FEANTSA<sup>4</sup>. The questionnaires were launched in January 2003 to 300 target respondents, of whom over half replied. Member State NSIs were urged to collaborate during a presentation at the Eurostat Working Party on Income Poverty & Social Exclusion Statistics. The FEANTSA secretariat encouraged their member organisations to participate.

The questionnaires (annex 11) covered definitions and concepts of homelessness and housing deprivation, types of networks and organisation structures of services dealing with persons experiencing homelessness and housing deprivation, and methodologies employed in producing statistics on housing deprivation and homelessness.

After analysing the replies and undertaking a review of relevant international literature, INSEE delivered a draft synthesis report to Eurostat in Autumn 2003 which was sent for translation. This report was extensively discussed at the final meeting of the Expert Group in March 2004 and various modifications were proposed. Also in March 2004, a detailed presentation of the draft report was made to the Indicators Sub-Group, together with a draft set of conclusions and recommendations for action upon which members were invited to send comments after the meeting. Additional efforts were made by INSEE to obtain details of relevant programmes. Where appropriate all these various reactions have been introduced in the text of the report<sup>5</sup>. Significant content and editing improvements have been included since the earlier draft.

The report highlights the various obstacles to a pan-European comparison, discusses the definition(s) of homelessness and housing deprivation and reviews systems for data collection, supporting the analysis with extensive appendices. It concludes with a series of concrete proposals.

The finalised report is considered to make an important contribution to the progress of efforts to gauge the scale and extent of homelessness and housing deprivation in a European context.

<sup>3</sup> This overview was drafted by the Eurostat project coordinator following receipt of the final report. For additional summary perspectives, see also the Introduction and Part 4 of the main text, and Annex 12.

<sup>4</sup> Fédération Européenne d'Associations Nationales Travaillant avec les Sans-Abris (= European Federation of National Organisations Working with the Homeless).

<sup>5</sup> Reasons for non-inclusion of certain observations made by FEANTSA can be found in Annex 9.

### **Parallel developments**

This initiative has not been taking place in a vacuum. Other more or less related activities include for example, the UN-Habitat 'urban indicators' and 'housing rights indicators' initiatives; the DG.REGIO 'urban audit 2' project<sup>6</sup>; the DG.RECH-financed Eurohome Impact final report 2003 (and Eurohome report 2001); the 2003 National Action Plans and subsequent Joint Inclusion Report<sup>7</sup>; the annual Informal Meeting of European Housing Ministers, and associated annual reporting<sup>8</sup> and database initiatives; the 2003 elaboration of a FEANTSA policy document and launching of an annual statistical publication; various actions at Member State level. For practical reasons the scope of the report did not include a review of all such initiatives and only takes into account certain elements of the work by FEANTSA and in National Action Plans.

Notably, the 2003 NAPs all agree that decent housing at an affordable price in a safe environment offering appropriate social support is a central plank in the fight against poverty and social exclusion. By contrast, the consequences of homelessness and housing deprivation can be severe for health, access to employment, access to education, social participation, etc.. The Joint Inclusion Report 2003 emphasises this and comments that at EU level the priority lies in improving statistical capacity in this area.

### **Working definition**

The report highlights the importance of placing homelessness and housing deprivation within the larger contexts of housing and social exclusion. Pending the development of an agreed, detailed classification/nomenclature, the definition below is now proposed as a working tool:

#### **FINAL WORKING DEFINITION OF HOUSING DEPRIVATION**

In the current absence of an agreed classification/nomenclature of housing situations (including homelessness)...

**A person experiencing housing deprivation is someone who does not have access during the reference period to accommodation which meets commonly agreed criteria for human habitation (\*) which he/she can occupy, whether this accommodation is legally their own property or whether the property is occupied under a tenancy agreement or occupied rent-free under licence or some contractual or other arrangement of a non-temporary nature (including provision by public sector or non-governmental organisations; provision by employers).**

\* National concept closest to:

(1) Structurally stable; free from serious disrepair, damp; with adequate lighting, heating, ventilation, piped wholesome water, satisfactory facilities for preparing and cooking food; suitable toilet, bath/shower for exclusive use with hot and cold water, effective drainage and sewage system.

(2) With enough rooms to ensure that no two persons aged 10+ of opposite sex, not being man and wife, must sleep in the same room, and not more than two persons per room.

(3) Free from excessive noise, air pollution.

**In consequence he/she has no other option than to sleep either:**

**(1) outdoors or in buildings or other locations which were not designed for human habitation**

**(2) in temporary, short-stay accommodation provided by a public body or non-governmental organisation, without a tenancy agreement, whether**

- in a dormitory, room or studio in a communal facility

- in a hotel or guesthouse (including 'Bed & Breakfast' type lodgings)

- in a separate housing unit

**(3) in temporary accommodation in a hotel or guesthouse (including Bed & Breakfast) for lack of a home of one's own**

**(4) in accommodation temporarily provided by friends or relatives for lack of a home of one's own**

<sup>6</sup> Descriptions and first results of the Urban Audit report test collection of data using the draft Eurostat definition are now published on the DG.REGIO website <http://www.urbanaudit.org/> and on the Eurostat website [http://europa.eu.int/comm/eurostat/newcronos/reference/display.do?screen=welcomeref&open=/general/urban&language=en&product=EU\\_MAIN\\_TREE&root=EU\\_MAIN\\_TREE&scrollto=65](http://europa.eu.int/comm/eurostat/newcronos/reference/display.do?screen=welcomeref&open=/general/urban&language=en&product=EU_MAIN_TREE&root=EU_MAIN_TREE&scrollto=65)

<sup>7</sup> Individual NAPs and the Joint Report are both available for download from the DG.EMPL website [http://europa.eu.int/comm/employment\\_social/soc-prot/soc-incl/joint\\_rep\\_en.htm](http://europa.eu.int/comm/employment_social/soc-prot/soc-incl/joint_rep_en.htm).

<sup>8</sup> The latest publication ("Housing Statistics in the European Union", 9th edition: 2003) was published in July 2004 and can be found on the website [http://www.ebst.dk/file/2256/housing\\_statistics\\_2003.pdf](http://www.ebst.dk/file/2256/housing_statistics_2003.pdf) of the Danish National Agency for Enterprise and Housing. The next edition will be coordinated by Sweden and Czech Republic.

It is intended that countries would invest in statistical infrastructure as necessary and gradually compile statistics for each of these components of the overall definition of homelessness and housing deprivation. In the first instance, the focus will be upon whichever components are already available from existing national sources. An aggregate percentage would subsequently be constructed at European level on the basis of what countries are able to do (lowest common denominator).

There is a degree of similarity between this definition and that of FEANTSA, which is not surprising given the evolving nature of their definition and their participation in the work of the Expert Group which has helped to elaborate this definition. However there remain some differences. The most important of these are considered to relate to the ambiguous threat of future homelessness rather than the measurable fact of past/present homelessness (ie. housing insecurity), the classification of persons with quasi-permanent dependence on accommodation support such as housing benefit allowances (ie. housing affordability).

For example, during the meetings of the Expert Group and in other representations received, proposals to broaden this definition to include precarious or insecure housing situations were discussed, such as:

- (6) in illegally-occupied accommodation (eg. squat)
- (7) in hospital wards, mental homes, old-age centres if leaving within 3 months and no home of one's own
- (8) in prisons, prison cells, borstals if leaving within 3 months and no home of one's own
- (9) in accommodation of one's own but having received legal notice to quit within 3 months

There have also been discussions on the evaluation of accommodation quality (housing inadequacy). Some indicators of this type are already available from the European Community Household Panel survey (ECHP) and will continue to be available from its' successor, data collection under the EU-SILC regulations<sup>9</sup>. Raw statistics from ECHP wave 8 are already published on the Eurostat website. In this context it should be noted that Eurostat and the Indicators Sub-Group have been researching possible "housing dimension" indicators within a broader set of non monetary indicators of poverty and social exclusion. These include proposals for elementary indicators (eg. proportion of the population living in housing which fails satisfy certain criteria such as adequacy of lighting, adequacy of heating, presence of damp, existence of basic amenities, exposure to noise, exposure to pollution, exposure to vandalism and crime; overcrowding) and aggregated indicators.

With reference to the issue of housing affordability, it should be noted that data collection under the EU-SILC regulations will include a variable on housing costs. As comparable data becomes available from this project, Eurostat will investigate the feasibility of eventual indicators using income calculated before and after housing costs.

### **Data collection methods**

Many categories of the proposed definition fall outside the scope of traditional regular data collection tools, however this does not mean there are not any tried and tested techniques which could be developed for use in an EU context if necessary. The report analyses a large number of one-off and recurrent data collection exercises relating to homelessness and housing deprivation within the EU, and summarises these in table 27. Technical details for many such programmes can be found in the appendices.

National statistical organisations undoubtedly have certain advantages by comparison with other data collection organisations, and typically have a monopoly on the production of official statistics. The best results can almost certainly be achieved through collaboration at local level with non-governmental organisations.

Different data collection methods may be appropriate for different elements of the overall definition. Some countries may already be able to adapt existing data sources to satisfy the proposed definition or elements of it. However most would need to launch new tools. Such investment is unlikely without clear political guidance on the need for such statistics.

In order to move beyond a headcount measure of persons exposed to housing deprivation and homelessness, the collection of additional information about the living conditions and characteristics of persons in such situations may best be obtained through survey sources.

---

<sup>9</sup> Framework Regulation of the European Parliament and the Council no. 1177/2003 dated 16<sup>th</sup> June 2003, published in Official Journal L 165 3/7/2003 (p.0001-0009), and subsequent Implementation Regulations of the Commission.

### **Indicator design**

Leaving aside the problem of how to define housing deprivation (ie. the relevant segment(s) of the working definition presented above), and what is the appropriate source of the underlying data, it is recognised that the primary objective is some sort of headcount measure of housing deprivation (homelessness). The components of such a measure are:

- (a) The number of persons who are observed/recorded as being deprived of housing during a specified period.
- (b) The duration of their housing deprivation.
- (c) The frequency of their housing deprivation.

The report discusses various alternatives and concludes that a cross-sectional approach is preferable, proposing an annual indicator in the following form:

$$Homelessness\ rate = \frac{1}{365 \times total\ population} \times \sum_{j=1\ to\ 365} x_j$$

*x<sub>j</sub> = Number of people who are homeless on night j*

An indicator of this type has several advantages. It is simple to understand. Repetition during the period allows monitoring of seasonal variations. It does not require tracking of individuals. There are no implications for individual privacy. It facilitates aggregation of different subgroups of the population exposed to housing deprivation.

In practice, daily repetition may not be feasible and less frequent repetition may be necessary. Between such repetitions, there is an implicit assumption that the ratio homeless/non-homeless is constant, and it assumes a constant total population. Choice of period may necessitate seasonal adjustment. This approach does not provide data about the duration or frequency of homelessness episodes for individuals.

It should be noted that other organisations have proposed alternative approaches and other indicators, which basically revolve around the definition of homelessness and housing deprivation.

For example, FEANTSA (2003) propose a distinction between acute homelessness, housing adequacy (eg. overcrowding; fitness for habitation; affordability) and housing insecurity. In 2003 the United Nations proposed a set of housing rights indicators which includes six domains (adequacy, security of tenure, homelessness, non-discrimination, legal protection, international standards), each of which is accompanied by specific indicators (eg. 'adequacy' is broken down into affordability, overcrowding, facilities).

It can also be noted that the Atkinson Report (2001), which had an influential impact on the design of the initial portfolio of indicators of social inclusion adopted under the open method of coordination at EU level, discussed the development of a level 1 indicator on housing fitness for habitation, and level 2 indicators on overcrowding and affordability.

It has already been noted that Eurostat and the Indicators Sub-Group are examining comparable indicators of housing affordability and of housing inadequacy which could complement the proposed headcount measure.

### **Report recommendations**

The report reaches a number of conclusions and makes recommendations for further action. On the basis of these, at the final Expert Group meeting a set of concrete actions were endorsed, subject to confirmation of political support and availability of funding. These, amended following finalisation of the Report, are summarised in the box below.



**BOX: CONCRETE RECOMMENDATIONS****Now:**

1. The Commission and Member States shall jointly adopt the definition of housing deprivation (homelessness) from the report as an interim solution.
2. The Commission and Member States shall jointly adopt as an initial indicator a cross-sectional 'headcount' measure of housing deprivation (homelessness) expressed relative to the total population.

**In medium-term, subject to confirmation of political support and funding... where data is not already available:**

3. The Commission and Member States shall investigate the feasibility of complementary indicators of housing affordability and housing inadequacy.
4. The Commission shall launch a procedure to establish [via an expert group or a research contract or a consultation], a comprehensive harmonised classification/nomenclature for housing situations (including homelessness) and related statistics.
5. The Commission shall draft a module for harmonised household surveys such as LFS or EU-SILC or HBS, to collect information from respondents about retrospective episodes of housing deprivation (homelessness), recognising however that resulting samples may be small.
6. The Commission shall investigate the feasibility of drafting an appropriate module for the next Census (2010), covering for example persons staying in hotels for the lack of a home of their own and persons staying with friends or relatives for lack of a home of their own, recognising however that cost constraints may preclude this.
7. Member States shall create and maintain, at national level, a directory of organisations providing services to persons experiencing housing deprivation (homelessness), covering as a minimum those organisations providing accommodation services.
8. The Commission shall propose a limited set of standard register variables for use by such organisations (eg. daily number of applications received, daily number of persons accommodated). Detailed registers should not be maintained, not least in order to protect the privacy of individuals.
9. Member States shall undertake an initial collection of aggregate data from these registers, process the results and transmit them to the Commission – and repeat the exercise at appropriate periodic intervals (eg. annually).

**In longer-term, subject to confirmation of political support and funding...where data is not already available:**

10. Member States shall undertake national sample surveys amongst users of organisations providing services to persons experiencing housing deprivation (homelessness), employing a harmonised set of target variables.
11. To complement such a survey, the Commission shall draft a module for harmonised household surveys such as LFS or EU-SILC or HBS, to collect information about persons staying temporarily with, or having stayed temporarily with, friends or relatives, recognising however that resulting samples may be small.

Decisions are now necessary on the feasibility of implementing these proposals in order to develop comparable official statistics on homelessness and housing deprivation.

<i>Foreword</i> .....	4
<i>Executive summary</i> .....	5
<i>Introduction</i> .....	13
<b>Aims of this report</b> .....	13
<b>Approach</b> .....	14
<b>1 Obstacles to European comparisons</b> .....	15
<b>1.1 Statistical comparisons: a recent history</b> .....	15
<b>1.2 Differing institutional contexts</b> .....	17
1.2.1 The ministries involved: housing or social affairs.....	17
1.2.2 Legal and official definitions in some countries .....	17
<b>1.3 Very diverse methods of access to housing</b> .....	21
<b>1.4 Temporary accommodation: different types of provision</b> .....	22
1.4.1 The voluntary sector: a variable role depending on the country.....	22
1.4.2 Accommodation facilities often run locally.....	23
1.4.3 Facilities that are more communal/individual in nature depending on the country.....	23
<b>1.5 A population that is already difficult to determine at national level</b> .....	26
1.5.1 A small, mobile, fluctuating population .....	26
1.5.2 A problem with a high media profile.....	26
1.5.3 Approaches focused on the individual.....	27
1.5.4 A lack of a language to express homelessness as a social phenomenon .....	27
1.5.5 ‘Housing deprivation’ rather than ‘homelessness’ to describe the social reality.....	28
<b>2 Housing deprivation: choosing a definition</b> .....	31
<b>2.1 Opinions on the definition proposed by Eurostat</b> .....	31
2.1.1 An imprecise definition .....	32
2.1.2 A definition that is too restrictive.....	32
2.1.3 A definition that is too broad .....	33
2.1.4 A definition focusing on housing conditions .....	34
<b>2.2 Classification: who is homeless for whom?</b> .....	34
2.2.1 Presentation of questioning.....	34
2.2.2 Categories in the form of Russian dolls.....	37
2.2.3 Opinions linked with professional category.....	38
<b>2.3 Interpretations</b> .....	42
2.3.1 ‘Homeless’: one term to translate many .....	42
2.3.2 Different housing standards in different regions .....	43
2.3.3 A recent interest in the inadequately housed.....	43
2.3.4 Removal of references to mobility .....	43
2.3.5 Towards linguistic harmony?.....	44
<b>2.4 The decision to create a provisional classification of housing conditions</b> .....	44
2.4.1 Why construct a general classification?.....	45
2.4.2 Guidelines for the classification.....	46
<b>3 Survey of data collection systems</b> .....	48
<b>3.1 Collection of data from institutions in contact with the homeless</b> .....	49
3.1.1 Collection of aggregate data gathered from local councils .....	49
3.1.2 Collections of aggregate data gathered from support services for the homeless .....	53
3.1.3 Directories of homeless facilities .....	57
3.1.4 Collections of individual data from institutions in contact with the homeless .....	58
3.1.5 Collections of individual data gathered from accommodation facilities.....	64

<b>3.2</b>	<b>Direct surveys of homeless people .....</b>	<b>67</b>
3.2.1	Surveys of residents of accommodation facilities .....	67
3.2.2	Combined surveys: street surveys and surveys of users of support services.....	67
3.2.3	Surveys of users of support services.....	69
3.2.4	'Household' surveys that include questions on people being accommodated temporarily .....	74
<b>3.3</b>	<b>'Household' surveys that include retrospective questions on homelessness .....</b>	<b>78</b>
3.3.1	National (or regional) retrospective surveys .....	78
3.3.2	International retrospective surveys.....	84
<b>4</b>	<b><i>Evaluation and proposals</i> .....</b>	<b>89</b>
<b>4.1</b>	<b>Diverse statistical approaches that provide little information .....</b>	<b>89</b>
4.1.1	Housing deprivation: only partial coverage .....	89
4.1.2	The multiplicity and diversity of the institutions producing data.....	92
4.1.3	Different classifications and reference periods .....	95
<b>4.2</b>	<b>Proposals.....</b>	<b>101</b>
4.2.1	Objectives .....	101
4.2.2	What are the most relevant methods for meeting these objectives? .....	103
4.2.3	Defining homelessness from a classification of housing conditions .....	103
4.2.4	Improving the monitoring of accommodation facilities.....	104
4.2.5	Interviewing users of accommodation facilities by questionnaire.....	105
4.2.6	Interviewing people staying temporarily with households by questionnaire .....	106
4.2.7	Interviewing the ex-homeless through 'household' surveys .....	106
4.2.8	Launching a discussion on the best way of using censuses .....	107
	<b><i>BIBLIOGRAPHY</i> .....</b>	<b>109</b>
	<b><i>ABBREVIATIONS</i> .....</b>	<b>116</b>
	<b><i>ANNEXES</i> .....</b>	<b>117</b>
	<b>ANNEX 1: List of organisations and people consulted .....</b>	<b>118</b>
	<b>ANNEX 2: Results of the consultation on the definition of homelessness .....</b>	<b>123</b>
	<b>ANNEX 3: Sources of European, North American and Australian Data.....</b>	<b>134</b>
	<b>ANNEX 4: Plans of national reports using data on the homeless .....</b>	<b>164</b>
	<b>ANNEX 5: A classification of housing conditions applied to France.....</b>	<b>168</b>
	<b>ANNEX 6: National survey questionnaires .....</b>	<b>172</b>
	<b>ANNEX 7: Summary sheets describing the data collection systems.....</b>	<b>215</b>
	<b>ANNEX 8: Illustrative budgets of three surveys .....</b>	<b>325</b>
	<b>ANNEX 9: INSEE response to questions raised by FEANTSA.....</b>	<b>328</b>
	<b>ANNEX 10: FEANTSA research proposal.....</b>	<b>351</b>
	<b>ANNEX 11: Questionnaires used for the consultation.....</b>	<b>361</b>
	<b>ANNEX 12: Summary of report findings .....</b>	<b>400</b>
	<b>ANNEX 13: List of tables and graphs .....</b>	<b>411</b>

## Acknowledgements

The author would like to extend particular thanks to Daniel Wahl, manager of the German statistics centre at INSEE's regional branch in Strasbourg, who produced many syntheses of Italian, German and Spanish publications that helped in the organisation of various missions. In addition, his careful checking, encouragement, advice and experience with Eurostat were invaluable.

The author would also like to thank Guy Fache, translator at INSEE's statistical coordination and international relations department, for translating questionnaires and methodological documents.

For the value and interest of the meetings they organised and the warmth of their welcome, the author is also grateful to Maria Decock (Federatie Opvang), Lia van Doorn (Nederlands Instituut voor Zorg en Welzijn), Ger Sniijkers, Wim Faessen, Gusta van Gessel (Centraal Bureau voor de Statistiek), Karen van Duijvenbooden (Trimbos-instituut), Pascale Paternotte (Association des maisons d'accueil), Truus Roeseme, Annette Perdaens, Nicole Mondelaers (Commission communautaire commune de la Région Bruxelles-Capitale), Patricia Schmitz (CPAS Bruxelles), Denis Luminet, Edouard Wiliquet, Vicky Truwant (Institut National de Statistique), Dragana Avramov (Population and Social Policy Consultants), Volker Busch-Geertsema (Gesellschaft für Innovative Sozialforschung und sozialplanung), Thomas Specht-Kittler (BAG Wohnungslosenhilfe Biefeld), Christian König, Sascha Krieger (Statistisches Bundesamt Bonn), Katharina Goetz and ) Olivia Wüthrich-Martone (Landesamtes für Datenverarbeitung und Statistik Nordrhein-Westfalen, Düsseldorf) , Pedro Ruiz Salvador (Instituto Nacional de Estadística), Pedro Cabrera (Universidad Pontificia Comillas, Facultad de Ciencias Humanas y Sociales), Duncan Gray, Elisabeth Fraser (Scottish Executive), Suzanne Fitzpatrick (Department of Urban Studies, University of Glasgow), Kerstin Hinds (National Centre for Social Research – Scotland), Trevor Steeples, Peter Stubbs (Office of the Deputy Prime Minister), Helen Evans (OPDM, Rough Sleeping Unit), Edward Kafka, Caroline Lakin (Office of National Statistics).

Finally, this work would not have been possible without the valuable assistance of Anne Clémenceau and Ian Dennis (Eurostat), the support of Maryse Marpsat (INED) and the help of the European Federation of National Organisations Working with the Homeless (FEANTSA).

## Introduction<sup>10</sup>

The expressions 'of no fixed abode' or 'homeless' are often used in politics, the media, government and scientific fields in EU Member States, but quantifying this extreme form of residential insecurity is particularly difficult. The absence of reliable, comparable data on homelessness has been raised on a number of occasions. But the lack of data really became apparent from 1998, when governments were asked to provide a homelessness indicator each year.

The great scarcity of both quantitative and comparative research on homelessness is largely due to a lack of investment by national statistics institutes. Remember that the vast majority of statistical surveys target households occupying individual dwellings. An evaluation of the indicators provided in the National Action Plans Against Poverty and Social Exclusion shows two salient facts: where data exist it is difficult to compare them from one country to another; the majority of Member States only have patchy data.

One major problem is the fact that statistics on homeless people are largely dependent on the way they are handled in each country. The diversity of the data produced is predominantly a result of the extreme variety of collection methods, which will be described in more detail further on in the report. Some countries publish government data gathered at local level and aggregated at national or regional level at regular intervals (United Kingdom). Others work on samples that are representative only at national level but that are based on research questionnaires that are often quite detailed (e.g. France). Other countries do not have a statistical method for providing a reliable evaluation of the number of homeless nationally. The level of action to provide a better picture of the homeless population varies from country to country.

The problem of comparison between countries that produce statistics is compounded by the fact that many countries completely lack any system for collecting statistics. The reasons for this lack of action seem to vary from one country to the next. In Greece and Portugal, for example, the issue of homelessness does not feature very prominently in public debate.

However, if quantitative data were available, we could find out more about homelessness, how it manifests itself and the main reasons why it occurs. The disparities we could then observe between different countries would be a valuable tool to help us understand the links between homelessness and other social issues such as unemployment, poverty and social participation, and to shed light on the role of preventive policies and measures to help the homeless.

## Aims of this report

The purpose of the task given to INSEE was to find out how far Member States would be capable of **counting** and **describing** their homeless populations with a view to making international comparisons.

This question in fact breaks down into many smaller conceptual and methodological questions. What criteria should be used to define homelessness? Do definitions differ from country to country? Is there a definition on which a European consensus exists? What methods are used in each country to contact the homeless or obtain information about them? Are the data obtained in this way comparable? Of the methods used, which are sufficiently generic that they can be used in other countries?

Initially, the purpose of the mission entrusted to INSEE was more limited and more specific; it was to find out whether the survey of homeless users of support services carried out by INSEE in 2001 could be extended to the whole of the EU (European Union) by adapting it to the specific context of each Member State. This would naturally facilitate international comparisons. But in view of the often very great diversity of experience in different countries, and in agreement with Eurostat, it very quickly became apparent that a wider range of research methods (in particular, retrospective research into episodes of homelessness) should be considered and analysed.

---

<sup>10</sup> This text owes a great deal to the comments of Michel Glaude, Danièle Guillemot, Gaël de Peretti, Dominique Demailly (INSEE), Delphine Nivière (Direction interministérielle à la ville) and Emmanuel Soutrenon (Ecole normale supérieure). L'auteur remercie également, sans engager leur responsabilité, les relecteurs qui ont examiné les parties concernant leur pays : Chris Chamberlain (ABS, Australie), Nathalie Plante (ISQ, Canada), Claire Hickey (Focus Irlande), Maryse Marpsat et Jean-Marie Firdion (INED, France), Volker Bush-Geertsema (GISS, Allemagne), Caroline Lakin (ONS, Royaume-Uni) ; Anneli JUNTO (Statistics Finland), Maryse Marpsat and Jean-Marie Firdion (INED, France)

Because of the framework established for this feasibility study, we are focusing on the production of data that can be compared between countries, and making the need to produce data suitable for an in-depth assessment of national public policies and for comparisons over time a secondary priority. Obviously it goes without saying that if it came to choosing between two methods that were both equally suitable for making international comparisons, the method that also fulfilled the other two requirements would be chosen. Ultimately, this feasibility study does not aim to propose methods for national monitoring of homelessness figures, but simply to describe the classification and type of data that would need to be produced for reliable international comparisons of homelessness to be made.

The method should not be limited simply to putting a figure on the number of homeless in the different Member States of the EU. To do this without also giving an accurate description of the population concerned, and its living and housing conditions in particular, would be of little use and could even lead to errors of interpretation. As we will show, too many surveys describe the homeless population in detail without actually giving a precise estimate of its size. Conversely, much work has been done to count the homeless population without describing it, so we have no idea of the type of people that have actually been counted. These types of practice can be justified on a national level if the aim is simply to provide data on change and provided that the same statistical operations are carried out each year. However, in an international context, proper comparisons cannot be made without fulfilling both requirements, i.e. estimating the size of the homeless population and providing detailed information about this population, particularly its housing conditions.

This study is arranged in four parts:

- the first part aims to identify obstacles to the quantification of homelessness;
- the second highlights the variety of definitions of homelessness between countries, organizations;
- the third provides an inventory of the collection methods used in the EU Member States, by charitable organisations, statistics institutes, public administrations and research institutes;
- finally, in the fourth part, a critical evaluation is given of the data collection methods from a number of points of view: the population covered, the reliability of data collection tools, the protection of personal data, and comparability, and methods will be proposed that will facilitate comparisons between European countries. **The fourth part, which includes the report's main conclusions<sup>11</sup>, can be read in isolation from the others.**

The report is complemented by extensive information contained in the appendices.

## Approach

To move the debate regarding the definition of homelessness outside the ranks of statisticians, 150 homelessness experts and ordinary citizens, from a total of 300 contacted, were invited to give their opinions on a draft definition produced by the Eurostat working group (the 'task-force on homelessness statistics') through a self-administered questionnaire. The description of the collection methods used was produced using a questionnaire to which around 30 data producers responded. This information was supplemented by documents sent in by other contacts or available on the web. These were survey questionnaires and data collection reviews, some of which have been translated (Annex 6), and also feasibility studies in advance of possible future research. In addition, meetings were organised in five Member States that provided opportunities for detailed interviews with statisticians, researchers and representatives of charities and public bodies. Finally, several meetings of the Eurostat task force were held, bringing together the following representatives of national statistics institutes: Mrs Anneli Juntto (Finland), Mrs Nicoletta Pannuzi (Italy), Mr Ger Snijkers/Mr Harry Bierings (the Netherlands), Mr Carlos Angulo/Mr Pedro Ruiz (Spain) and a representative from FEANTSA, Mr Freek Spinnewijn/Mr William Edgar. A task force consultation was also held, in which the following participated: (tbd). These meetings enabled the validation of the different stages leading to this report. Annex 9 summarises the exchange of views between FEANTSA and INSEE during the final drafting phase.

We would like to say here how grateful we are to all those who agreed to contribute to this study: without their participation this work would not have been possible. Not everyone wanted to be mentioned by name and others gave their name but not the name of their institution. **Obviously the conclusions of this study do not necessarily reflect their opinions, and INSEE takes full responsibility for the descriptions and recommendations that appear in this report.**

---

<sup>11</sup> See also annex 12.

# 1 Obstacles to European comparisons

In this introductory section we demonstrate why statistical comparisons between European countries on the homeless and homelessness are particularly difficult. Although a great deal of progress has been made with comparative studies of policies to combat homelessness, the same cannot be said for quantitative comparisons, which are a fairly recent development. Two factors explain this delay: on the one hand, the fact that institutional contexts vary greatly and on the other, that producing national data is difficult.

## 1.1 Statistical comparisons: a recent history

The Commission's interest in quantifying and understanding problems with access to housing dates back to the end of the 1980s, a period during which the number of requests for information on the homeless population saw a marked increase. In 1989, the Directorate-General for Employment gave its support to the creation of FEANTSA, an association of all the main representative charities in each Member State. Every year the FEANTSA Observatory, consisting of around 15 researchers, publishes a detailed study of the housing conditions of homeless people in every EU Member State. In addition, in 1993, questions on episodes of homelessness were included in the Eurobarometer opinion poll, which is carried out on a regular basis for the Commission.

Some progress has been made since the mid-1990s with the issue of the joint publication "Coping with Homelessness" coordinated by Dragana Avramov for FEANTSA and commissioned by the European Commission. The first section of this document is devoted entirely to the description of methods of collecting statistical data. This collection of articles constitutes the most useful and detailed work of reference currently available on data collection methods, though the publication also explores many other subjects such as social policy, for example.

More recently, FEANTSA published a brief synthesis of the data produced in the European Union (EU15), placing greater stress than in the past on the importance of reference periods; this point had often been neglected in previous syntheses. The study concludes that it is not possible to make comparisons as statistical information systems currently stand. The authors make various recommendations in terms of the definition of the problem and present the Finnish system as a standard to which other European countries should aspire.

*"FEANTSA believes that public authorities should be responsible for determining this number of homeless people and to carry out the count. In some Member States, such as Ireland and Finland, public authorities count the total number of homeless people on a regular basis". (FEANTSA, 2002a).*

*"On this evidence only one country (Finland) provides information which allows an estimate to be made of the scale of homelessness of different categories in a manner which relates to the FEANTSA definition of homelessness. .../...In order to devise an operational definition of homelessness we have adapted the definitions employed in Finland by the National Housing Fund. This definition suggests seven distinct categories of homelessness which are necessary if an estimate of homelessness is to be calculated". (Edgar, Doherty, Meert, 2002).*

The Directorate-General for Research, meanwhile, has provided backing for teams of researchers such as Eurohome Impact and contributed to the funding of exploratory research such as that conducted in Paris by the demographics institute in 1995 (Marpsat et al., 2000), and in Madrid, by a team of psychology researchers (Muñoz et al., 1999). Finally, the launch by Eurostat of the Urban Audit project is a testament to the amount of attention being given to the subject. In 2003, 150 major cities in the European Union were studied from various angles, including that of homelessness.

To illustrate the problem with making comparisons at European level in this field, we can cite two series of results produced in the mid-1990s, which showed differences that are not easy to interpret: the first was a synthesis by FEANTSA (Avramov, 1995) of national data produced by government administrations and NGOs leading to an estimation of the number of homeless people on an average day in 1995 and the number of people who were homeless at least once during 1995. While they were gathering this data, the authors demonstrated its fragility. The second series of results was from Eurobarometer 40, an opinion poll conducted by market research institutes on behalf of the European Commission addressing the subject of poverty and social exclusion. In particular this survey made it possible to estimate the number of people who had been homeless at some time in the past (Table 1). A ranking by country according to the two series of indicators, gives some very surprising results. Portugal, for example, appears to be the country with the fewest homeless people in 1995 but its population has been most affected by homelessness in the last 50 years. Germany on the other hand recorded the highest

homeless population in 1995 in the whole of the European Union, but the lowest retrospectively. What was also curious was that the data suggest the number of Europeans who had been homeless at least once during their lives differed very little from the number of Europeans who had been homeless during the previous year (50 out of 1 000). These data raise a number of questions. Could these differences be explained by the extreme variability of the phenomenon over time or by divergences in terms of definitions that may have been masked by translations? Or could they be explained by the non-uniform quality of the data (sample size too small, inconsistent data)? Whatever the case, this is a good example because it shows how difficult comparison is on several levels: the choice of definitions and their translation, reference periods and data quality. We will have the chance to look at these problems in more detail later.

**Table 1. The number of homeless in the mid-1990s: diverging estimates, sources that raise questions**

	SOURCE FEANTSA 1995 (*)				SOURCE Eurobarometer 1993	Comparison of both sources of data
	Number of people who had been homeless at least once during 1995	Number of homeless on an average day in 1995	Number of people <b>per thousand inhabitants</b> who had been homeless during 1995 (**) <b>(A)</b>	Number of homeless on an average day <b>per thousand inhabitants</b> in 1995 (**) <b>(**)</b>	Number of people declaring themselves in 1993 to have been homeless at least once in their life <b>per thousand inhabitants</b> <b>(B)</b>	<b>B/A</b>
Belgium	5 500	4 000	5	4	52	10,40
Denmark	4 000	2 947	8	6	75	9,38
Germany	876 450	490 700	108	60	34	0,31
East Germany	//	//	//	//	18	//
West Germany	//	//	//	//	38	//
Greece	7 700	5 500	7	5	70	10,00
Spain	11 000	8 000	3	2	81	27,00
France	346 000	250 000	60	43	62	1,03
Ireland	3 700	2 667	10	7	41	4,10
Italy	78 000	56 000	14	10	78	5,57
Luxembourg	200	194	5	5	26	5,20
Netherlands	12 000	7 000	8	5	68	8,50
Portugal	4 000	7 000	4	7	94	23,50
United Kingdom	460 000	283 000	79	49	87	1,10
TOTAL	1 808 550	1 117 008	52	32	49	0,94

(\*) (Avramov, 1995)

(\*\*) Calculations by the author using the most recent population data for 1995.

Finally, in the field of homelessness and problems with access to accommodation, quantitative studies that are truly comparable at European level are practically non-existent, including within universities. Many studies juxtapose national studies on common subjects, but the statistical data presented are very rarely comparable, and others establish international comparisons on the individual characteristics of the homeless without really making sure that the fields being compared are similar.

This observation does not imply that it is impossible to make international comparisons, as can be demonstrated by the comparisons between France (Paris) and America (Marpsat, 1999b), between Spain (Madrid) and America (Los Angeles) (Muñoz et al, 1998) and between French and Canadian (Quebec) conurbations (Aliaga et al, 2003) – all carried out using surveys on representative samples of homeless users of hostel accommodation and soup



kitchen services. There are also the comparative studies currently being conducted in several European and American countries based on retrospective surveys of the general population into episodes of homelessness on the initiative of a team of researchers (Philippot et al., 2004).

## 1.2 Differing institutional contexts

The difficulties experienced with making quantitative comparisons have also served to show up the institutional disparities between European countries. There is little comparison between methods of dealing with the homeless or therefore the categories of organisation involved in the process. To put it simply, countries that are very focused on measures to do with housing have a very broad definition of homelessness. This is the case in Germany, where preventive action is taken to ensure people do not become homeless in the first place. It is the case in the UK and Ireland, where the homeless have priority access to housing if they satisfy certain criteria. It is also the case in Sweden and Finland, where investment in social housing has been particularly great. On the other hand, in countries with a greater focus on immediate assistance for people, definitions are more restricted (France, Italy, Spain). Within a single country, the approach to homelessness can even vary from one region to another.

Data presented in this part have been collected from researchers, NGOs, statisticians and government departments by means of the questionnaire *“How are data on the homeless collected in each Member State of the European Union ? Describing organisation of food aid and accommodation services for homeless persons (January 2003)”* (see annex 11).

### 1.2.1 The ministries involved: housing or social affairs

The ministry or ministries involved are an early indicator of the type of action undertaken and consequently of the type of officially recognised definition, or even lack of official definition. Definitions are actually mainly determined by the fields in which ministries are active and by the tasks for which they are responsible. In most countries, the issue of homelessness is handled by a single ministry: Social Affairs and/or Health (Italy, Luxembourg, Spain, Portugal, Poland, Hungary and Denmark) and in some countries also the Ministry of Home Affairs (Germany, France, Greece, Netherlands, Belgium (Brussels region)) and/or the Housing Ministry (France). Luxembourg is unusual for the involvement of the Minister for Women and the Czech Republic for that of the Minister for Regional Development as well as Social Affairs. Finally, three countries stand out clearly from the others for the competences given principally to the Housing Ministry. These are Finland, Ireland and the United Kingdom. This does not prevent other institutions intervening in funding accommodation in these countries (such as the Health Board Unit in Ireland) or in looking after those sleeping on the streets (such as the Social Exclusion Unit in England and the Rough Sleeping Initiative in Scotland).

Ways of dealing with homelessness differ according to the ministries involved. Specific initiatives can be identified such as the provision of temporary accommodation, resettlement and preventing people from losing their homes, as well as initiatives directed at the general population that can also benefit the homeless (such as the distribution of social security benefits, for example). We should also mention policing measures related to public order. There is, for example, a bill prohibiting rough sleeping by certain local authorities in England, which carries a fine or a penalty of imprisonment, or in Germany, an obligation on municipalities to provide overnight accommodation for anyone who presents a threat to public order, and in particular the homeless (Obdachlose).

### 1.2.2 Legal and official definitions in some countries

There are various definitions that correspond to these initiatives: some relate to social problems, some concern housing conditions, and others focus on mobility or the lack of a fixed address. Obviously this is a simplification and is only valid for countries in which an official or legal definition exists.

#### 1.2.2.1 Definitions based on housing conditions

In a few countries, Ireland, the UK, Finland, Sweden and lastly Germany to a certain extent, the definition of homelessness is based on criteria associated with housing conditions. In these countries, policy regarding the homeless is aimed less at providing immediate help and more at facilitating long-term access to accommodation (priority access, house-building programme). The UK is the best representative of this approach. In 1948, responsibility for providing accommodation for the homeless was transferred from parish councils to local authorities. In 1977, the housing departments run by local authorities became responsible for providing housing for the homeless. A law that came into force in 1996 made it compulsory for local councils to provide temporary accommodation for the statutory homeless (for a maximum of two years) until permanent housing became

available (Pleace, 1997). Other homeless, mainly single people, had the right to advice or to temporary accommodation, depending on their situation. So, not only was a homeless category set up to distinguish priority groups for the allocation of housing, but it was also used for housing policy planning purposes as one of the parameters of demand for housing. Each year, the Housing Ministry publishes local authority housing accounts in the form of the Housing Investment Programme, which provides statistics for the number of homeless households and the number of people sleeping rough, along with additional details. In the United Kingdom, the definition of this category amongst the homeless is the subject of a lively, even polemic, debate between public sector bodies, the government and non-governmental organisations with a view to expanding or constraining the boundaries of this category and to highlighting it using various means.

The Irish Housing Act, 1988 specified that schemes of local authority housing allocation priorities should be revised so as to ensure that people who are homeless were made a priority. However, the Act did not put a duty on Local Authorities to house people who are homeless and little is known about the actual impact of the priority housing allocation system operated by local authorities.

In Finland, homelessness is also defined on the basis of criteria associated with housing conditions, but it does not apply to individuals to determine eligibility. In fact, it is used as an indicator for the housing market at municipal level and can also be used along with other parameters as a guide for municipal housing policy.

### **1.2.2.2 Definitions based on mobility or the lack of a fixed address**

Several countries have developed a legal definition based not on housing conditions but on the criterion of having no fixed abode or permanent address. There are many reasons for using these categories. They are used when, under specific measures, financial assistance or benefits are to be given to people who do not have an address and therefore have no access to a bank account or postal service. Hence, in France, the law on the job seeker's benefit (*revenu minimum d'insertion*) in 1998 defined a category for people with no fixed abode, establishing a new procedure for all those eligible for the benefit whereby they could elect domicile with an organisation approved by the Prefecture. The organisation, often an association, would give out its address, receive mail and organise its distribution. The homeless would then have a '*papier de domiciliation*' [document with evidence of address] (Bresson, 1995).

The lack of an address can also be considered to be a threat to public order. It is difficult to find people who do not have a permanent address, and the public authorities cannot contact them if they need to. Therefore, in Germany, the '*Ordnungsrecht*' refers to the '*Obdachlose*', which is the equivalent of 'homeless' in its simplest meaning. However, legally it has a very specific meaning in Germany: the '*Ordnungsrecht*' states that municipalities have a duty to provide accommodation for any person likely to "disrupt public order". Homelessness represents a potential risk for society, one that needs to be curbed. What this actually means is simply that municipalities must provide those affected with accommodation at least overnight.

In most countries in the eastern European Union, legal definitions, where they exist, also rely on the criterion of mobility or the lack of a fixed address.

### **1.2.2.3 Definitions based on social problems**

Where the homeless are dealt with by the Ministry of Social Affairs, legal definitions tend to be rare. The definitions used in this context are generally fairly narrow and imprecise. At best, the homeless are a special category of beneficiaries of social welfare (accommodation and benefits), and are often viewed in parallel with other sectors of the population in difficulty, such as battered women, single mothers, drug addicts and alcoholics.

In French social law, the homeless are a sub-set of people 'with social problems'. So hostels and rehabilitation centres are open to various categories of people, in particular the homeless. But this category is not the subject of a precise legal definition.

In the Netherlands, people recorded by homeless facilities are described as clients of hostels but they can actually be split into residents of hostels for the homeless, people staying in crisis centres or battered women staying in refuges.

Under German law on social assistance, within the framework of the *Durchführungsverordnung zu §72*, the term "*Personen in besonderen sozialen Schwierigkeiten*" ("people experiencing social problems") is used. This term is linked with the term "specific housing conditions", which covers among other things "an absence of accommodation or inadequate accommodation, an unstable financial situation, housing conditions afflicted by violence etc.". The homeless are those living without accommodation or in inadequate accommodation. If this situation is combined with specific social problems such that the absence of accommodation cannot be resolved without resolving them,

the law classifies them as homeless. They then have the right to aid (Durchführungsverordnung zum §72 des Bundessozialhilfegesetzes vom 24.01.2001). The categories used in the context of social support are relatively limited. They call for measures of immediate assistance and access to accommodation is secondary.

Finally, in most countries, homeless categories are used to select priority groups for access to housing, temporary accommodation or more rarely financial support. Beneficiaries are identified using several series of criteria, the order of application of which varies from country to country. Either the authorities apply criteria based on housing conditions first (does the applicant have anywhere to live?) then social criteria (does he have family ties or financial resources, does he fulfil conditions of residence?) (UK, Ireland), or they apply the criteria in the reverse order. Although it is not always easy to distinguish the criteria in practice, social criteria are ultimately used to differentiate between those who are victims of the situation and should be helped, and those who should be able to find solutions themselves.

Whatever the case, the legal definitions are difficult to compare. In some countries, definition focuses on the events that caused the loss of home, in particular eviction (Germany), and in other countries it looks more at the situation of people at the point when they are homeless and applying for help from hostels. Finally, in some countries (UK, Ireland), the category targets those applying to be rehoused.

### **Belgium: dakloze/sans-abri**

*Anyone without housing for themselves, who does not have the resources to secure it and consequently has no home or is not living temporarily in a hostel – until permanent accommodation becomes available – is homeless. (Parliamentary documents Chambre-B.Z. 1991-1992- nr.360/5-p. 34)*

*The term homeless refers, among other things, to:*

- those without a permanent address who are taken into a hostel for adults in difficulties, or into a mother and child hostel that may or may not be recognised by the local authorities;
- those who leave hospital who had been hospitalised following a court judgement (Doc 2 Chambre Kamer-B.Z. 1991-92-nr.630/1-p. 9.);
- Belgians who have been repatriated without sufficient resources and who have no accommodation when they return to Belgium;
- those who, when they leave hospital or a psychiatric institution, no longer have anywhere to live;
- those sleeping on the street or in public buildings that were not designed for habitation such as stations.
- those given temporary accommodation by private individuals while they await their own accommodation.

### **Denmark: personer der benytter forsorgshjem, herberger mv. (§ 94 –boformer)**

*(1) The county council must ensure that enough temporary accommodation is available for people with particular social problems, who have no home of their own or who cannot live in their own home, and who need accommodation and active support, treatment and subsequent aid.*

*(2) Admission to the accommodation referred to in sub-section (1) must be given on the basis of an application by the person concerned or following consultation with the public authorities. The director will decide whether admission is granted.*

*Social Services Act. Article 94*

### **Germany: Obdachlose**

*The homeless are those living without accommodation or living in inadequate accommodation. If this situation is combined with specific social problems such that the absence of accommodation cannot be resolved without resolving the specific social problems, the law classifies them as homeless. They then have the right to aid.*

*Durchführungsverordnung zum §72 des Bundessozialhilfegesetzes vom 24.01.2001*

*Quasi-official 'Polizei-und-Ordnungsrecht' Obdachlose: those registered as homeless, usually assigned to live in a hostel owned or leased by the State or NGOs.*

### **Ireland: homeless**

*A person shall be regarded by a housing authority as being homeless for the purposes of this Act if - (a) there is no accommodation available which, in the opinion of the authority, he, together with any other person who normally resides with him or who might reasonably be expected to reside with him, can reasonably occupy or remain in occupation of, or (b) he is living in a hospital, county home, night shelter or other such institution, and is so living because he has no accommodation of the kind referred to in paragraph (a), and he is, in the opinion of the authority, unable to provide accommodation from his own resources.*

*Housing Act, 1988 Section 2*

**Latvia: persona bez noteiktas dzīves vietas**

Person without a permanent address.

Social Services and Social Support Act

**Hungary: hajléktalan**

There are two laws:

-1) anyone without a legal address should be considered homeless, as should anyone whose legal address is that of a centre for the homeless.

2003:III. Social Administration and Social Services Act 4.§ (2)

-2) anyone that spends the nights on the streets or in a place not designed to be lived in.

2003:III. Social Administration and Social Services Act 4.§ (3)

**Poland: bezdomności**

A person who does not occupy any accommodation (accommodation defined by law) and who is not registered at a permanent address.

Social Security Decree, 29.11.1990

**Finland: asunnoton**

The following are referred to by the term homeless:

- those living on the streets;

- those living in a refuge or accommodation centre or homeless hostel;

- those living in a nursing home or accommodation run by the welfare services, a rehabilitation centre or hospital because they have no housing;

- those living temporarily with family or friends because they have no housing;

- prisoners about to be released who have no housing;

- families and couples who have split up or are living in temporary accommodation because they have no housing (Housing Market Surveys)

Law on grants awarded by the Finnish Housing Fund 657/2000 2§

**United Kingdom: homeless**

In England, the 1996 Housing Act removes the requirement for local authorities to provide long term secure accommodation for homeless households, but a statutory duty remains to secure accommodation for a period of two years for households which are homeless and in priority need, and not intentionally homeless. To be accepted as homeless by a local authority a household must therefore fulfil all of the following criteria:

(i) The household must be homeless or threatened with homelessness within twenty eight days.

(ii) The household must be in priority need, ie, have lost its home through an emergency such as fire or flood, or have children, or include someone who is pregnant, sick, elderly, disabled or otherwise vulnerable .

(iii) The household must not be intentionally homeless. If the household fulfils all the criteria but does not have a local connection with the area, the local authority may transfer the household to another local authority with which it is deemed to have a local connection.

**CATEGORIES OF HOMELESSNESS USED**

**Statutorily homeless**

Households that are homeless and in priority need that have been accepted by a local authority (either to one which they have applied or the one to which they have been referred) for rehousing (ie, households fulfilling all of the above criteria (i), (ii) and (iii)).

**Non-statutorily homeless**

The non-statutorily homeless are households that fulfil at least the first of the previous criteria. They comprise:

\* households which are homeless and in priority need but who have not been accepted by a local authority for rehousing. That is, households which are homeless and in priority need, but are either intentionally homeless or have no local connection with the local authority to whom they have applied for rehousing and did not want to be rehoused by the local authority with which they had a connection.

\* households which are homeless or threatened with homelessness within twenty eight days but do not fall into any of the priority need categories specified in criteria (ii) above.

There is no statutory obligation for local authorities to provide permanent housing for the non-statutorily homeless. However, some local authorities have acceptance policies which use a definition of homelessness which is broader than the statutory definition. In some local authorities some non-statutorily homeless households are accepted for permanent rehousing.

*In Scotland the Housing (Scotland) Act 1987 is the principal legislation, slightly amended by other legislation, including the Housing (Scotland) Act 2001 and the Homelessness etc. (Scotland) Act 2003 (as well as Asylum and Immigration legislation). In Scotland, the definition is included in an appendix to the report of the Homelessness Task Force. The definitions may be used in other parts of the United Kingdom. In England the Housing Act 1985, amended by other legislation including the Housing Act 1996, the Asylum and Immigration Act and the Homelessness Act 2002. In Wales, very recent legislation has come in to amend the Housing Acts of 1985 and 1996.*

### 1.3 Very diverse methods of access to housing

The differences observed in the way the homeless are dealt with are not unrelated to the variety of housing policies that exist. The breadth of definitions and the importance given to social housing are closely linked.

It would surely be wrong to compare the way the homeless are considered and defined in different European countries without linking these differences with the way the housing market works, the place given to social housing and the way it is allocated, and the role public policy plays in this.

Here we will put forward a few hypotheses on the relationship between policy on access to housing and housing support and social action towards the homeless. These two areas cannot be considered in isolation from one another since they overlap in more than one area. The way homelessness is defined is directly related to social housing policy. The hypothesis we are putting forward, which is certainly worth examining in some detail, is that where social housing is better developed, the definitions of homelessness seem to be broader. What actually seems to happen is that housing policy develops its own sphere of action through the definition of the homeless population.

Firstly, in many countries where most people own their own homes, staying with one's parents until one can afford to buy a house is not considered abnormal. However, in countries where social housing is available to young people, living with third parties or parents is unusual, and people who do this are considered to be homeless. But it is only because an alternative can be offered to them in the form of social housing that these people are considered to be homeless. On the other hand, in countries where home ownership is more widespread, definitions are more limited and the link between problems with access to housing and homelessness is rarely mentioned. Here, the homeless are defined by their low income, disability, or lack of social relations, which are all factors that suggest access to housing would be impossible for them or not the best answer to their problems. In this case, assistance with housing is rarely offered (since policies on access to low-cost housing are poorly developed). The view is that their problem is social, otherwise they would be looked after by their family and would not be homeless.

Secondly, housing policy creates boundaries within the homeless population, who are divided into those to whom accommodation is offered after a waiting period (often referred to as a reintegration period), and those for whom no form of rehousing is provided. Depending on the country, those in the second situation are either described as emergency cases or non-priority cases. According to some authors, this distinction between emergency cases and cases for reintegration or between priority and non-priority sectors of the population demonstrates the exact limit of the efforts to which public authorities are prepared to go in terms of social housing. Thus, when analysing the British situation, R. Widdowfield observes that *"..., the number and proportion of applicants accepted as homeless can be seen to be as much, if not more, a reflection of council resources, attitudes and procedures than an indication of the extent of the problem. For example, authorities with plenty of council housing available, particularly those experiencing difficulty in letting certain parts of their stock, can afford to take a more generous interpretation of the housing Act and be less restrictive about which households are accepted as homeless than local authorities with long waiting lists and very limited supply of accommodation available to let."* (Widdowfield, 1998).

Denmark seems to be an exception to this rule. It has a relatively narrow administrative definition of homelessness and yet it attaches great importance to rehousing, as proven by the many indicators on the rehousing of those staying in hostels defined by Article 94 of the Social Services Act.

To understand the specific features of these judicial categories, it is necessary to consider not only the national housing policies but the history of the welfare state in each country and the approach taken to other health and social issues such as public health, mental health, child protection, migration, internal security, labour market policy (deregulation with increasing insecurity for in-work poor, etc.).

## 1.4 Temporary accommodation: different types of provision

Every country has a network of accommodation for the homeless, but responsibility for this is handled in different ways. The amount of public sector provision varies from one country to the next, and the way it is organised can be more or less centralised. Finally, the conditions of accommodation in accommodation facilities, and in particular the standards of comfort, vary considerably from country to country. This description of the temporary accommodation sector is based on information sent by researchers or those working in government administrations in the countries concerned, in response to a questionnaire. Because of difficulties with translation (the questionnaire is in English), with interpretation of the categories, which could vary from one contact to the next, and with scarcity of data, the inventory produced here is far from perfect. This description does not purport to provide detailed information on each country – this would require a specific study of each country – but it does demonstrate the diversity of facilities for the homeless in the European Union, something which we should be aware of before attempting to quantify the problem.

### 1.4.1 The voluntary sector: a variable role depending on the country

In all countries, but in a variety of different ways, the public and voluntary sectors (NGOs and charities) work together to accommodate the homeless. The public sector often participates in the provision of lodgings, but more rarely in other services (meals, laundry, clothing distribution, drop-in centres, legal assistance). The public sector may own its own accommodation, subsidise private accommodation facilities and public or private landlords, and make social workers available to hostels. But the most common method of intervention for the public sector is the provision of funding to associations or NGOs that run hostels. Depending on the country, grants can cover all or part of the accommodation costs. In Finland and Sweden, for example, services and accommodation for the homeless are paid for almost entirely by local councils and the State. In Denmark, two types of cooperation with 'third sector' institutions exist; depending on the cooperation agreement signed with the State, these institutions receive either total or partial support. In Belgium, the public network is subsidised and is run mainly by voluntary associations including voluntary charities. However, the purely voluntary network of hostels is very small in the Brussels-Capital region, and tends not to work collaboratively (Réa et al., 2001). In the Netherlands, a significant voluntary sector does not exist. The standard distinction is to separate facilities run by municipalities from facilities run by NGOs. Both types of organisation sometimes use voluntary workers. NGOs provide most support to the homeless and are funded mainly by government grants, awarded at local or national level. The two sectors cooperate particularly when it comes to giving clients regional information about the availability of accommodation. In countries in Southern and Eastern Europe, the public sector plays a role that is probably much less significant than in countries in Northern Europe. In Spain, Pedro Cabrera shows that more than half of overnight accommodation costs are borne by charitable associations (Caritas Spain, 2000). Finally, in terms of food, the voluntary sector plays the more important role and private funding is greater than in the accommodation sector (Table 2). Often, the same NGOs provide both types of service. This sector is also very fragmented, and none of those consulted could give us any information on the number of meals served nationally, making it difficult to draw comparisons between countries on the size of this sector. Note that in certain countries, the charitable associations do not address themselves solely to the homeless but rather to a broader group of disadvantaged persons.

**Table 2. Examples of charities or NGOs running hostels and/or meal distributions (not an exhaustive list)**

Country	Charities or NGOs running hostels	Charities or NGOS distributing meals
Belgium (Brussels-Capital)	Petits-Riens, Armée du Salut, l'œuvre de l'Hospitalité, L'Ilot These are charities whose hostels for the homeless are partially subsidised by the public authorities.	Petits Riens, l'Ilot, resto du Cœur
Czech Republic	Armada spasy (salvation army) Nad•je (hope)	Armada spasy (salvation army) Nad•je (hope)
Denmark	Kirkens Korshær, KFUM Socialt Arbejde, Blå Kors, Røde Kors, KFUK, Kisken Korshart, Frelsens Hort	KFUK, KFUM, Kisken Korshart, Frelsens Hort
Germany		
Greece	Children and Juveniles ARSIS, Social Organisation for the support of Youth, Society for Care of Juveniles, Hamogelo tou Paidiou, Immigrants and refugees, Caritas Hellas, Hellenic Red Cross, Medecins de Monde Organisation, Medecins sans Frontieres, Greek Orthodox Church, Gipsies, Oikokoinonia Drug abusers, ETHEA Mental Health patients, Society of Social Psychiatry and mental health, EPAPSYKlimax	Greek Orthodox Church, Caritas Hellas, ARTOS DRASIS, Friends of the Homeless, Hellenic Red Cross
Spain	San Juan de Dios, Caritas	San Vicente de Paul
France	Emmaüs, Secours catholique, Secours populaire, Armée du salut, Croix rouge, Centre action sociale protestante, Aurore	Resto du Cœur, Soupe populaire, Relais du Cœur, Chorba
Ireland		Focus Ireland, Merchant Quay
Italy	Caritas, most are organized in FIOPSD (Federazione Degli Organismi per le persone senza dimora (mainly northern/central Italy)	Caritas, Emmaus
Luxembourg	Caritas	

Hungary	Menhely Alapítvány, Twist Oliver Alapítvány, RÉS Alapítvány, Magyar Máltai Szeretetszolgálat, Oltalom Karitatív Egyesület, Magyar Vöröskereszt, etc.	Magyar Vöröskereszt, Magyar Máltai Szeretetszolgálat, Oltalom Karitatív Egyesület, Menhely Alapítvány
Netherlands	Not many voluntary organisations. Only some catholic nuns who provide accommodation and some churches, most organizations are professional	Salvation Army, Sisters of Mercy
Austria	Caritas, Volkshilfe, Hilfswerk, Heilsarmee and many local services providers	different churches or abbeys at local level
Poland	Examples: Towarzystwo im. Sw Brata Alberta, Fundacja Pomocy Wzajemnej Barka, Stowarzyszenie Pomocy Bezdomnym	Towarzystwo im. Sw Brata Alberta, Fundacja Pomocy Wzajemnej Barka, Stowarzyszenie Pomocy Bezdomnym, Zywosci SOS
Portugal	Fundacao AML, Servico de emergencia Social da Santa Casa da Misericordia de Lisboa, Centro de Acolhimento do Exercicio de Salvacao, Institucao particulares de seguranca social	Institucao particulares de seguranca social
Finland	There are several organizations:- from organizations that provide basic services for the homeless to organizations that provide housing or supported housing for homeless persons. Many organizations provide both services and housing.	The food banks of the Lutheran Church, The associations of unemployed persons, The Salvation Army, some other religious organisations
Sweden	Salvation Army, the City Mission, the Swedish Church, Carisma Care AB	Salvation Army, the City Mission, the Swedish Church
United Kingdom	Salvation Army	

### 1.4.2 Accommodation facilities often run locally

Depending on the country, public sector intervention is performed by local, regional or national authorities. However, it is not possible to classify countries along these very simple lines, since there are many sources of funding that often involve several levels of government. In most countries, public hostels are subsidised locally by local councils: Austria, Finland, Italy, Poland, Hungary, Spain, the Czech Republic and the United Kingdom. . But in France and Luxembourg, most public subsidies are paid by national government. In Ireland, funding is available from Government departments, but individual health boards and local authorities make their own arrangements with voluntary providers.

In countries where there is little public sector intervention, cooperation between local councils and NGOs essentially consists of coordinating access to hostels by exchanging information about the number of places available and the number of people requiring accommodation (Ireland, Portugal, Czech Republic, United Kingdom). In Greece, for example, some places in hostels are paid for from European funds, with very little public sector involvement. The public authorities refer the homeless to the NGOs. Cooperation sometimes extends to the rehousing of the homeless, as in Austria, where in some towns, the public and private sectors work together to facilitate the integration of the homeless into social or council housing.

### 1.4.3 Facilities that are more communal/individual in nature depending on the country

There are wide variations in the types of temporary accommodation available (Table 3). Although accommodation in dormitories (Spain, Poland, Portugal, Italy) or in individual rooms in communal facilities (Belgium, Hungary, Czech Republic) is still very widespread, in some countries the homeless are mostly given accommodation in studios or flats (Finland, Sweden, France, United Kingdom). In some countries, temporary accommodation facilities are a step towards rehousing. Through 'transitional' accommodation or shared rental schemes, they try to support those in temporary lodgings as they move towards permanent accommodation. Specialisation of accommodation facilities also varies from country to country.

**Table 3. Examples of Homeless accommodation by type and country (specimen data)**

Country (or region)	Facilities set up in areas not designed for living (beds set up in the metro, sports halls, tents)	Dormitories in communal centres	Individual rooms in communal centres	Self-contained studios or flats	Rooms in hotels	Bed & Breakfasts or boarding houses	Places in other institutions (hospitals, youth hostels)
Belgium (Brussels-Capital)							
Czech Republic (Prague)							n.a.
Denmark						n.a.	
Greece							
Spain							n.a.
France							
Ireland							
Italy						n.a.	
Luxembourg	n.a.						
Hungary (Budapest)							n.a.
Netherlands	n.a.						
Austria							
Poland	n.a.						
Portugal	n.a.					n.a.	n.a.
Finland							
Sweden							
United Kingdom							n.a.

Source: results of the consultation: "How are quantitative data on homelessness collected in the European Union? *Questionnaire 2: accommodation services and food aid*"

does not exist  
  exists  
  common  
 n.a. not available

The extent to which accommodation facilities are specialised varies immensely from country to country and the same groups of people are not necessarily targeted (Table 4). However, in most countries, women with children or women who are the victims of domestic violence are accommodated separately, as are asylum seekers and refugees. To a lesser extent, drug addicts and those with psychological problems are dealt with at special centres if they have no accommodation of their own.

It is probably the case that in larger cities, centres are more specialised and in smaller towns and cities, accommodation centres cater for a more mixed clientele. If this is true, we should expect to see greater specialisation of homeless support services in the most urbanised or most heavily populated countries.



**Table 4. Examples of Specialisation of accommodation centres by type of population served and by country (specimen data)**

Country (or region)	People with children	Elderly people	Young people	Single people	People leaving prison	Former prostitutes	Victims of domestic violence	Drug addicts	People suffering from mental illness	Political asylum seekers	Refugees or returnees	Other specific categories
Belgium (Brussels-Capital)												
Czech Republic (Prague)					n.a.							
Denmark	n.a.							n.a.	n.a.	n.a.	n.a.	
Germany												
Greece												
Spain		n.a.			n.a.							
France									n.a.			(2)
Ireland												
Italy			n.a.		n.a.				n.a.		n.a.	
Luxembourg						n.a.						
Hungary (Budapest)								n.a.				
Netherlands					n.a.	n.a.						(3)
Austria												(1)
Poland												
Portugal	n.a.		n.a.			n.a.	n.a.			n.a.	n.a.	
Finland												
Sweden												
United Kingdom (England)												

Source: results of the consultation: "How are quantitative data on homelessness collected in the European Union? *Questionnaire 2: accommodation services and food aid*"

 does not exist  exists  n.a. not available

(1) accommodation centres for families with children;

(2) accommodation centres for people with pets, centres providing nursing care, therapeutic apartments for people suffering from AIDS;

(3) centres for women, for people with major psychosocial problems, for teenage mothers.

We have described in overall terms the accommodation systems in each country in the European Union and signalled certain features of the network of meal-providers, as these two services are the basis for many data collection systems, but it goes without saying that there is a wide range of additional services provided to the homeless whether via public sector bodies or non-governmental organisations. For example, organisations providing help in finding new accommodation could benefit from particular attention. A more detailed description of such services can be found in publications of FEANTSA's European Observatory on Homelessness, based on national reports for the 15 EU member states (Edgar et al, 1999).

In view of the diversity of institutional frameworks, the vocabulary used to describe the homeless has little chance of achieving perfect correspondence from one language to another, making it difficult to establish a common statistical category.

## 1.5 A population that is already difficult to determine at national level

International comparisons in the field of homelessness are scarce primarily because the production of quantitative data is a delicate operation; this observation is valid for all EU Member States. In other words, even if it were possible to agree on harmonised statistical categories at European level, a number of technical, political and media obstacles still need to be overcome.

### 1.5.1 A small, mobile, fluctuating population

Producing statistical data on the homeless population represents a methodological challenge for statistical systems. The first problem relates to the size of this population. Looking at retrospective surveys of episodes of homelessness or cross-sectional studies available in some countries, it can be established fairly quickly that the homeless probably represent less than 0.5% of the population. Now, general statistical tools (general population surveys, censuses) are not designed to reach and describe such small populations, so special tools must be developed to find them. To contact specific professions, we would use registers held, for example, by the Guild Chamber, or to contact children of a particular age, we would contact schools.

Yet in the case of the homeless, these kinds of specific tools are broadly lacking: neither registers of population nor files of those receiving benefits provide a reliable source of information because in the majority of countries, the homeless are often not registered, either because they do not have an address, or because they are not receiving any benefits. Only homeless people staying with others (parents or friends) could be reached by household surveys, but these would constitute an extremely small number of the total homeless, and a very large sample size would need to be used.

Another problem is that the homeless move around a lot, and statistical tools, whether they use registers or surveys, are characterised by a certain amount of inertia. In other words, they are not always able to pick up an accurate picture of temporary situations, which is an additional reason why the homeless are missed, particularly those who are homeless for only a short time or who change accommodation frequently.

Not only is the production of statistics on the homeless a complex process, but in addition, in many countries, it takes place in a context in which the homeless have a high media profile.

Finally, there is the time problem. The impact of seasonal variation can be significant (in Summer: arrival of migrant seasonal workers housed in insecure conditions, closure of emergency shelters; in Winter, rules to prevent evictions). Moreover, international factors (wars, internal conflicts) and natural phenomena or accidents (earthquakes, floods, industrial catastrophes) can also lead to variations in the numbers of homeless.

### 1.5.2 A problem with a high media profile

Another problem for statistics institutes, partially linked to the previous problem, is that the issue of homelessness has a major impact in the media and on public opinion. A comparative analysis of occurrences of the terms 'unemployed' and 'homeless' on web pages of EU Member States shows that the homeless have a higher profile in the media than is proportional for their demographic weight. Their profile in the media (in its broadest sense) varies from country to country. In Austria, Belgium and the Netherlands, web pages mention the unemployed only four times more than the homeless, in Germany three times more and in Ireland and Denmark twice more. The United Kingdom stands out dramatically with the same number of references to the homeless as to the unemployed. A more in-depth study of this would be useful. It is noticeable that countries where the homeless have a higher media profile – Ireland, Denmark, the United Kingdom and to a lesser extent Germany – are also countries where legislation on the homeless is most highly developed and gives rise to a regular count of the number of people affected (in a single region for Germany).

Drawing a parallel between the homeless and young immigrants in Belgium, Andréa Réa wonders what the unexpected effects of this media profile might be, asking whether it is an investment for the cause or for those who support it (Réa et al, 2001).

In France, for example, the first publications by INSEE on the subject met with unprecedented success, with very high levels of uptake in the press, and on radio and television<sup>12</sup>. In the United Kingdom, the quarterly publication of

---

<sup>12</sup> Between 1 October 2001 and 31 January 2002, INSEE published eleven articles in the *INSEE-première* collection (four-page format). The two articles on the homeless had the highest levels of take-up by the press, taking all media formats together (63% of quotations), followed in third position by an article on tobacco consumption (11% of quotations) (Françoise Borrás).

the 'official' homelessness figures is an event that attracts much media attention, particularly the figures for families in bed-and-breakfast accommodation, which is seen as a scandalous situation. The publication of reports by the major charities on their activities is also eagerly awaited. The purpose of these reports is to alert decision-makers or to raise awareness among the general public, particularly in countries in the South and East of the European Union where the homeless rely on the charitable sector for support. In this context, the production of quantitative data on homelessness is a perilous operation both from a methodological and political point of view.

The final obstacle to establishing global statistical data on the homeless population is the strong propensity to consider the homeless from the point of view of their individual characteristics and less as part of a global social reality.

### 1.5.3 Approaches focused on the individual

In the field of the homeless and homelessness more than any other, approaches focused on the individual predominate and the lack of aggregate data reinforces them. This phenomenon can be observed both in the field of research, dominated by methods that use a 'biographical' interview approach, and in the media, where individual characteristics and homelessness stories are widely discussed even when they are not actually shown. Finally the social handling of the issue, the targeting of social policies directed at them are in the same vein. Whether we are talking about the vagrant who once would have been punished under vagrancy laws or the 'socially excluded' who must now be 'reintegrated' into society, the homeless have always been the target of individualised measures. Finally, the current tendency for charitable organisations to mobilise around the homeless, including all the services they need within a single organisation (FIOpsd<sup>13</sup> for example or BAG-W<sup>14</sup>) reinforces the image of the homeless as individual people requiring individualised measures.

### 1.5.4 A lack of a language to express homelessness as a social phenomenon

The difficulty with formulating the problem of homelessness other than in terms of people is also evident from the vocabulary used and the limitations imposed by language. This observation is particularly the case in countries that speak Romance and Slavic languages, which lack a noun to describe the existence, within a particular society, of a group of people without homes. Only the Germanic languages have a term that expresses both the fact of being homeless and the social phenomenon of individual situations taken collectively ('homelessness' in English and 'Wohnungslosigkeit' in German). As they do not have similar terms, speakers of Romance and Slavic languages are forced to construct **circumlocutions** or new words often modelled on the English. These strategies show just how difficult it is to talk about the issue of homelessness as a separate social reality.

Homelessness can be translated in Polish using the expression 'poj•cia bezdomno•ci' or in French 'la situation des sans-abri', and in Italian as 'condizione di senzatetto', but these terms have a more limited scope than the English and German terms because they refer to the condition of the homeless rather than the social reality itself. Therefore, expressions such as 'l'augmentation de la situation des sans-domicile' or 'condizione di senzatetto' would be meaningless.

As for the term 'homelessness' as a social phenomenon, this is rendered in French by the group of words 'sans abri et exclusion du logement', as in the title of the work by Dragan Avramov in its French translation, or by another term referring to the housing problem 'difficultés d'accès au logement ou exclusion du logement'. In the report on social indicators (2001) produced by the European Commission (Table 5), translations of the term 'homelessness' in the Romance languages generate inventive constructions that sadly do not all have the same meaning: 'la perte de logement' (French), 'privação de alojamento' (Portuguese), 'los problemas de falta de hogar' (Spanish), 'la mancanza di fissa dimora' (Italian). By analysing web pages we can see that these expressions are barely used outside the European institutions.

Faced with this deficit, there is a great temptation to produce **neologisms**. In Spanish, one researcher came up with 'sin hogarismo', used exploratively and constructed in a similar way to the English. In the French-speaking part of Canada the term 'sans-abrisme' is used as a literal translation of 'homelessness', tending to replace 'itinérance', an older word. In Belgium this term is quite commonly used, particularly by researchers and European associations linked with FEANTSA. However, in France, the use of 'sans-abrisme' is very marginal, occurring either in research

<sup>13</sup> Federazione Degli Organismi per le persone senza dimora

<sup>14</sup> Bund esarbeitsgemeinschaft Wohnungslosenhilfe e.V. BAG -W and FIOpsd are umbrella organisations representing the services for the homeless in Germany and Italy and act as a platform for national and regional NGO's and the public sector concerning homelessness

papers (the homelessness of the young, Jean-Marie Firdion), or in a European context (the phenomenon of 'sans-abrisme', 14th Meeting of the Ministers of Housing of the Member States of the European Union).

Countries with Germanic languages do indeed have general terms to describe the phenomenon of the homeless, but they do not actually make much use of them. So examining the frequency on web pages of the words 'unemployed' and 'unemployment' on the one hand and 'homeless' and 'homelessness' on the other, shows that the homeless are mentioned much more often as individuals than the unemployed. In other words, while the problem of unemployment is referred to in collective terms, the problem of homelessness is described in terms of behaviours or individual characteristics. An analysis of German, Dutch, Luxembourg, Swedish, and Danish registers leads to the same conclusions (Table 6).

### **1.5.5 'Privation de logement' (housing deprivation) rather than 'sans-abrisme' (homelessness) to describe the social reality**

This way of approaching the issue of homelessness, by looking exclusively at the individual characteristics of the homeless, often carries with it a political interpretation. As Schlay and Rossi point out, approaches that focus on the deficiencies of the homeless rather than on the imbalances within the housing or employment markets often succeed in creating a causal link between individual inadequacies and the loss of housing (Rossi and Schlay, 1992). In a context where interpretations based on individual characteristics predominate, we should expect that international comparisons will tell us a lot about the links between the characteristics of countries and the number of homeless they have.

Finding out how many homeless there are in each country constitutes a reversal with respect to approaches traditionally focused on individuals. That is why we prefer to describe the phenomenon as 'privation de logement' (housing deprivation). This term has the additional advantage of being distinct from legal descriptions in force in a number of European countries.

We prefer to use this term rather than 'sans-abrisme' (homelessness) because 'sans-abrisme' reinforces the focus on the individual, while also expressing ambiguity. Rules for the use of the suffix '-isme' would suggest that the noun 'sans-abrisme' (homelessness) refers to a disease, state, behaviour or attitude<sup>15</sup>. If this is the case, 'sans-abrisme' has negative connotations, suggesting that the homeless are afflicted with some disease, or else that they became homeless through choice. An additional ambiguity is introduced by the fact that 'sans-abrisme' could also describe a tide of opinion favourable to the homeless (like 'Americanism'), or possibly an unfavourable opinion (like the words 'sexism' or 'racism'). Finally, it could also be used to designate a field of research in the social sciences. Alongside disciplines like 'urbanisme' there would also be 'sans-abrisme'. It is probable that neologisms constructed in a similar way such as 'homelessness<sup>16</sup>' (English) or 'hogarismo' (Spanish) or 'Obdachlosismus' (German) could also be interpreted in a variety of ways if they were used.

<sup>15</sup> According to the "Dictionnaire historique de la langue française", edited by Alain Rey, Dictionnaires Le Robert 1994: -isme: scholarly suffix, from Greek -ismos, low Latin -ismus, used to form masculine nouns. The suffix is frequently used, in the form -ismus, in scholarly Latin, passing from there into French, and featuring in the formation of many derivatives from the Renaissance onwards. It was used extensively in the first half of the 19th Century to construct political, economic and philosophical terms, and subsequently entered the general vocabulary. The suffix -isme, is frequently used in French to form masculine nouns indicating:

- an abstract notion in the political, economic, artistic or moral domain: impressionnisme, marxisme, surréalisme, etc;
- a system of opinions, attitudes, trends, often combined with prefixes such as anti-, and pro-: anticapitalisme;
- a behaviour, an attitude: altruisme, défaitisme, égoïsme, etc.;
- a construction belonging to a language: néologisme, québécoisisme, régionalisme, etc.;
- a particular character or state, a disease: mongolisme etc.;
- a favourable attitude to a person or group;

In addition, most words ending in -isme also have a form ending in -iste (adj. and n.). This is not the case with "sans-abrisme" except to construct the adjective "sans-abriste".

<sup>16</sup> Use of the term 'homelessness' in English is extremely rare, with 3 occurrences on the WEB (30.06.04) (like with 'sin hogarismo' in Spanish, also with 3 occurrences). 'Homelessness' is used to describe a current of opinion ("Our country is by no means free of racism, sexism, homelessness, or any "ism" you can identify.") or an area of research ("Surely we don't need separate fields of study called 'single parentism', 'homelessness' or 'dyingism' !").

**Table 5. Designation of the population deprived of housing within the European institutions**

Language	Official title of FEANTSA	Draft Joint Report on Social Inclusion 2001 <sup>17</sup>				
		Title of section on indicators	Quantity to be estimated	Examples of good policies: general heading of paragraph	Table of contents	Principal risk factors
Spanish	Federación Europea de Organizaciones Nacionales que Trabajan con <b>los Sin-Hogar</b>	<b>Personas sin hogar</b>	Algunos Estados miembros ofrecen una estimación del número de <b>personas sin domicilio</b>	<b>Personas sin techo</b>	<b>los problemas de falta de hogar</b>	Viviendas precarias y <b>personas sin hogar</b>
Danish	NGO-samarbejde for <b>hjemløse</b> organisationer i EU	<b>Hjemløshed</b>	Enkelte medlemsstater giver et overslag over antallet af <b>hjemløse</b>	<b>Hjemløshed</b>	<b>Hjemløshed</b>	Usikre boligforhold og <b>hjemløshed</b>
German	Europäischer Verband nationaler verinigungen die mit <b>Obdachlosen</b> arbeiten	<b>Wohnungsverlust</b>	Einige wenige Mitgliedstaaten haben Schätzungen über die Zahl der <b>wohnungslosen Personen</b> vorgelegt	<b>Wohnungslosigkeit</b>	<b>Verlust der Wohnung</b>	Unzureichende Wohnverhältnisse und <b>Wohnungslosigkeit</b>
English	European federation of national organisations working with the <b>homeless</b>	<b>Homelessness</b>	A few Member States provide an estimate of the number of <b>homeless</b>	<b>Homelessness</b>	<b>Homelessness</b>	Insecure housing conditions and <b>homelessness</b>
French	Fédération Européenne D'Associations Nationales Travaillant Avec Les Sans-Abri	<b>Les sans-abri</b>	Quelques États membres fournissent une estimation du nombre de <b>sans-abri</b>	<b>Sans-abri</b>	<b>La perte de logement</b>	Conditions de logement précaires et <b>absence de logement</b>
Italian	Federazione europea delle associazioni nazionali operanti con i <b>senzateo</b>	<b>Mancanza di fissa dimora</b>	Alcuni Stati membri forniscono stime del numero di <b>persone senza fissa dimora</b>	<b>Mancanza di fissa dimora</b>	<b>la mancanza di fissa dimora</b>	Condizioni abitative precarie e <b>mancanza di fissa dimora</b>
Dutch	Europese federatie van nationale organisaties die werken met de <b>dak-en thuislozen</b>	<b>Dak- en thuisloosheid</b>	Enkele lidstaten geven een schatting van het aantal <b>daklozen</b>	<b>Dak- en thuisloosheid</b>	<b>dak- en thuisloosheid</b>	Hachelijke huisvestingsomstandigheden en <b>dak- en thuisloosheid</b>
Portuguese	Federação Europeia de Associações que trabalham com os <b>Sem-Abrigo</b>	<b>Privação de alojamento</b>	Alguns Estados-Membros fornecem uma estimativa do número de <b>sem-abrigo</b>	<b>Situação dos sem-abrigo</b>	<b>privação de alojamento</b>	Habituação precária e <b>privação de alojamento</b>
Finnish	Euroopan <b>asunnottomien</b> verkosto	<b>Asunnottomuus</b>	Eräät jäsenvaltiot antavat arvion <b>asunnottomien</b> määrästä	<b>Kodittomuus</b>	<b>asunnottomuus</b>	Epävarmat asuinolot ja <b>asunnottomuus</b>
Swedish	Organisationer som arbetar för <b>hemlösa</b>	<b>Bostadslöshet</b>	Det är få medlemsstater som gör en uppskattning av antalet <b>bostadslösa</b>	<b>Bostadslöshet</b>	<b>Bostadslöshet</b>	Otrygga boendevillkor och <b>bostadslöshet</b>

<sup>17</sup> The European Commission studied the National Action Plans for social inclusion. Its report, the *Draft Joint Report on Social Inclusion [COM (2001) 565 final]*, was adopted on 10 October 2001 as a Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions. The Commission communication was then used as the basis for the *Joint Report on Inclusion* of the Council and the Commission. The joint report was adopted by the Social Affairs Council on 3 December and submitted to the European Council of Laeken-Brussels on 14 December 2001. For the first time ever, the European Union was adopting a policy document on poverty and social exclusion. This document summarises and analyses the first set of national action plans on social inclusion (July 2001 - July 2003) presented by the 15 Member States early in 2001. A second round of National Action Plans was coordinated during 2003.

**Table 6. Number of web sites containing at least one occurrence of terms relating to unemployment or homelessness by country (10.09.2003)**

Country	Belgium	Denmark	Germany	France	Ireland	Netherlands	Austria	Sweden	United Kingdom
unemployment	Chômage	arbejdsløshed	Arbeitslosigkeit	Chômage	Unemployment	werkloosheid	Arbeitslosigkeit	Arbetslöshet	Unemployment
	23 000	25 000	121 000	171 000	27 200	82 400	31 500	11 000	285 000
unemployed	Chômeur	arbejdsløs	Arbeitslos	Chômeur	Unemployed	werkloos	Arbeitslos	arbetlös	Unemployed
	12 600	24 900	186 000	89 300	18 900	48 500	36 000	1 350	187 000
rooflessness	Sans-abrisme		Obdachlosigkeit		Rooflessness	Dakloosheid	Obdachlosigkeit	Hemlöshet	Rooflessness
	145		11 800		3	774	1 580	1 980	346
roofless	Sans-abri/s		Obdachlos		Roofless	Dakloos	Obdachlos	hemlös	Roofless
	2 300		42 200		368	5 800	8 940	11 400	3 230
homelessness	sdf sans-domicile-fixe	Hjemløshed	Wohnungslosigkeit		Homelessness	thuisloosheid	Wohnungslosigkeit	Bostadslöshet	Homelessness
	1 500	985	3 950		3 900	549	279	228	88 600
homeless		Hjemløs	Wohnungslos/en/e/er		Homeless	thuisloos	Wohnungslos	Bostadslös	Homeless
		11 900	12 000		9 820	7 570	692	1 430	196 000
						Dak- en thuisloosheid			
						282			
						Dak- en thuisloos			
						278			

Notes: 111 000 websites on 10 September 2003 listed in Germany featuring the word 'Arbeitslosigkeit' at least once.

(\*) Taking all grammatical forms into account.

## 2 Housing deprivation: choosing a definition

Before tackling the issue of method, the first obstacle to be raised is clearly that of deciding on a common definition for EU Member States. What should we understand by the expressions 'deprived of housing', 'homeless' and 'roofless'? Is it possible to produce definitions that are meaningful for all EU Member States? If we want to develop a common definition, it seems we have to move away from the categories defined in government systems directed at the homeless. It was with this in mind that the Eurostat task force tried to develop a temporary definition for homelessness, using a questionnaire to find out the views of a large number of statisticians, researchers, civil service managers, and representatives of charities. The reactions of those who responded led us to refine our initial definition (the list of organisations is given in Annex 1).

There were three parts to the **questionnaire**, which was entitled "*How are data on the homeless collected in each Member State of the European Union? Defining homelessness (January 2003)*" (see annex 11). The first part invited respondents to define the concept of homelessness and indicate the equivalents in their own languages. They then had to select from a list of examples, those that in their view related to the fact of being homeless. Finally, they were asked to give their opinion on the definition proposed by Eurostat. Owing to delays in translating the questionnaire into French, German, Polish, Spanish and Italian, only a few respondents were able to reply in their own language, so the consultation mainly took place in English, and as a result some interpretations were not quite correct and there was even some incomprehension, which we will try to interpret.

Out of 300 people contacted, 142 replied to the first part of the consultation. They came from 28 different European countries and were broken down by profession in the following way: 37 were representatives of charities or NGOs, and a third of these were operating as national representatives within the European institutions. The sample also included 35 research directors, researchers and academics specialising in the issue of homelessness and poverty, and a third of them were members of the European homelessness observatory. 15 representatives of government administrations responsible for dealing with the homeless also took part in the survey (some of these were statisticians), as well as 22 statisticians specialising in income and poverty within national statistics institutes. Four of the respondents were representatives of landlords' unions and finally, 29 were students studying interpreting and lecturers in foreign language departments of universities. Although they are less involved than other agents in the issue of a statistical awareness of the homeless, and less sensitive to the challenges this presents, in some ways they constitute the control sample. We should also mention that the interpreting students and lecturers in foreign languages only took part in the first two parts of the consultation (Table 7).

Our attempts to extend the consultation to other people with an involvement, particularly representatives of landlords' unions, representatives from food banks and researchers specialising in housing were not very successful. This is regrettable because their points of view would undoubtedly have shed a clearer light on the issue than is presented here.

### 2.1 Opinions on the definition proposed by Eurostat

The Eurostat task force proposed the following provisional definition of homelessness:

A homeless person is someone who does not have access to accommodation which he can reasonably occupy, whether this accommodation is legally his own property or whether the property is rented; provided by employers; or occupied rent-free under some contractual or other arrangement.

In consequence, he is obliged to sleep either:

- outdoors;
- in buildings which do not meet commonly agreed criteria for human habitation;
- in night-time emergency hostel accommodation provided by public sector or charitable organisations;
- in longer-stay hostels provided by public sector or charitable organisations;
- in Bed & Breakfasts;
- in other short-stay accommodation;
- in the home of friends and relatives;
- in registered squats.

The definition initially suggested by the task force leader, who was British, was partly adapted from the preamble to the English Homelessness Act of 1977.

The respondents can be split into five major categories according to the comments made. There are those who approve unreservedly of Eurostat's definition, then those who like it but suggest a few clarifications. Then there are two other groups, one wanting a more limited definition, the other a broader definition. Finally, the last group are sorry that the definition is based only on criteria relating to housing conditions.

### **2.1.1 An imprecise definition**

We will begin by looking at the comments that aim to improve the formulation of the definition. Firstly, several people comment that the definition glosses over the fact that women can be homeless. They suggest replacing 'he' with 'he/she' and 'his' with 'his/her'.

One researcher also points out that the concept of a rental contract is perhaps not sufficiently clear, particularly in Germany where those living temporarily in accommodation rented by local councils or NGOs have a minimal rental contract known as a 'user licence' (Nutzungsvertrag). Since this licence is not a true rental contract, these people are effectively homeless (Germany, research institute).

Others regret the absence of a reference to the length of time the situation lasts. One statistician pointed out that in the Netherlands there is a consensus distinguishing three categories of people: the 'roofless', the 'homeless' and those in marginal accommodation. The 'roofless' have no accommodation of their own, and do not live with friends or relatives or in residential housing including hospitals or prisons. They may be housed for a few nights in short-stay accommodation centres. The 'homeless' have no accommodation of their own, do not live with friends or relations but spend a long time (more than a year) living in facilities such as protected housing, Bed and Breakfast accommodation, or 'thuislozeninternaten'. The classification includes a third category 'those living in marginal accommodation', i.e. those living in accommodation unlawfully or living in hotel accommodation, a caravan or with parents or friends. So the time spent living in centres is the criterion that distinguishes the 'roofless' from the 'homeless'. One French researcher also suggests adding the dimension of time to this definition, which focuses on the type of housing, by introducing the idea of long-term deprivation of one's own accommodation (France, research institute).

One Polish contributor points out that the definition does not cover the fact of the homeless sleeping in tunnels or makeshift shelters they construct themselves, and he proposes describing these premises, which are covered but are not proper buildings, as 'uninhabitable places' (Poland, charity).

Others are concerned about the lack of precision in the expression 'in buildings which do not meet commonly agreed criteria for human habitation'. This criterion, which considers the quality of accommodation rather than its status, would mean that those in poor accommodation were added to figures for the homeless (France, research institute).

Several researchers feel that the adverb 'reasonably' in the expression 'can reasonably occupy' is too vague and can be interpreted in a variety of ways (Netherlands, research institute), and they wonder whether this clarification is actually of much use. For example, can 15 people living in a single room really be excluded from the 'homeless' category? Obviously the response depends on the way you interpret the term 'reasonably' and whether or not a criterion of minimum comfort exists (Sweden, research institute).

The term 'obliged' is not particularly appropriate. Instead of 'obliged', it could say that the person 'has no other option than to sleep outdoors' (Sweden, research institute).

We will conclude with a suggestion made by a charity in Ireland. Wouldn't it be better to define homelessness itself rather than the people affected by it? Then the expression 'a person experiencing homelessness' could be used instead of 'a homeless person', which reinforces the stereotype of the homeless being a homogeneous group whose most distinctive characteristic is their homelessness. By putting the stress on the situation rather than the people, the first expression is also good because it recalls the fact that housing deprivation is not a definitive situation (Ireland, charity).

### **2.1.2 A definition that is too restrictive**

Many respondents expressed their discontent with the breadth of the definition. They would have liked the definition to include other instances: prisoners who are to be released and who have no home of their own; people living in nursing homes longer than is necessary because they have no home of their own; families in temporary



accommodation awaiting permanent housing (Finland, research institute); people living in shantytowns (France, charity); households or individuals threatened with eviction (or other forms of loss of housing, due, for example, to repossession by banks as a result of failure to keep up mortgage payments, etc.) (Austria, research institute); living in overcrowded conditions, in housing where there is a risk of violence or insecurity, or the threat of eviction, in accommodation that is unsuitable because of its physical layout (a person with limited mobility living on the fifth floor) or geographical location (a woman who has suffered domestic violence being housed near a violent partner) (United Kingdom, charity). In a Danish context, individuals who have access to accommodation but who are not capable of living in it because of mental illness should also be included (Denmark, research institute). Finally, the definition is too imprecise concerning the situation of children. Surely it should be specified that children of homeless people are themselves homeless.

### 2.1.3 A definition that is too broad

On the other hand, there were others who felt that the definition included situations that have nothing to do with being homeless. The situations mentioned most were cohabitation with friends or relatives because of a lack of housing, or poor housing conditions, which many felt did not amount to housing deprivation. There are many reasons for not describing those living with friends, acquaintances or relatives as homeless. As one German statistician points out, in an increasingly mobile society, even if only for professional reasons it is becoming more common for people to lodge temporarily with friends or family while they find somewhere to rent or buy. In addition, in Germany there is a political will to strengthen family ties. Thus the introduction in 1995 of a supported practice of care in the community had the specific aim of increasing reliance on family structures. Having families caring for relatives is a desirable social policy direction (Germany, statistics institute).

One Irish statistician also notes that the categories of those living with friends or relatives and/or in Bed & Breakfasts are too broadly defined. They should be redefined more precisely because the current definition suggests that these people should be considered in the same way as those living on the streets, while this is clearly not the case in reality. He gives the example of a person living in rented accommodation in Cork, who must go and live in Dublin for a limited period for work. This person goes to live in bed & breakfast accommodation in Dublin, the most convenient and cheapest way of finding accommodation. In addition, the person feels that he cannot afford to continue paying rent on the accommodation in Cork, and terminates the rental contract. Under the above definition, that person falls into the category of the homeless. Now, for economic reasons, it is extremely common in Ireland for people to live long term in Bed & Breakfasts<sup>18</sup> rather than in a house or flat. Because they pay regular contractual amounts, these people are classed as 'lodgers' in the household survey classification and not as 'homeless'. Their decisions are taken voluntarily. The example is also given of young married couples who live with one or other set of parents so they can save money to buy their own home, and of the elderly who choose to live with their sons or daughters as members of their household, which is traditional practice in Ireland. In conclusion, this definition would, he says, give an exaggerated picture of the homelessness situation in Ireland.

Similarly, in Greece, the existence of strong family networks enables family members to live together without being considered homeless (Greece, research institute). One researcher also commented that in Greece, there are several groups of people who are not considered homeless though they meet the criteria set out in the definition. For example, there are the members of Roma communities, and migrant workers, who have chosen their way of life even though their accommodation doesn't satisfy 'commonly agreed' criteria for human habitation (Greece, research institute). To resolve this problem, some suggest adding additional conditions, such as not having anywhere else to go (Greece, statistics institute). Similar comments came from the Italian statistics institute: the reason for the lack of accommodation must be an inability to secure suitable stable accommodation. Taking inspiration from a concept found in academic literature, others suggest grouping those who experience these unstable forms of accommodation under the term 'persons at risk of becoming homeless' rather than 'homeless persons' (Hungary, research institute).

One statistician recommends that we don't consider all those living in temporary or Bed & Breakfasts as homeless, but only those staying there through the efforts of public bodies or charities (Portugal, statistics institute).

Finally, the definition includes several situations without any equivalent in most countries: sleeping in a registered squat or in bed and breakfast accommodation. One representative from a charity wonders why a typically British concept such as bed & breakfast was included in a European questionnaire? Why speak of 'registered' squats? Doesn't the concept of a squat in France necessarily imply an absence of authorisation? Respondents from

---

<sup>18</sup> A charity from Ireland disagrees with this comment: *"It has been our experience from Dublin and other major Irish cities that the majority of people staying in B&B are not there by choice. They have, in fact, been accommodated in this type of accommodation by their relevant local authority as they have no other suitable accommodation to occupy, a classification which clearly comes under the Irish legislative definition of homelessness"*.

countries in Southern and Eastern Europe also commented that other instances do not occur in their countries, such as the idea of being given accommodation in a hotel or in individual housing by a charity or public body. This is another comment that relates to the differences in housing support networks. Not all users of overnight hostels in Greece are homeless; these services are also used by visitors coming to town for treatment who cannot afford to stay in a hotel (Greece, research institute).

A statistician from the Slovak Republic aptly summarises the prevailing opinion in the national statistics institutes in new Member States, who feel the definition is too broad: *"In our country we haven't set up a sufficient network of accommodation facilities; we only have a few so far. Our charities are almost non-existent and the public sector doesn't have the necessary financial resources. Similarly, our homeless don't have a large enough income to pay for bed & breakfast accommodation. We don't consider people living with friends and family as being homeless. Many young people live with their parents because of the high cost of housing caused by an inadequate home loans system"*.

In addition to this category, one researcher suggests drawing up a minimum definition (Spain, research institute).

A final group of respondents regret that the Eurostat definition focuses on housing conditions to the detriment of other dimensions.

### **2.1.4 A definition focusing on housing conditions**

The respondents who expressed their disagreement assert that the term 'homeless' does not simply describe a relationship with housing but a whole range of social problems. The issue of homelessness also concerns the break up of social ties, isolation and dependence on the social services to keep oneself in housing and make it a home. Some people living on the streets do in fact have housing or could have access to accommodation (Belgium, government). It is a definition that focuses purely on housing conditions rather than other issues such as a lack of or poor social relationships, dependence on drugs or alcohol or even difficulties with access to services (Italy, charity). A comment formulated in similar terms by the representative of a government body in Luxembourg, expresses regret that this definition is constructed solely around housing when, he says, homelessness results from an accumulation of assorted problems with a personal, family or social dimension. One Portuguese researcher points out that homelessness is a complex phenomenon and it is important to look at basic needs other than housing, such as health, employment, education and culture (Portugal, government). Another researcher identifies two different groups within the homeless population: those whose problems could be solved if housing was provided for them, and those for whom rehousing would not necessarily be the most effective solution to their problems. In particular, she mentions those unable to look after themselves, those in conflict with their families, and drug addicts or alcoholics. She feels that for those in the first group the term 'houseless' would be more appropriate, but that the term 'homeless' would suit those in the second group better. A family would be more likely to be considered 'houseless' than a single person (Portugal, research institute).

In conclusion, the definition proposed by Eurostat raised conflicting criticisms: some found it too broad, some too narrow. A few felt its lack of precision was regrettable, and others thought it focused too heavily on the problem of housing. To clarify the first comment and get a clearer picture of the substance of the objections, an additional question was introduced into the consultation questionnaire. The approach used was not to find out the opinion of respondents on a draft definition, but to ask them to describe actual situations that they were sure constituted specific cases of homelessness.

## **2.2 Classification: who is homeless for whom?**

When a statistical operation is being carried out, the most substantial and delicate part of it is the selection of those eligible for survey. In order to look at the problems that would be caused by a statistical operation conducted among the homeless, those consulted were put in the position of having to decide whether particular situations were specific cases of homelessness. In the light of the results, we will try to highlight the criteria put forward by respondents during this codification procedure.

### **2.2.1 Presentation of questioning**

In the first questionnaire of the consultation, respondents were asked to distinguish between examples in a list that they felt constituted homelessness, those for which it was difficult to decide, and those that they felt were nothing to do with homelessness. The question was formulated as follows: *"Which conditions as described below refer to your own perception of homelessness?"*). In the translated versions of the questionnaire, respondents were asked to

consider the meaning of the English term 'homeless' accompanied by a translation in their own language. Respondents were asked to answer 'yes', 'difficult to answer', or 'no' to 29 successive non-exclusive proposals (for example, 'on a waiting list for social housing' and 'subject to eviction'). This consultation on definitions aimed to decipher the classification methods used by the various agencies involved and to identify, if possible, a 'core' representation.

The list consisted of situations relating to housing conditions, with no reference to individual behaviours or personal characteristics. There were two types of response category: categories commonly used at present (sleeping on the street, being accommodated in a hostel/shelter for women accompanied by dependent children or a hostel/shelter for asylum seekers) and more abstract categories that did not refer to a particular type of person and used a combination of two factors, status of occupancy (accommodated, occupying without permission, paying for accommodation) and type of accommodation (flat, hotel, etc.). The first category of responses included some very specific situations linked to national traditions that did not necessarily have an equivalent in other countries (registered squats in the UK and the Netherlands, Bed & Breakfast in the UK, hostels for young workers or migrant workers in France, hostels for children in Romania). The range of situations covered by this list was deliberately wide, so that respondents with a very broad conception of homelessness were not restricted. Finally, the open question 'other situations' gave them an opportunity to add any other situations missing from the list.

Which conditions as described below refer to your own perception of homelessness ?	
List of situations	
1	Paying for bed-and-breakfast accommodation for lack of a home of one's own
2	Being accommodated in bed-and-breakfast accommodation nightly paid by voluntary or public organisation
3	Living in a caravan for lack of a home of one's own
4	Living with friends because no accommodation of one's own
5	Living with other family member because no accommodation of one's own
6	Living with parent(s) because no accommodation of one's own
7	Being accommodated in a self-supporting community (for example Emmaüs)
8	Being on a waiting list for social housing because no accommodation of one's own
9	Being accommodated in a hostel/shelter for asylum seekers
10	Being accommodated in a hostel/shelter for children
11	Being accommodated in a hostel/shelter for women accompanied by dependent children
12	Living in a hostel for migrant workers
13	Hospitalised or incarcerated following a period of homelessness
14	Paying for a room in a tourist hotel for lack of a home of one's own
15	Being accommodated in a tourist hotel nightly paid by voluntary or public organisation
16	About to be ejected from existing accommodation
17	Living in a hostel for young workers
18	Soon to be released from prison and no accommodation of one's own
19	Living in uncomfortable accommodation (no water or no heating)
20	Being accommodated in self-contained dwelling arranged by voluntary or public organisation with no tenancy agreement
21	Being accommodated in a hostel/shelter open to the public (not specialised)
22	Being accommodated in a hostel/shelter for refugees or repatriates
23	Sleeping in the open air, in an enclosed public area, or sleeping in an enclosed private area (abandoned building, cellar, vehicle)
24	Family members forced to live in separate dwellings because of lack of housing
25	Being accommodated in a hostel/shelter for reintegration of people leaving prison
26	Occupying a vacant dwelling without permission (unregistered squat)
27	Occupying a vacant dwelling with permission (registered squat)
28	Being accommodated in a hostel/shelter for drug addicts
29	Being accommodated in a hostel/shelter for women who are victims of domestic violence

Of those who completed the first questionnaire, three did not answer this question. Two used the open question 'other situations'. These were British and Danish representatives who, rather than giving an answer for each

situation, preferred to apply the legal definition in use in their own countries ('statutory homeless' in the UK<sup>19</sup>, accommodated under the Social Services Act (SEL Art. 94)<sup>20</sup> in Denmark). The questionnaire was not designed for these two methods of responding. One researcher also answered that he had no personal conception of homelessness. He felt that the problem of definitions could not be resolved independently of the subjects of study or of a particular survey. He said that in planning future research, all the categories would be of interest in that they would all be suitable for analysis by a researcher.

**Table 7. Breakdown of respondents by country and professional group**

COUNTRY	government	students, lecturers	university researchers	statisticians in national statistics institutes	NGOs, charities	landlords' unions	Total
1-Belgium	1		1	1	1		4
2-Czech Republic	1		2	1			4
3-Denmark	1		1	(*)	3		5
4-Germany		2	7	2	7		18
5-Greece			3	1	1		5
6-Spain		2	2	2	1		7
7-Estonia	1	1					2
8-France		5	2	2	4	1	14
9-Ireland	1	1	1	1	4		8
10-Italy		5	1	1	1	1	9
11-Cyprus	1			1			2
12-Latvia			1	1			2
13-Lithuania		2					2
14-Luxembourg	1		1	1	2		5
15-Hungary		1	2		2		5
16-Netherlands		2	2	1			5
17-Austria	1		1		1		3
18-Poland	2	3	1		6	1	13
19-Portugal	1		1	1	2		5
20-Slovenia				1			1
21-Slovakia				1		1	2
22-Finland	2		1	(*)	1		4
23-Sweden		1	1	1	1		4
24-United Kingdom	2	2	3	(*)			7
25-Bulgaria				1			1
26-Croatia			1	1			2
27-Norway				1			1
28-Romania		2					2
<b>Total</b>	<b>15</b>	<b>29</b>	<b>35</b>	<b>22</b>	<b>37</b>	<b>4</b>	<b>142</b>

(\*) in these countries, data is collected by the government, so the statisticians responsible for it are classified with representatives from government.

<sup>19</sup> A person is statutorily homeless if they do not have accommodation that they have a legal right to occupy (e.g. A tenancy or a licence to occupy).

<sup>20</sup> **94(1)** The county authority shall ensure that the necessary space in temporary accommodation is available for persons with particular social problems who do not have a home of their own or who are unable to live in their home, and who need accommodation and activating support, care and subsequent help.

## 2.2.2 Categories in the form of Russian dolls

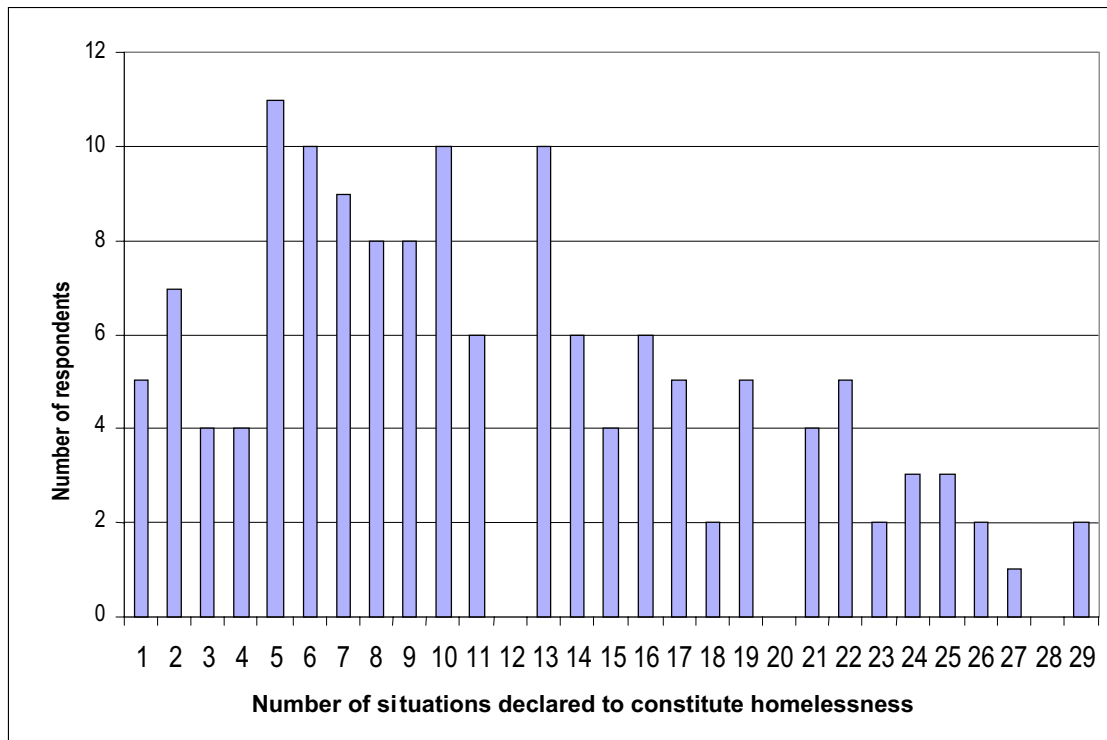
It was no great surprise to find that all respondents classified those living on the streets, in parks, in derelict buildings or using cars or train carriages as temporary shelter as homeless<sup>21</sup>. In addition to sleeping on the streets, two other situations stood out because they were considered by three quarters of respondents as representative of homeless housing conditions: staying in a hostel for any type of person or in a hotel room paid for by a charity or public body.

On the other hand, five situations were cited by more than half of respondents as not being characteristic of the homeless. These were: living 1) with parents; 2) with other family members; 3) with friends, for lack of a home of one's own; 4) living in a hostel for young workers; 5) or in a hostel for immigrant workers. The fact that young workers or immigrants living in hostels are not described as homeless proves that their housing conditions are not considered a problem, even though in many respects they are very like those of residents of hostels. As they are mainly single and unaccompanied, they do not attract the attention of the public authorities.

Finally, alongside these well-defined situations, there is an area of indecision consisting of a series of situations the respondents found it difficult to classify. This grey area is quite sizeable: on average, a quarter of the situations suggested could not be classified. A third of respondents were unsure if the following could be described as homeless: those on waiting lists for social housing because they have no accommodation of their own; children in specialist accommodation centres; those living in a hostel/shelter for drug addicts or in a hostel/shelter dedicated to the reintegration of prisoners who have completed their sentences; women living in refuges for victims of domestic violence or those living in working communities.

More detailed analysis of the results of this consultation throws up some major disparities. Those asked felt that the term 'homelessness' covered either a very narrow field, or a very wide one. For a quarter of those questioned, the term homelessness applied to a maximum of five situations. At the other extreme, a quarter of those questioned felt that no fewer than 16 situations fell within the definition of homelessness. Five respondents felt that only those sleeping on the streets could be described as homeless and two felt that all the situations proposed could be defined as homelessness. **In Annex 2 there is a set of graphs illustrating our analysis and a detailed presentation of the multiple factor analysis of the classification of housing conditions.**

**Graph 1. Breakdown of respondents according to the number of situations declared to constitute homelessness.**



Note: 6 respondents declared that 11 of the 29 examples proposed constituted homelessness.

Source: consultation on the definition of the term 'homeless', Eurostat, 2003.

<sup>21</sup> One English representative considered those who sleep outside to be "rough sleepers" rather than "homeless". In England there are two specific legal definitions: one for those sleeping rough and the other for the homeless.

The multiple factor analysis carried out on the 29 opinion variables after dichotomisation (Graphs 8 and 9, Annex 2) show not only that there are differences with respect to the breadth of the definition, as has just been highlighted, but also that these differences follow a ‘nesting’ or Russian doll pattern. The choices of respondents are generally on a continuum; situations synonymous with homelessness for those with a restricted conception of the term’s meaning, are also synonymous for those with a broader vision of the category. The horizontal axis distinguishes respondents who classify as homeless those living with third parties (friends, family), living in hotels or in Bed & Breakfasts at their own expense (positive x axis) at one end from respondents who do not consider as homeless those living in specialist centres (for women who are victims of domestic violence or those leaving prison), in hotels, or in ordinary accommodation provided by an association or public body, at the other. In other words, those who classify people living with third parties or staying in a hotel at their own expense as homeless also put residents of specialist hostels and people housed by public or private bodies in hotels or private accommodation in this category. Conversely, respondents who do not classify those living in hostels as homeless are most unlikely to consider people staying with acquaintances as homeless. It would have been easy to imagine the situation would be different, with two groups of respondents each defending an exclusive definition in opposition to one another. The diversity of responses is explained, in part, by the variety of professions represented by the respondents.

### 2.2.3 Opinions linked with professional category

When the responses are examined by professional group, much less diversity can be seen, with respondents from the same professional group tending to share relatively similar opinions. Firstly, with regard to the breadth of the definition, there were very distinct differences between professional groups (Table 8). Statisticians from national statistics institutes associated homelessness with an average of seven situations. They were relatively close in this to students and foreign language lecturers (eight situations). Researchers and representatives of NGOs, on the other hand, felt that 14 of the examples given matched their definition. Representatives of government were between these two extremes. Finally, researchers showed themselves to be more undecided than members of other professions. They found they were unable to classify eight situations out of 29, as opposed to six for representatives of government bodies and charities. With regard to the content of their opinions, there were similarities between the statisticians and students on the one hand and NGOs and researchers on the other. Representatives of government took the central position, where the two primary axes met (graph). The relative positions of the professional groups can be read on the horizontal axis of the factor analysis plot. This axis from left to right represents a continuum of opinions, from narrowest to broadest. The vertical axis goes from undecided answers (don’t know) at the top to positive or negative answers at the bottom.

While the opinions of government representatives and statisticians are relatively homogeneous, those of NGOs and researchers form much more diverse groupings. NGOs and researchers have quite different opinions depending on whether their activity causes them to work in a local or European context, which is the case with the large NGOs and many charities. Researchers and NGOs that belong to FEANTSA classify on average 18 of the situations presented as homelessness, as opposed to 12 for researchers and NGOs who are not FEANTSA members. Finally, researchers with the least involvement in the European debate and small NGOs have points of view that are closer to government bodies.

**Table 8. Average number of situations classified as homelessness by professional group**

Type of institution	Situations classified as homelessness	Situations considered difficult to classify	Situations NOT classified as homelessness
statisticians in national statistics institutes	7.5	6.7	14.8
students, lecturers	8.6	6.7	13.5
Government	11.9	6.3	10.7
university researchers	13.6	7.7	7.6
NGOs, charities	14.3	6.5	7.9
<b>All</b>	<b>11.7</b>	<b>6.9</b>	<b>11.3</b>
NGOs, researchers outside European institutions	12.2	7.7	9.0
NGOs, researchers within European institutions	17.8	5.9	5.1
<b>All</b>	<b>13.9</b>	<b>7.1</b>	<b>7.8</b>

Source: consultation on the definitions of the term ‘homeless’, Eurostat, 2003.

To interpret these divergences, we should firstly consider how close these professions are to the homeless. On the one hand, there are researchers and charities who want to show the breadth of their field of activity, and who have an in-depth knowledge of it, and on the other hand, there are non-specialists, statisticians, students and teachers, who are influenced by media images, know less about accommodation networks and do not know the scale of the problem. This would lead to broader definitions from the former and narrower definitions from the latter. This observation is probably not wrong, but needs to be considered in greater detail. We suggest the following key to read the plot. Government administrations fairly logically occupy a central place in the plot. As many authors have stressed, the category 'homeless' makes the phenomenon visible, and constructs it as a problem that can be resolved by public intervention (Burt, 1989). On either side of the position of government administrations, which, in some countries, is determined by the official definition of homelessness, lie the representations of various professional groups following the main themes specific to each. We are going to try to understand why students and statisticians have conceptions of homelessness that are relatively close to one another and are narrower than those of government and small NGOs, and we will also look at why researchers and NGOs stand for a broader definition when they work in a European context.

### **2.2.3.1 Government administrations and statisticians: opposing points of view**

In order to determine the categories of people or households eligible for particular assistance (help with rehousing, benefits, temporary accommodation), government administrations develop complex definitions for use in determining on the one hand who is homeless, and therefore their responsibility, and on the other, who can help themselves and does not need state support, e.g. those living with their parents. As a result, fewer than one in 20 representatives of government administrations apply the term homeless to those living with their parents. Other respondents were a little more inclined to include them in the homeless category, particularly NGOs. Probably for similar reasons, government administrations do not make a distinction between living in a caravan and living in substandard accommodation (without water or heating) because those living there are independent. Unlike other respondents, representatives of government administrations were less concerned with the quality of housing. Conversely, other people questioned, particularly statisticians, think that a distinction can be made between these housing conditions, probably because of the central nature of the accommodation (non mobile) as a basic statistical unit. More of them classed those living in a caravan as homeless than those living in substandard housing.

If government administrations have a clear awareness of who does and does not need their help, they also know how to distinguish those who are the responsibility of a different government department. So less than a quarter put homeless asylum-seekers in the homeless category, compared with more than a third of statisticians. Asylum-seekers are the administrative responsibility of a specific government department (often linked to the Home Office Ministry), while the homeless are the responsibility of the Ministry of Social Affairs or Housing. Those running hostels are keen to point out that they are obliged to accommodate asylum-seekers, when their 'normal' public should be the homeless, thereby expressing a clear distinction between the two categories that is actually based on administrative criteria. Similarly, immigrant workers and young workers living in workers' hostels are not their responsibility. In addition, government administrations should assist those on the point of becoming homeless (or at risk of becoming homeless) as much as those who actually are. That is why three quarters of government administrations describe those being expelled or leaving prison without a home to go to as homeless. Thus they are preventing a situation from occurring that would be their responsibility, by transferring to other government bodies the responsibility for rehousing prisoners or those who are expelled (penal establishment). The government administrations questioned found something of a paradox here. More of them classed those who would be released from prison in the future as homeless than those who had been in prison in the past who were living in special hostels (5 out of 10).

On this matter, the statisticians took a position that was diametrically opposed to the government administrations. They are uncomfortable with the category of those 'at risk of becoming homeless'. They were concerned with constructing homogeneous categories and taking account of the entire population that meets the criteria set, and not only those who had applied to a government administration or NGO. Now, typically, those at risk of becoming homeless are difficult to locate; only those who apply to government administrations have an opportunity to be identified. They prefer not to consider one category of the population at all rather than give a distorted or incomplete image of it, reduced for example to administratively identifiable situations or to the scope of NGO action. For example, barely 1 in 10 classed those being evicted as homeless and 2 in 10 those about to be released from prison without a home to go to. On the other hand, they are more inclined to describe prisoners who have been released without a home to go to as homeless than those at risk of this, in the knowledge that it is always easier to identify past, and therefore measurable, events (the fact of having been homeless) than future events (not having a home when one is eventually released from prison).

Thus a debate arose during the pilot survey in NRW (North Rhine-Westphalia), between NGOs and statisticians, about whether to include in the survey those who had failed to pay their rent, as soon as they had reported their situation to the municipality, and whether to include them in the definition before the start of judicial proceedings. NRW trialled a procedure for recording these declarations, but felt that it was not relevant.

Statisticians also differed from NGOs in that NGOs included those in temporary accommodation in the homeless category. In gaining a complete picture of the whole of the population, they know that staying with relatives or friends does not necessarily lead on to living in a hostel or on the street, which does not contradict the view, which is also quite right, that the homeless are frequently accommodated temporarily by friends or relatives.

### **2.2.3.2 Statisticians and students: fairly similar points of view**

The responses given by statisticians from national statistics institutes were relatively close to those given by student interpreters and language lecturers. They bear witness a narrow conception of the homeless category. Less than half the students felt that residents of hostels were homeless, and fewer than 1 in 10 classed women who had suffered domestic violence and were living in refuges in this category; none of the students described those living with parents because they had no home of their own as homeless. Among the statisticians, the responses were similar though less radical. They were twice as likely to describe residents in hostels (7 out of 10) and women who had suffered domestic violence (2 out of 10) as homeless.

Although their responses were similar, they differed significantly on a single point. People undergoing eviction proceedings are homeless for more than half of the students, (more than a third of these are being released from prison with no home to go to). These proportions can be halved among the statisticians.

For different reasons, the student and statistician samples are little removed from media images of the ubiquitous tramp in the street. The media generally focus on the most shocking situations (people sleeping on the street) (Damon, 2002; Hewitt, 1996). In addition, according to public opinion, the image of the homeless has been devalued. When students were asked to translate the term 'homeless' into their own languages, many without hesitation mentioned, in addition to the neutral terms, pejorative terms from common vocabulary such as tramps, beggars, and vagrants, words that describe not only the people but also some of their attributes in popular imagery: alcoholism, idleness, begging, dirtiness (see Table).

In these circumstances, describing someone as homeless can be defamatory and stigmatising. This perhaps is one reason why the statisticians questioned were reluctant to apply the term. In fact, when statisticians design a questionnaire or define categories, they need to be aware of common meanings so that those being interviewed do not feel stigmatised or judged. If a term has a pejorative connotation, there is a danger the person being interviewed will either not reply, will give a wrong answer or will be indifferent. Numerous papers stress that many of those without a home do not consider that the term 'homeless' applies to them.

### **2.2.3.3 Government administrations and small NGOs: similar points of view**

We have shown that there are many opportunities for government and organisations active in the field to work together (section 1). In their day-to-day work, they share a common language without which collective action would not be possible. This is why public administrations and small charities have relatively similar response profiles.

Both make a distinction between asylum-seekers and the homeless, even though from the point of view of difficulties with access to housing, one may feel they are in similar situations. Public administrations and NGOs also share common ground in their tendency not to consider as homeless those for whom they do not need to take responsibility, because they will be accommodated either informally by their families or friends, or by their own efforts (in squats or hotels), or formally by institutions such as prisons or refugee centres. On the other hand, if these means of support are lacking to those in categories known as 'at risk of becoming homeless': those being released from prison, those being evicted, women who are victims of domestic violence. If these people are in danger of becoming homeless, action is required of public administrations or NGOs to prevent this. From this point of view, in countries where the solution on offer is temporary accommodation rather than housing (France, Italy, Spain, etc.), people at risk of becoming homeless are no longer at risk when temporary accommodation has been offered to them (cf. Netherlands, Belgium). The case of women who are the victims of domestic violence says a great deal about this. Until they leave the marital home, they are at risk of becoming homeless, but as soon as they have a place in a refuge, they are deemed to be temporary or permanent residents and not homeless. In any case, applying this term to them would be deemed to be defamatory (by the refuge managers in contact with them on a daily basis), and in contradiction to the aim of the refuge, which is to give these women a new home to replace the one they have lost, and restore their self-esteem.



#### 2.2.3.4 Government administrations and large NGOs: divergent points of view

If small charities use definitions that are relatively close to those of public administrations, the major charities and national federations recommend broader definitions. Unlike local NGOs, they use political action to defend the homeless. These definitions, which Chamberlain and Mackenzie describe as 'advocacy definitions', are designed to highlight population categories in need (Chamberlain and Mackenzie, 1992), particularly those in inadequate accommodation of whom little is known by government administrations, such as those living with members of their family or living in caravans or substandard accommodation. Seven NGO representatives out of 10 believe that people living with friends because they do not have a home of their own are homeless, compared with slightly more than 3 out of 10 representatives of government administrations. The argument is that the least visible of the homeless are never very far from the streets or hostels. It is the same logic of prevention that guides the representatives. It is easy to see how one situation after another can be drawn into being described as homelessness because the homeless have experienced it.

In addition, these organisations have no qualms about describing all categories of people living in overnight hostels as homeless, including those living in heavily subsidised social housing. Four out of 10 think that people staying in hostels for immigrant workers are homeless, compared with 1 in 20 of those representing government administrations.

As the representative of one Austrian national NGO (BAWO<sup>22</sup>) says on the subject of local associations: *"Women's refuges don't see their clients as homeless people but as victims of violence, which they are, while BAWO sees them as victims of violence and homeless. What is important is that in some regions women's refuges and organisations for the homeless work really well together, but in others they don't"*. Some positions that have just been described are the result of peculiar situations: those living with members of their family or friends because they have no home of their own are described as homeless by the large NGOs, while most people living in communal accommodation are not even considered by local organisations as being homeless. Those working in the field are fully aware of these paradoxes. *"A good definitions should focus on the phenomenon of homelessness but avoid any reference to the reasons for it. Take the example of women's refuges (see above): their clients are victims of violence. Staff working in women's refuges say they are not homeless. BAWO says they are both! The same is true of unemployment: there can be many different reasons. The fact of being unemployed does not give the reasons for it. With homelessness we have the problem that most people (politicians, media, and social workers too) only see elderly men in the street who appear drunk as being homeless."*

Analysing the challenges surrounding the definition of homelessness in the UK, Rebekah Widdowfield notes that those local authorities whose responsibility it is to provide accommodation for the homeless adopt very restrictive definitions in order to minimise the scale of the problem they face. On the other hand, associations that are not under an obligation to house the homeless can allow themselves to use a broader definition. In addition, because of the role played by statistics in obtaining financial support, it is tempting for associations to make the number of homeless seem large especially as competition for funding is fierce because resources are limited.

We have not described the opinions of researchers because from this point of view they do not form a particularly homogenous group. By way of example, researchers held the most extreme positions: the belief that only people living on the streets are homeless and the belief that all people without their own home are homeless. The diversity of opinions expressed is possibly explained by the fact that research into the homeless is funded by a wide variety of organisations: charities, local or national authorities (government or local councils). Alongside universities and research institutes, private research establishments make a substantial contribution to research on the subject. As well as the context in which research is commissioned, the discipline to which researchers belong also explains their choice of definition. It would appear that psychologists are more interested in the very marginalized, and they use interviews or conduct local statistical surveys (Kovess, 1997; Muñoz et al., 1999; Philippot et al., 2004). Sociologists, devoted to the analysis of social action and public policies use government definitions, and may go on to criticise them. Those specialising in the area of housing use broader categories. This picture of the situation is undoubtedly very rough, but it does open a number of paths for reflection.

---

<sup>22</sup> Bundesarbeitsgemeinschaft Wohnungslosenhilfe

## 2.3 Interpretations

The consultation showed that organisations supporting the homeless tended to favour broader definitions, while government administrations and statisticians, particularly in the countries of Southern and Eastern Europe recommend more restrictive definitions. Before returning to the interpretation and consequences of this, we should look at the effect of using English for the consultation, and the misunderstandings its use may have caused.

### 2.3.1 'Homeless': one term to translate many

While in countries where English is spoken, the term 'homeless' is used uniformly in all environments and there is no other term to compete with it, in most other countries several words are actually used.

Firstly there are the terms used in everyday life, in the press for example, but in addition to this everyday register, there is also a more academic register. These distinctions of meaning and usage often pass unnoticed in text translated into English, because 'homeless' is used to translate both types of term. Those interviewed were able to project the vocabulary they habitually use, whether from everyday speech or academic discourse, on to the word 'homeless'. In most European languages (see table), the terms used in everyday life are constructed from **the metaphor of having no roof or shelter**. These are the words used in the media and by those responsible for social action to describe the most marginalized people who move from hostel to hostel or sleep on the streets. These people are only a subset of a wider group of people with social problems.

With more recent origins, words used in academic discourse are used less, and tend to be used by researchers and also some charities and/or by the European institutions. They are widely accepted because they cover not only accommodation in hostels, but also other types of lack of residential security. In all languages, there are similarities in the way these terms are constructed. References to the absence of a roof or shelter give way to references to the absence of housing or a home. A brief study of the relative frequency with which they appear on web pages shows that terms from everyday speech are used slightly more than terms from academic discourse, which is true for all languages (see table), and that compound words created from academic terms give rise to the use of 'totalisation' terms (*Wohnungslosigkeit*, *Thuisloshheid*, *mancanza dimora*, *falta de hogar*), which proves yet again that this vocabulary is only used in academic circles. In contrast, the 'totalisation' terms created from terms used in everyday speech are used much less frequently (*Obdachlosigkeit*, *dakloshheid*).

Spanish is a good example. No less than four words are used: 'transeúntes' (9 670 occurrences on web pages), 'personas sin techo' (38 700), 'personas sin hogar' (67 300) and more rarely 'personas sin domicilio'. But it is easy to detect a certain hesitancy with respect to the choice of word to use, both in the European institutions and in national debate. In the report on social inclusion, we see that all the terms are used except 'transeúntes'. Regarding estimation of the size of the population, it is an uncommon abstract adjective, 'sin domicilio', that is used in the sentence "Algunos Estados miembros ofrecen una estimación del número de personas sin domicilio"; yet when policies towards the homeless are being discussed, or in other words when we come to the concrete issues (issues that engage those involved in the course of their daily work), the everyday expression 'sin techo' is used again. In German the term 'Obdachlose' is used a great deal in everyday language and also in administrative terminology. But the term 'Wohnungslos', which covers all those without a home of their own, either one that they own or one that they are renting under a proper rental contract, is used.

In Italy, the terms used are 'senza dimora' (60 700) by researchers and government and 'senza fissa dimora' (84 400 occurrences) and 'senza tetto' (7 040) by the general public. In France, the current situation is fairly similar. While the terms 'SDF' (15 200) and 'sans-domicile-fixe' (6 500) are the most commonly used, 'sans-abri' (11 800 occurrences) is reserved for administrative and academic contexts, and 'sans-domicile' is encountered more rarely and only in texts by researchers or statisticians. There is a grey area here too. In the Netherlands, the words 'daklos' (without shelter) and 'thuislos' (without a home) are used with similar frequency, it seems, at respectively 5 800 and 7 570 occurrences on web pages; terms used to quantify the corresponding social reality are used much less frequently (774 for 'dakloshheid' and 569 for 'thuisloshheid'). But to refer more generally to all those without housing, a compromise has been found with the recent construction 'dak-en thuislos', which is used as much by charities as by social affairs ministries in the National Action Plans for Social Inclusion (see table) and by researchers. This neologism is still used relatively infrequently, with fewer than 300 occurrences on web pages. Meanwhile the noun composed from 'dak-en thuislos' (*dak-en thuisloshheid*) is heavily used (282). In Sweden, two terms are also used in parallel: 'Hemlös' (1 790), close to 'homeless' in English, indicates the absence of a home and 'bostadslös' (501), which has come into use more recently, signifies the absence of housing without any subjective connotations.

### 2.3.2 Different housing standards in different regions

We can say, more or less, that whoever the authors were from the organisation concerned, homelessness is defined in relation to a minimum standard of housing. This is one reason why definitions vary greatly from country to country. The results of the consultation show that the main points of disagreement concern the situation of those in temporary accommodation. Those in temporary accommodation are more frequently classed as homeless in countries in Northern Europe than in countries in the South and East of the European Union. Living with parents or friends when one has no home of one's own, is a normal situation in many countries, where it wouldn't occur to anyone to describe these people as homeless.

### 2.3.3 A recent interest in the inadequately housed

The hypotheses we are making, which would certainly be worth looking at in greater depth, are as follows. Larger NGOs and researchers, but also statisticians, tend to use this new vocabulary to refer to a broad group of people who are inadequately housed, avoiding the usual stigmatising, simplistic names for them. These terms, which do not carry any negative connotations, are much easier to use. They are 'politically correct' language. In addition, the terms are a better reflection of reality. It is difficult to describe as 'homeless' or 'roofless' those living in temporary accommodation, because associations or local councils are actually providing them with a roof. In addition, improvements in temporary shelter services and the increasing availability of studios and flats for temporary accommodation have made the term 'sans-abri' (literally 'without shelter') increasingly anachronistic.

The European context is encouraging the emergence of these new concerns. So far, NGOs have been working at national level to ensure a larger number of people are covered by legislation on the homeless or for improvements in provision for them, so that additional resources are made available for this. Their participation in the European debate is causing them to develop a common language, and to find out more about the specific features of other countries. With regard to the consultation, NGOs showed no reluctance in giving their opinions on situations that do not exist in their own countries, where other respondents who are less familiar with the national context in other countries preferred either not to respond at all, or to say that they did not associate those situations with homelessness (e.g. living in Bed and Breakfast accommodation, in hotels, in young workers' hostels).

The debate on the definition of homelessness is also affected by changes in social expectations, particularly with regard to what constitutes adequate housing (Rossi and Shlay, 1992). Housing conditions that at one time were thought normal are now felt to be unacceptable because expectations have increased. The recent interest in Europe in broader definitions is perhaps a symptom of this movement, motivated by NGOs and research groups. At the beginning of the 1990s, FEANTSA was proposing a definition of homelessness that was relatively similar to the definition used by government administrations and NGOs working locally in the field.

*"The homeless person is that person who is incapable of acceding to and maintaining an adequate personal dwelling through his/her own means, or incapable of maintaining a dwelling with the aid of Social Services."* More recently, the federation recommended a definition based on housing conditions. Homelessness, a phenomenon also characterised by housing vulnerability, is defined in the following way (Edgar, Doherty and Meert, 2002):

1. rooflessness;
2. houselessness;
3. living in insecure accommodation;
4. living in inadequate accommodation.

The names of some NGOs bear the mark of this ideological shift. The recently created Italian federation of charitable organisations is known as FIODPS (Federazione Italiana Organismi Persone Senza Dimora), but at European level it belongs to the "Federazione europea delle associazioni nazionali operanti con i senzatetto" (FEANTSA). The same shift can be seen in Germany: the national federation is known as BAGW ("Bundesarbeitsgemeinschaft Wohnungslosenhilfe e.V."), but it is a member of the "Europäischer Verband nationaler Vereinigungen die mit Obdachlosen arbeiten" (FEANTSA).

### 2.3.4 Removal of references to mobility

Moreover, in languages where it existed, references to mobility are disappearing from learned vocabulary: in Italian and French the adjectives 'fissa' and 'fixe' have been removed from the terms 'senza fissa dimora' and 'sans-domicile-fixe' and the Spanish term 'transeúntes' meaning 'itinerant' and the German term 'Nichtseßhafte' meaning 'unstable', have also been abandoned. There are two possible explanations for this. One relates to the actual reality of homelessness. We cannot exclude the fact that the development of social services and long-stay accommodation has reduced the mobility of the homeless. Secondly, one wonders whether global approaches to the phenomenon have led to the issue of changes of residence being sidelined. The mobility we attribute to people is essentially a matter of point of view. For those running hostels, an overnight resident is an individual passing

through, but for local councils or social services and even for the State, such a person is always within the scope of their responsibility, wherever they are living. Whether they are mobile or not, they still need to be looked after or housed. We should point out in passing that the broader the definition, the more likely any reference to mobility will disappear. It is likely that efforts to quantify the problem, a particular feature of global approaches, have contributed to the popularisation of terms from academic discourse. It is true that statistical research has been accompanied by a change in vocabulary. In France and Italy the statistical categories used in studies by INSEE or the Italian Poverty Observatory are 'sans domicile' and 'senza dimora'; in Finland, the Finnish Housing Fund has counted the 'asunnottomat'; and Caritas in Spain applies the term 'sin hogar'. Several factors explain this change: statistical surveys are ill suited to measuring trends and content themselves with measuring states. So it is easier for them to tackle the issue of homelessness by working on the basis of a stable homeless population. Furthermore, as we pointed out in the previous section, statisticians are preferring to move away from the traditional categorisations, felt to be stigmatising. But the academic terms have their limitations. They are lacking in clarity for those working outside academic and political fields, as we can see from the paradoxes and hesitancy that arise when the academic and popular worlds come face to face. Thus, the survey organised by Caritas of facilities to help the homeless is entitled "La acción social con personas sin-hogar en España" and the publication largely uses this concept. But the questionnaire intended for those running hostels uses vocabulary that is much more familiar in everyday language, referring as it does to users of 'centres usuarios/clients' or to 'personas sin techo' and more rarely to people who are 'sin hogar'<sup>23</sup>. The same can be said of the Italian survey. While the initial report by the Zancan Foundation relies on the more usual vocabulary 'senza fissa dimora', the version published by the Poverty Observatory only uses the term 'senza dimora'.

Finally, we should mention the cases of Portugal and Greece, where a single term dominates: 'sem-abrigo' in Portugal and 'astego' in Greece. There is no doubt that these countries have been less affected than the others by changes in the system of aid to the homeless, and they have also not undertaken any national statistical surveys.

### 2.3.5 Towards linguistic harmony?

Common reference to homelessness in the academic register of many European languages, and the removal of the concept of mobility are facilitating the process of linguistic harmonisation and making translation into English easier. But not everyone is happy with this shift. The manager of one French association remarked about the definition proposed by Eurostat: *"In fact, we don't actually say 'sans-abri'; it's a Eurojargon term based on badly translated English. We talk about 'SDFs', and more generally 'users'. When we talk to third parties (from politics and government), we talk about major exclusion, about people in situations of exclusion or about the excluded"*.

However, harmonisation is not yet complete. The concept of 'home' used in the term 'homeless' is still difficult to translate, particularly into Italian, French and German because the word 'home' has an emotive connotation lacking from the terms 'Wohnung', 'dimora' and 'domicile'. While housing refers to a physical structure, a building, the concept of home is closely associated with that of the family. The term 'home' conveys notions of warmth, comfort, security and stability. Its meaning therefore goes well beyond the concept of housing (Watson, 1994). In the vocabulary of the European institutions (FEANTSA), we see attempts to translate the nuances that exist in most European languages in the use of words like 'rooflessness' to describe the absence of a roof, 'houselessness', sometimes 'dwellinglessness' or even 'flatlessness' to describe the absence of somewhere to live. These words are used as tools to communicate among Europeans, though they are not very often used in conversation by the British or Irish.

When projects are carried out to count the homeless, the conflicts we have highlighted are likely to come to the fore because these projects are as strategic for government administrations responsible for the homeless as they are for charities and for the national statistics institutes participating in them.

## 2.4 The decision to create a provisional classification of housing conditions

In order not to take a particular stance in the debate on definition, we will deal with its methodological aspects, demonstrating which are the least bad statistical methods to target and quantify a particular non-standard housing situation (the standards being living in rented accommodation and home ownership). To do this we will use a

<sup>23</sup> P3. ¿En general, piensa que los servicios que existen en su área de actuación, ¿suelen estar orientados prioritariamente hacia ciertas categorías de población sin techo (por ej: excarcelados, mujeres embarazadas, alcohólicos, etc)?

P11. En su opinión, ¿cuando se habla de personas sin hogar, a quiénes nos estamos refiriendo?

P23. A su modo de ver, ¿cuáles son las 3 causas principales que originan el problema de la gente sin techo/sin hogar?

provisional classification in four categories, which can easily be adapted to form a more general classification of housing conditions.

The consultation showed on the one hand that it was difficult to produce a definition that everyone could agree on and on the other hand that some situations were difficult to classify. As Williams points out, echoing many researchers and representatives of non-governmental organisations : *“There is not a homeless/non-homeless dichotomy, but a continuum of housing needs.”* It seems to us that rather than trying to define in an ad-hoc way a ‘homeless’ population group, and then segment this population into sub-groups, it would be better first to agree on a classification of housing conditions, making sure that all forms of insecure housing are included.

### 2.4.1 Why construct a general classification?

The “homelessness task force” of the French National Council for Statistical Information (CNIS<sup>24</sup>) was mandated to propose methods to improve data collection relating to housing exclusion in France. Notably, this group considered the possible benefits of a general classification of housing conditions (CNIS, 1996). Their consideration of the question can, it seems, be quite generally applied. We will quote the recommendations of the task force in full:

*“The first, spontaneous temptation would have been to draw up a working definition of the homeless or ‘housing excluded’, determine the objectively observable contours of this group, and then split this group into sub-categories that can both be statistically determined and are as relevant as possible for the purposes of the analysis. But this approach would have contradicted one of the most fundamental lessons we learned from the discussion and work of the group, namely the [...] of any ad hoc statistical apparatus (survey methods and classifications), distinct from that used to describe the rest of the population.*

*One of the guiding principles of the group was in fact that we should never consider homeless populations as populations cleanly separated from the rest of society, but instead that we should highlight on the one hand the continuum of situations that exist among those ‘with’ and ‘without’ housing, and on the other hand the rapidity and frequency with which a person can pass between having a home and not having a home, in both directions. For the same reasons that drove the group to refuse to make the homeless population a separate population, we therefore did not want to create a list or classification of situations of exclusion that were separate from those for ‘ordinary’ situations. Although the use of specific procedures to gain a better understanding of these situations seemed necessary, we decided to create a classification system describing all housing situations, from the most usual and stable to the most insecure and unsatisfactory. We should briefly recall here the reasons that led the task force to adopt this position. They are illustrated by extracts taken from the group’s final report:*

#### *Avoid all stigmatisation*

*“[...] knowledge of the homeless and processes of exclusion should be integrated into a comprehensive approach to society. It is by recognising lack of security as a feature of our society and by giving ourselves the resources to understand it in national surveys that we will avoid the illusion of specific approaches that can only serve to strengthen the stigmatisation of the excluded and the idea that their problems can only be resolved by specific measures.” “The processes that lead to exclusion from housing (unemployment, family breakdown, changes in the housing market) are processes at work in the whole of society. Now, we can only analyse situations in relation to the general changes experienced by society if we consider them as extreme positions on a continuum of situations that runs through the whole of society.*

#### *Do not create a statistical ghetto*

*“Even if some targeted investigations seem necessary, the group feels that taking account of populations that do not have their own stable and independent housing should be a concern shared by all designers of large traditional surveys in different fields, and also in censuses.*

*National surveys, including population censuses, should provide valuable information that describes and explains the phenomenon of exclusion from housing. To be able to use them, it is important that the analytical and descriptive grid of exclusion from housing is coherent with the categories of these statistical operations, and includes the most frequent situations. Thus, the description of ‘non-ordinary’ types of housing must be included in the classifications of usual situations.*

#### *Detect and analyse movements between ‘housing’ and ‘non-housing’*

<sup>24</sup> The French National Council for Statistical Information (CNIS) provides a forum for producers and users of official statistics. It coordinates government statistical activities and surveys with a view to ensuring their social and economic relevance. The Council is composed of about one hundred members representing the main sectors of the economy and society: national and local elected officials, employers organizations, labor unions, non-profit groups, government departments, academics, and qualified individuals.

*A homeless person has not always been – and will not always be – homeless. Their situation is a passage, a moment of their life that may be very brief. On the other hand, the life of a person without a permanent home of their own is often a series of comings and goings between ‘housing’ (often insecure housing) and a lack of housing. Any analysis of these movements – in both directions – and their causes requires a single grid that covers all situations.*

*Find ways of analysing available housing that is accessible to the homeless*

*“In terms of housing availability, a stock of housing by its nature intended for accommodating poor households does not exist, either in the social housing sector or in the private sector. By studying the conditions in which households move home and what happens to the housing they leave behind, we can understand how the market operates and how much of the housing stock is available to the most disadvantaged of society, and also the measures likely to increase this share.”*

## 2.4.2 Guidelines for the classification

The classification of housing conditions we are proposing builds upon the one developed by the “homelessness task force” of the French National Council for Statistical Information (Clanché 1998) (Annex 5). It combines several dimensions: the physical dimension (in what type of ‘premises’ is the person spending their nights?), the legal dimension (by what right or with what status is the person occupying these premises?) and the dimension of time (for how long can the person stay there?). It can also include a fourth dimension: that of comfort (electricity supply, damp, noise, etc.). Here, we will give a simplified example that is sufficient to highlight the main instances of housing deprivation and the situations that approximate to them.

Homelessness is provisionally defined here in a simplified way by combining only two criteria: one morphological criterion, the type of habitat, and one legal criterion, status of occupancy (Table 1).

- 1) *sleeping in a place not designed for human habitation;*
- 2) *being accommodated by a public body or a non-governmental organisation, without a tenancy agreement etc.*  
*in a dormitory, room or studio in a communal facility;*  
*in a hotel or guesthouse (including Bed & Breakfast);*  
*in a separate housing unit;*
- 3) *staying temporarily with friends or relatives for lack of a home of one’s own;*
- 4) *staying temporarily in a hotel or guesthouse (including Bed & Breakfast) for lack of a home of one’s own.*

Thus defined, the category of those deprived of housing is broader than that of the homeless (sans-abri) because it includes those living in long-term temporary accommodation, for example women living in mother and child centres. But this category does not cover all unsatisfactory forms of housing situation, excluding in particular the fact of living in inadequate housing or being at risk of losing one’s home.

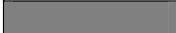


The definition of the category of the housing-deprived is based neither on the causes (real or alleged) of deprivation of housing, nor on a description of the behaviour of the homeless, but instead on the criteria usually used to describe housing conditions. This definition has the advantage of integrating easily with standard housing classifications<sup>25</sup>, thereby facilitating cross-cutting comparisons between similar situations using one or other of the criteria. The advantage of a classification of this kind is that it highlights the boundaries between housing deprivation and very similar housing situations: living in run-down housing and living in premises not designed for habitation, renting accommodation with a proper short-term tenancy agreement and occupying accommodation provided by a local council or association without a tenancy agreement, living with friends and joint occupancy.

This category has a heuristic vocation for now, but it will need to be refined (by clarifying in particular the definition of the last two categories of section 4?). It will be used to determine and describe the data collection methods currently used in the EU. The statistical operations used to reach all or part of any of the four categories defined above will be described.

<sup>25</sup> François Clanché, “Le classement des situations de logement: les sans domicile dans des classifications générales”, *Sociétés Contemporaines*, n° 30, April 1998.

**Table. Simplified classification of housing conditions**

			Type of habitat									
			Individual housing				Public or private places not designed for habitation		Room or dormitory in communal facility		Hotel room, guesthouse, B&B	
	Legal status	stability	comfort									
			++	+	-	--	-	--	+	-	+	-
Status of occupancy	School boarders, soldiers, prisoners, those in hospital	++	//	//	//	//	//					//
		--										
	Accommodated by an institution (except in boarding schools, barracks, prisons, hospitals)	++				//	//					
		--										
	Tenant	++					//		//			
		--										
	Occupant without contract	++							//		//	
		--										
	Being accommodated for free	++							//		//	
		--										
	Staying with private individual	++							//		//	
		--										
	Sub-tenant	++							//		//	
		--										
Owner-occupier	++							//		//		
	--											

 situations likely to be considered as homelessness  
 situations bordering on homelessness  
 borderline situations that are difficult to define

// uncommon situations

### 3 Survey of data collection systems

In this section we will describe the principal statistical operations relating to homelessness used over the last ten years in EU Member States by regional or national statistics institutes, NGOs, research institutes and public administrations. We have included all operations that have reached at least some of the homeless, irrespective of the terms used to describe this category (the terms 'homeless' and 'roofless' have not necessarily been used by those producing the data). Some of the data collection methods did not target the homeless exclusively, but a broader population; in these cases we will only describe the part aimed at the homeless.

We have paid most attention to statistical operations covering a whole nation, though we have also analysed a number of smaller-scale surveys either because they were trials for larger operations, or because there are no national systems in place in a particular country, or indeed because the technique used could open up new methodological perspectives or shed light on the categories used in the country where they were applied. An exhaustive description of data collection methods would probably have given a clearer picture, but an effort on this scale was simply not possible within the limited framework of this study. Some 50 statistical operations conducted around Europe during the period 1991-2002 have all been described in detail using a common framework in the annex to this report<sup>26</sup> (Annex 7). Two additional exercises which took place more recently, outside the period of observation, were also included. At the request of FEANTSA, the UK operation entitled "Supported people" (2003-2004) (see annex 9) is included, which demonstrates the progress made in the UK concerning the recording of users of aid services.. Details of the Winter 2003/2004 survey conducted in Spain by INE (national statistical institute) amongst managers of shelters are also included as they are a good example of what could be possible in several EU member states (see part 4).

Finally, certain operations conducted in Europe, the US, Canada and Australia are the subject of a more detailed description (Annexes 3.1 to 3.7).

#### **Box : How to evaluate the quality of a statistical tool ?**

The majority of the sheets describing the data collection systems were prepared using information communicated by the persons responsible for managing the statistical tools concerned, via a consultation questionnaire entitled "How Quantitative Data concerning homelessness are collected in the EU: Methods used in statistics production" (see annex 11). This first-hand information is of good quality. However, the reader should be aware that the responses under the rubric "data quality" and the rubric "uses of data" do not always give an objective appraisal of quality problems with the statistical tool or the utility of the information produced from it. Some institutions have a tendency to embellish the reputation of their statistical tools. Careful readers will draw relevant conclusions from other, related answers, notably the general degree of precision in the information provided, the number of units interviewed, the definition of the subject, the level of coverage, the rate of non-response, the difficulties of data collection. Reference to technical documentation (review of data collected, description of data entry software) or to publications of results is also a gauge of seriousness.

This survey has a number of objectives. The first is to categorise types of data collection methods. The second is to look at the extent to which current methods could be used for calculating a homelessness indicator and for the population concerned. Wherever methods can be compared, we will also try to compare the results. To evaluate the contribution made by each method, we will also need to look at the methodological soundness (how representative the method is, etc.), its compliance with personal data protection regulations and finally the theoretical questions it enables us to tackle. The third objective is to draw up a country-by-country assessment, identifying the instances of homelessness that are least well covered by the current information system. A summary of this assessment will be given in section 4.1.

The classification of methods opposes on the one hand the data provided by institutions responsible for the homeless (1) and on the other the data collected through direct surveys of those affected by homelessness at present (2) or in the past (3). Data collected by institutions are classified according to whether they are aggregated or separate. This criterion is not necessary for surveys that, by definition, involve the processing of individual data (see Box).

<sup>26</sup> Questionnaires for some of these surveys are included in annex 6.



**Box : types of collection methods**

1. Collections of data by institutions in contact with the homeless
  - 1.1 Collections of aggregate data gathered from local councils;
  - 1.2 Collections of aggregate data gathered from support services for the homeless;
  - 1.3 Directories of facilities for the homeless;
  - 1.4 Collections of individual data gathered from institutions in contact with some homeless persons;
  - 1.5 Collections of individual data gathered from accommodation facilities;
2. Direct surveys of homeless people
  - 2.1 Surveys of residents of temporary accommodation facilities;
  - 2.2 Combinations: survey in the street and survey of users of support services;
  - 2.3 Surveys of users of support services;
  - 2.4 'Household' surveys that include questions on people being accommodated temporarily.
3. 'Household' surveys including retrospective questions on homelessness
  - 3.1 National (or regional) retrospective surveys;
  - 3.2 International retrospective surveys.

## 3.1 Collection of data from institutions in contact with the homeless

### 3.1.1 Collection of aggregate data gathered from local councils

#### 3.1.1.1 Aggregate data from administrative procedures

##### 3.1.1.1.1 Germany (North-Rhine-Westphalia) (sheet 17)

The aim of the annual data collection in North Rhine-Westphalia<sup>27</sup> is to describe changes in the number of homeless looked after by municipalities, and in addition to a simple headcount, to provide information such as household types, the reasons why housing was lost, the duration of stays in temporary accommodation and the type of temporary accommodation. The target populations are the homeless accommodated on a temporary basis by municipalities under public order measures ("Ordnungsbehörden der Städte") and also those known to be at imminent risk of losing their homes. In each municipality on 30 June, the authority responsible for the homeless completes an annual questionnaire on paper on the demographic characteristics of the people in its care.

##### 3.1.1.1.2 Ireland (sheet 29)

Every three years, Ireland<sup>28</sup> collects data on the homeless in order to produce the information required to implement housing policy. The target population is homeless households registered with local authorities. On 28 March 2002, in each local authority, the authority responsible for access to housing completed a summary questionnaire on the nature of the housing stock and needs in this area. It also entered the characteristics of the homeless population registered with it. The form is available on paper and in electronic format. Other categories of household awaiting housing are also listed: travellers, households in inadequate or cramped housing, those sharing involuntarily with another household, young people leaving care homes, the elderly, the disabled and lastly the largest group of households by far, those who cannot afford to pay their rent.

<sup>27</sup> Obdachlosigkeit in Nordrhein-Westfalen, Landesamt für Datenverarbeitung und Statistik des Landes Nordrhein-Westfalen.

<sup>28</sup> Local Authority Assessment of Housing needs - March 2002, Department of the Environment

### 3.1.1.1.3 *United Kingdom (England, Scotland) (sheets 46 47)*

The data collection carried out in England<sup>29</sup> (but also in Wales, Scotland and Northern Ireland on a similar legal basis) aims to produce the information required for the implementation of the policy of priority access to housing for the statutory homeless, under the terms of the 'homelessness' clauses of the Housing Act 1996 (as amended by the Homelessness Act 2002) and a number of extra cases within the framework of the Housing Act 1985. The data is collected in order to keep account of the decisions taken every quarter within the framework of the Act (acceptance or rejection of statutory homeless status for applicant households), to determine the number accepted as statutory homeless and the reasons why. Along with a record of these decisions, a count of the number of households living in temporary accommodation provided by the local authorities at the end of the quarter is also added, using several parameters (in particular, the type of accommodation). The target population is households acknowledged as statutorily homeless by the local authorities. A description is given of households living in temporary accommodation provided by the local authorities at the end of the quarter within the framework of the Homelessness Act. Most of these households are living in independent accommodation rented within the private sector or in council housing or housing rented on a temporary basis from Housing Associations. However, a significant proportion are living in Bed & Breakfasts at the end of each quarter in each local authority. The local authority housing department fills in a quarterly return on the characteristics of the population for which it is responsible (the form is available on paper and electronically). This is not a compulsory task but there is a great incentive for local authorities to do it because funding allocations depend on the declarations made to the ODPM (Office of the Deputy Prime Minister) in this return. Figures are estimated for local authorities that do not send in the return. The local authority has a maximum of four weeks to reply. Some local authorities, on their own initiative, have computerised the processing of the individual data.

### 3.1.1.2 **Aggregate data from various sources of information**

#### 3.1.1.2.1 *Finland (sheet 8)*

The data collection carried out each year<sup>30</sup> aims to estimate the size of the homeless population in each municipality. This operation is a sub unit of a broader survey of the housing market, which aims to gather information on housing conditions in each municipality, and more specifically on the mismatch between social housing supply and demand. These data are used to plan the size of State grants to municipalities or regions with a housing deficit. Homeless single people and families are described. Once a year on 15 November, the housing managers for each municipality fill in a questionnaire concerning social housing supply and demand on a particular date and during the past year, and part of the questionnaire concerns the homeless population. Questionnaires are sent to the National Housing Fund for checking and data entry.

#### 3.1.1.2.2 *Germany (NRW, Schleswig-Holstein, NRW, Saxony-Anhalt) (sheets 18, 20)*

Whilst the data described in section 3.1 derive from exhaustive operations (amongst all the municipalities present within the specified geographical area), the exercise conducted by the GISS consultancy office in 1992 is novel insofar as it consists of an estimation of the number of homeless persons in West Germany based on responses to a questionnaire survey amongst around 100 municipalities in the *Länder* of North Rhine Westphalia and Schleswig-Holstein. The municipalities had to indicate the number of homeless persons present in their area (including persons about to be evicted, or persons in inadequate accommodation, or threatened with homelessness). These estimates were then used by BAG-W to compute new extrapolations at national level (annex 3). The low number of municipalities surveyed, the possible inability of these municipalities to give precise responses to the questions asked (especially for larger municipalities) raises some doubts about the robustness of this exercise. As recognised by the author of the study himself "*Only those homeless people were counted who were known to the municipality at a certain day. Basis for national estimate is rather small*". A similar exercise was repeated in 1996 in another region (the East German *Land* of Saxony-Anhalt) with a sample of 216 municipalities and 21 counties. The following remarks do not take account of these two atypical surveys.

---

<sup>29</sup> Household dealt with under the homelessness provisions of the 1985 and 1996 Housing Acts, Office of the Deputy Prime Minister (ODPM).

<sup>30</sup> Kuntien asuntomarkkinaselvitykset 1987-2002, Municipal Housing Market Survey, Valtion asuntorahasto (ARA).

### 3.1.1.3 Advantages and disadvantages

#### 3.1.1.3.1 *Data based on official categories*

What these collections of data have in common is that they are all based on legal definitions that determine the obligations of local authorities towards the homeless, obligations that differ in nature from country to country: these obligations consist either of providing accommodation to people who have just been turned out of their homes (Germany) or of giving the homeless access to permanent housing and of taking responsibility for their accommodation while they await permanent housing.

Although the data seem fairly similar, the methods of collection are very different. In NRW, the UK and Ireland, the data come from a count of administrative procedures, while in Finland they are the result of something resembling a statistical operation, since the homeless are not registered in any consistent way under a specific Act. By the nature of their construction, registration procedures avoid any double counts. Ireland stands out for the fact that the local authorities keep a register of the homeless to whom housing should be allocated, but are not obliged to give them temporary accommodation so they cannot indicate exactly where households are living at the time the data is collected. If the file of priority applications for housing is not updated, particularly with details of the housing conditions of registered households, there may be a time lag, making it difficult to estimate the stock at a specific date.

The legal context means that on the one hand, data are produced at local level – local authorities in the UK and Ireland, districts in NRW and municipalities in Finland – and on the other that the unit of account is the household. In the case of the UK and Ireland, the aim is first to identify a housing application and offer accommodation from the stock of social housing to those in priority need. In the case of Germany, the aim is to identify those who have had to leave their homes under certain specific circumstances defined by law (termination of tenancy, requisition of accommodation, eviction) and whose accommodation is consequently the responsibility of the municipality. The German and Finnish compilations also provide the possibility of counting individuals as well as households<sup>31</sup>. In other countries meanwhile, it is necessary to make a number of hypotheses to reach a count not of households but of individuals. In the case of the UK, converting figures from households to individuals requires the use not of stock data but of flow data, since the local authorities only know the composition of the household when it applies for homeless status. The data can be broken down by size of household.

#### 3.1.1.3.2 *Cross-sectional data focused on housing conditions*

Another point that needs to be stressed is that the data produced are cross-sectional and relate to a specific date, which is also consistent with an approach that looks at housing. In addition, with the exception of the Irish figures, the data are fairly accurate with regard to the type of housing occupied by households. Obviously the classifications differ (even within a single country, between Scotland and English, for example) but they all include information about the adequacy of the temporary accommodation, making a distinction, for example, between communal accommodation and individual accommodation (Germany, Scotland), between Bed & Breakfast and other types of accommodation (United Kingdom), and they also include criteria such as status of occupancy, making a distinction between council-owned housing and private housing (Germany, United Kingdom). Finally, with the exception of the Finnish and English data, all include information about the length of time the situation has lasted.

#### 3.1.1.3.3 *Regular data collection*

Finally, these collections of data are carried out on a regular basis (quarterly in the UK, annually in Finland and NRW, and every three years in Ireland). They are relatively longstanding: data has been collected in NRW for around 14 years, in the UK for 26 years, and in Finland and Ireland for 18 and 8 years respectively. Data can only be compared over time where legislation remains unchanged.

#### 3.1.1.3.4 *Households as a unit of analysis but populations that are difficult to compare*

The populations described by these collections of data are difficult to compare, which is not really surprising on account of the variety of legal contexts in which the data are collected. Finnish and Irish data relate for the most part to single people. On the other hand, German and British data concern a homeless population with family

---

<sup>31</sup> The Finnish system is mixed because it measures both the number of homeless households and the number of individuals. However it is not exempt from the problem of double counting. Unless we have misunderstood, it is probable that families who are separated due to the lack of their own, joint accommodation are counted several times where the individual members are accommodated in separate centres or communes. With a count of individuals, this risk is lower.

structures that are not very different from those of the population with a home of their own, though the proportion of single people among the homeless remains high. In Finland, 93% of households considered to be homeless in surveys consist of single people, compared with 59% in Germany. This difference is due in part to the fact that the legal categories of the homeless in Germany and the UK include those who have just lost their homes or to whom a permanent home will be offered, and these categories include a significant number of households of more than one person, particularly with children. People living on the streets, in institutions, with friends or family members, who have less chance of being affected by these specific measures, feature little or not at all in local government records in Germany or the UK.

As a result, the choice of unit of account is of fundamental importance (Tables 9 and 10). For example, if the count concerns households, the category 'Asunnottomat' in Finland covers a relatively broad segment, comparable in size to that of the 'homeless in temporary accommodation' in the UK and in the order of 4.5 households affected in 1 000. On the other hand, if the count concerns individuals, the Asunnottomat category covers a relative population that is smaller, representing no more than 2.17 individuals in 1 000, making it appear as if the homeless category in the UK is twice as large with a figure slightly higher than 4 in 1 000.

**Table 9. Comparison of German, Irish, British and Finnish compilations of data**

	Homeless households	Proportion of all households (%)	
Germany NRW (30 June 2002) "Obdachlose Haushalte"	11 246	1.34	
<i>basic temporary accommodation (barracks, bunkers, communal dormitories)</i>	830	0.10	
<i>intermediate standard accommodation (hostels, temporary municipal accommodation)</i>	9 067	1.08	
<i>normal temporary accommodation</i>	914	0.11	
<i>other</i>	435	0.05	
Ireland (28 March 2002) 'homeless households/involuntary sharing of accommodation'	2 468 / 6 889	2.18 / 6.09	
<i>homeless</i>	2 468	2.18	
<i>involuntarily sharing</i>	4 421	3.91	
United Kingdom (England) (31 March 2003) 'homeless households in temporary accommodation'	90 680	4.44	
<i>Bed and Breakfast</i>	12 200	0.60	
<i>Women's refuges</i>	10 130	0.50	
<i>Private sector accommodation (subject to tenancy agreement or licence)</i>	32 570	1.59	
<i>Other, including council housing stock</i>	35 780	1.75	
<i>+ homeless at home</i>	16 340		
United Kingdom (Scotland) (31 March 2003) 'homeless households in temporary accommodation'	5 496	2.51	
<i>Council housing</i>	3 016	1.38	
<i>Hostels</i>	1 421	0.65	
<i>Bed and Breakfast</i>	918	0.42	
<i>Other</i>	141	0.06	
Finland (November 2002) 'Asunnottomat'	10 370	4.33	
<i>Single people</i>	<i>Outside, in stairwells, night shelters</i>	480	0.20
	<i>In communal accommodation or hostels because of a housing shortage</i>	1 580	0.66
	<i>In accommodation units of health centres, in rehabilitation centres, in hospitals or other establishments because of a housing shortage</i>	1 385	0.58
	<i>Prisoners released without a home</i>	695	0.29
	<i>People living temporarily with relatives or friends because of a lack of housing</i>	5 420	2.28
<i>Families and couples split up in different accommodation</i>	774	0.32	

**Table 10. Comparison of German, Irish, British and Finnish compilations of data according to whether the unit of account is the individual or household**

	Germany NRW (30 June 2002) 'Obdachlose Haushalte'	Ireland (28 March 2002) 'homeless households'	United Kingdom (England) (31 March 2003) 'homeless households in temporary accommodation'	United Kingdom (Scotland) (31 March 2003) 'homeless households in temporary accommodation'	Finland (November 2002) 'Asunnottomat'
<b>Households</b>	8 416 000	1 130 000	20 451 427	2 192 246	2 382 000
<b>Individuals</b>	18 076 355	3 883 000	49 138 831	5 195 000	5 120 000
<b>Households</b> Homeless	11 246	2 468	90 680	5 496	10 370
<b>Individuals</b> Homeless	21 163	2 900	206 000	12 500	11 000
<b>Proportion of all households (‰)</b>	1.34	2.18	4.44	2.51	4.33
<b>Proportion of all individuals (‰)</b>	1.17	0.75	4.19	2.47	2.17
<b>Proportion of one- person households (%)</b>	59				93
<b>Ratio of individuals to households</b>	2.28	1.18	2.27	2.27	1.06

### 3.1.2 Collections of aggregate data gathered from support services for the homeless

The methods of collecting data described above relied on the action of local authorities, but those we present here rely on the work of services providing support. By this we mean hostels, soup kitchens and other public or private facilities that provide support for the homeless in their everyday lives.

#### 3.1.2.1 One-off operations used to draw up an inventory of the support network

##### 3.1.2.1.1 Belgium (Brussels-Capital region) (sheet 2)

The study<sup>32</sup> carried out in the Brussels-Capital region during the winter of 2000 was intended to guide policy towards the homeless. Conducted by a research team made up of academics and the manager of one homeless facility, the study was funded by the combined college of the Commission Communautaire Commune (COCOM). The first stage in the research was to draw up an inventory of the homeless support sector once a grid of data on the number of places available, the types of funding, the clients accepted and the operating methods had been gathered from those running establishments for the homeless. The second part consisted of conducting individual and joint interviews with a variety of those working in the field. Almost all the 42 hostels concerned agreed to reply by mail to the grid sent to them.

Institutions were grouped on the basis of their grant body (principal funding organisation): the Commission Communautaire Commune (COCOM), the Commission Communautaire Française (COCOF), Vlaamse Gemeenschap (VG), and Vlaamse Gemeenschapscommissie (VGC), the Bruxelles-Capitale Region and the Federal Government.

<sup>32</sup> La problématique des personnes sans-abri en Région de Bruxelles-Capitale, January 2001, Université Libre de Bruxelles/Cocom.

### 3.1.2.1.2 *Spain (sheet 36, 37)*

This study<sup>33</sup> was carried out at the request of Caritas by a researcher from the Comillas University in Madrid, and its aim was to describe and analyse in detail social action towards the homeless (*sin hogar*) in Spain. It gathered accurate information on the homeless and on the network of support available to them. It led to the setting up of a database of hostels that included the addresses of the hostels that responded and their capacity. The information was collected by means of a self-administered questionnaire sent to those in charge of support services and experts in the field, and it covers a wide range of subjects.

Along similar lines to this inventory, the Spanish national statistical institute (INE) undertook a similar study in 2003, classifying and examining all the aid services present within the country. The results of this study became available in May 2004. Inventories drawn up prior to surveys of users of support services. Between 8<sup>th</sup> November 2003 and 5<sup>th</sup> March 2004, 555 centres (out of 619 identified) responded to a questionnaire sent by INE concerning the organisation of their centre, the services offered and the method of funding..

### 3.1.2.1.3 *France (sheet 10)*

The inventory<sup>34</sup> of homeless support services conducted by INSEE in 2000 in 160 towns and cities of more than 5000 inhabitants enabled the creation of a directory of services that exist in these towns and cities, together with a relatively detailed description of each facility: capacity, average use, type of clients welcomed, opening times. The data produced from this inventory were not published as they were, but were used to inform the organisation of a survey the following year among users of support services (to select services at random and prepare data collection) (see page ); this survey of users provided more detailed information on the occupancy of hostels, the type of people being helped and the conditions under which they are accepted (see box).

## 3.1.2.2 **Advantages and disadvantages**

### 3.1.2.2.1 *A common problem: the lack of a definition of the homeless population*

Unlike collections of data compiled by local authorities, surveys of support services for the homeless are not based on a legal definition. In the absence of a legal framework, the designers of surveys (government departments, researchers, charities or statistics institutes) need to make sure that a minimum level of agreement exists on the meaning of the categories they use, particularly those used for the homeless either to single out a specific category of hostel or to distinguish who is homeless from among the clientele of support services. Whatever the use being made of this category, we can see that not everyone is in agreement about its meaning, as the presence in all these surveys of questions about the term 'homeless' shows. So interviews conducted by the research team from Brussels with those running establishments began with the general question: "*What is a homeless person*". Before providing an estimate of the number of homeless in their local area, hostel managers and experts in the field in Spain had to answer the following question: "*In your opinion, who are we referring to when we talk about the homeless ('sin hogar')*". The survey carried out in Prague opened with the same question: "*What do you understand by the term homeless?*". The French survey is an exception to this. It sidesteps the issue by never referring to the 'homeless' category. During the telephone survey, managers were simply asked to describe the types of people welcomed, without ever describing them using the term 'homeless'. The absence of any reference to this term demonstrates in a different way the awkwardness felt when faced with a terms whose meaning is not shared by everyone. It is by asking specific questions about the activity of support services that facilities outside the scope of the survey are eliminated (rest homes, cheap hotels, nursing homes, young workers' hostels). "*What are the three main objectives pursued by the centre? What type of services does your centre provide?*" (Spain, Caritas). "*What are your aims?*" (Prague, Obadalová). Obviously, if the public authorities knew exactly what these centres did, these questions would be unnecessary. As a corollary to the above, without a legal definition or any particularly objective criteria, these studies have little chance of being reproduced exactly, which creates a problem with making comparisons over time. In practice, only data collections by associations will have a lasting lifespan; collection methods set up by researchers and statistics institutes are only suited to one moment in time.

---

<sup>33</sup> La acción social con personas sin hogar en España, Universidad Pontificia Comillas Madrid/Caritas Spain.

<sup>34</sup> Enquête auprès des usagers des services d'hébergement et des distributions de repas chauds, 2001 (preparatory phase of the survey of individuals), Institut national de la statistique et des études économiques (INSEE).

### *3.1.2.2.2 Creating an inventory of support services: a long process for large geographical areas*

Another consequence of the lack of or limited legal framework to regulate the activity of support services is that it is not only difficult to determine the field they cover in terms of provision for the homeless, but creating an inventory of these services is also a task in itself. When the collection of data covers a small geographical area, this job does not seem to present any particular problems because the field is defined in a broadly conventional manner, as the publication of lists of the hostels surveyed and the information pertaining to them in the Brussels study shows. On the other hand, in the case of a national survey, the field must be based on 'de-territorialised' criteria and procedures must be developed so that no support services are missed. The designers of the French survey preferred to restrict themselves to urban areas with a population of more than 5 000 and to proceed using a survey. By focusing on a limited number of towns and cities (160), they were able to combine a number of different investigative methods. The survey conducted by INE is partly based on the inventory drawn up by Caritas and Comillas University, enriched by the regional offices of INE in agglomerations with more than 20 000 inhabitants.

### *3.1.2.2.3 Conditions for a successful inventory: who should organise it?*

In this type of survey, data quality is a product on the one hand of the precision of the questionnaire (and in particular the unambiguity of the terms used) and also of the legitimacy of the organisation collecting the data. Is the organisation collecting the data well placed to ask for help from hostel managers? Is it justified in asking questions about subjects as crucial as use, rates of occupancy and funding methods? These are two very important questions. For when the organisation producing the data does not have the trust of those being surveyed, the data it collects will be biased either because those being surveyed do not tell the truth or because they refrain from replying at all. As we have shown, there are many different types of organisation in a position to collect data from support service managers. They can be research teams, such as the team that organised the Prague survey, charities such as Caritas, statistics institutes (INSEE) or public administrations (COCOM Brussels). The response rate among those contacted is an initial indicator of the validity of the operation and the organisation's ability to mobilise respondents. The failure to reply of many of those contacted for the Caritas survey (23% non response) could have been predicted. Very detailed questions on both the use made of the centre and on financial matters are sure to raise suspicion within facilities whose funding comes from private sources (in Spain, half of all funding is from private donors). This is a bit like a major industrial group questioning its competitors about their financial resources. In a situation like this, agreeing not to divulge personal information is not a good enough incentive for respondents to take part in the survey. By contrast, via a similar exercise, INE obtained markedly better results than Caritas and Comillas University (just 10% non-response). Of course, it is probable that INE had greater human and financial resources at its disposal than those wielded by Caritas (see annex 8).

### *3.1.2.2.4 Cross-sectional data*

The data produced are cross-sectional. They result from the aggregation of quantitative data obtained from each centre (with, in the French survey, different weightings given according to the probability of sampling the town or city in which the hostel is located). A combination of several techniques is used to estimate the daily use of a centre. Information is requested about capacity, minimum, maximum and/or average use over a given period (month, season) or the number of beds occupied during the year i.e. the cumulative number of overnight stays. When divided by the number of days in the year, this indicator equals the number of people accepted at the centre on an average day. In addition to these questions, information is requested on closure periods during the year and weekly closing days. Where centres provide catering services, they are asked to indicate the number of meals served. For other support services, questions relate to the number of people helped on an average day (daytime care, medical assistance). The answers to these questions are not always of very good quality, in part because the way they are formulated is not very precise. We know that generally the notions of minimum, maximum and average are not as straightforward as they appear, but there are also specific additional problems. Should children be counted? Should the average be calculated using the number of days the centre is open or the number of days in the entire period? Alongside these cross-sectional data, which are aggregated, the Spanish and Belgian surveys collect information about the average duration of stays and the number of different people using the centres in a year; this data provides more information about the centres than the users, who we know can visit several centres in one year.

### *3.1.2.2.5 Individuals as a unit of analysis*

Two types of classification are used to describe those cared for: one relates to the 'problems' that are supposed to characterise these people (drug addiction, alcoholism, domestic violence, release from prison), and the other

relates to their family situation (single man, single woman, couple with children, unaccompanied minors). Despite this information, it is difficult to determine the number of households that have received help, because these classifications are based on individuals. Depending on the particular case, the unit of account is the number of adults or the number of people of any age cared for. It should be noted that this system is consistent with the way assistance is perceived in these countries. Temporary accommodation is for single people lacking social relationships, who need to be 're-inserted' into society. In this system of representation, women and children accompanying them are not described as households. It goes without saying that if families had a high-profile presence in hostels, particularly as a result of these classifications, the gap between the needs of those requiring assistance and the solutions on offer would be very evident.

#### *3.1.2.2.6 Aggregate data on support services for the homeless*

It should be noted that aggregate data are analysed separately by category of service (accommodation, catering, etc.) Here too, because of multiple usage and the double counting it would lead to, adding up the numbers of users per day of all these services would be absurd. In practice, researchers and statisticians attach the greatest importance to data from hostels since only these give an accurate daily picture, without double counting, of a specific category of the homeless. On a given night, a person can only stay in one hostel. In view of this, the quality of information depends to a large extent on the method of collection (by self-administered questionnaire, face-to-face interview, telephone interview or direct measurement). The French survey gives an idea of the impact the method used has on the quality of usage measurement (Annex 3.6).

#### *3.1.2.2.7 Data on the funding of support services*

Alongside the information about those being helped, the systems we are describing here also collect data on the funding of support services and on the types of people involved in providing this help, further proof that support structures are not regulated by one law. Depending on the country, these services may be the responsibility of a number of government departments or several ministries at once, and be governed both by public and private law (see section ...). The Spanish, Belgian and Czech surveys gather particularly detailed information in this area. In Belgium, centre managers were asked to give details of the subsidies they have received, the authority granting the subsidy, types of approval, other sources of finance (lottery grants, user contributions), and finally total expenditure. *"What are your largest sources of funding at present? Specify the percentage of the total represented by each of: local authority, 'Autonoma', central government, private foundations, business, charities, the Church, Caritas, private or corporate gifts, other"*, *"In order to estimate the cost of social action for the homeless, please indicate your annual running costs"*, *"Do the people who use your centre take part in the tasks involved in keeping it running? What type of tasks are these?"* were some of the questions in the survey by Caritas, Spain. *"Please indicate your sources of funding"* and *"Do you work in cooperation with other NGOs or with government institutions? In what ways?"* are examples of questions asked for the Prague (Obadlová) survey.

#### *3.1.2.2.8 Hostel capacity: a difficult concept to define*

A section on the capacity of homeless facilities is included in the surveys. The concept of capacity is not always easy to define. Are we talking about funded capacity? Or authorised capacity? Does the concept of capacity have any meaning when it comes to services that do not own their own property but respond to demand for housing by renting hotel rooms or other accommodation, for example? Does it have any meaning for institutions whose principal vocation is not to provide temporary accommodation for the homeless but to allow the homeless to stay occasionally when there are spare beds available (e.g. hostels for young workers, care homes, youth hostels)? For this reason the Belgian study only asked about capacity in the case of temporary accommodation services and housing projects that own their own premises. How is the capacity of a flat defined: in terms of the number of individual places?

#### *3.1.2.2.9 The opinion of support service managers on the issue of homelessness*

Finally, in three countries the studies aimed not only to collect quantitative information but also to find out the opinions of centre managers on helping the homeless. In the survey conducted in Brussels, which we recall was to generate policy recommendations, this section of the questionnaire was the longest. Questions about opinions tackle four subject areas. Firstly, the causes of homelessness: *"What are the three main reasons why people lose their homes?"* (Spain, Caritas), *"In your experience, what are the causes and events that trigger homelessness?"* (Prague, Obadlová). The second subject concerns recent changes: *"Of the recent changes affecting the homelessness problem, which in your opinion are the three most important?"*, *"On the basis of your experience at the centre, would you say that over the last ten years the number of young people (women, families, immigrants,*



foreigners) among the users has increased, remained stable or decreased?" (Spain, Caritas), "Is there any difference between people who contacted you in 1992 and 2002?" (Prague, Obadalová). The third area deals with the problems policies to support or rehouse the homeless meet with. "What are the three greatest obstacles to helping the homeless?" (Spain, Caritas), "What are the principal difficulties in the fight against homelessness?", "What are the strengths and weaknesses of the social security net in the Czech Republic?" (Prague, Obadalová). Fourthly and finally, centre managers are asked to say what policy measures they feel should be implemented. "Should the winter accommodation system be maintained?", "What should the minimum guarantees be for people to remain anonymous?", "Should a centralised facility be created to collect, process and evaluate data relating to the sector? (Observatory of Extreme Insecurity)", "How should cooperation between the various sectors involved – professionals, users and competent authorities – be organised in practice, to define an appropriate long-term policy?", "What minimum services should be provided?" (Brussels-Capital), "Which three measures to you feel would do most to improve the situation of the homeless?" (Spain, Caritas).

### 3.1.3 Directories of homeless facilities

Sometimes central government administrations, local councils or associations produce an inventory of the facilities available to homeless people and publicise the results in the form of a directory on paper or in electronic format. These are less informative than the collections of data that result from surveys, particularly because they do not contain any information on user numbers, but they nevertheless provide valuable information about the way the network of temporary accommodation is organised, where facilities are located, how many beds they have and who they accept. They are used as working tools by those working with the homeless, but they are also used by the homeless to find out what resources are available. Local directories are obviously most common. We have given a list of directories by way of example.

At national level, associations and government administrations provide this type of information. Charity federations in Germany (BAG W), Italy (FIO.PSD) and France (FNARS<sup>35</sup>) keep a register of facilities for the homeless, giving the address, telephone number of the centre and its principal activity at the very least.

#### 3.1.3.1 Directories of homeless facilities held by associations

In Austria, BAWO produced a directory of homeless support services in 1998 entitled "BAWO 1998, Einrichtungen des Wohnungslosenhilfe in Österreich".

In Germany, the directory produced by BAG W mainly covers hostels. In most cases it gives the capacity of the facility, but not in all. Coverage is patchy, with seemingly less comprehensive coverage of the new länder and the länder in southern Germany.

In France, the directory produced by FNARS is updated every two years using a questionnaire. It includes both facilities for helping people return to work and overnight hostels, including hostels for refugees and asylum seekers; approximately 600 facilities are listed in total. Unlike the Italian directory, the FNARS directory is not a directory of all services for the homeless: meal services for example are not included. Homelessness is not a uniting factor the way it seems to be in Italy or Germany. For each facility it gives the capacity for each type of accommodation (room, dormitory, studio, flat), legal status and the number of paid and voluntary staff (full-time equivalents). It is not a directory of FNARS member associations only but is broader in scope, covering practically 80% of the temporary accommodation sector.

The Italian directory gives details of 502 organisations that are members of FIO.PSD, classified by region and type of activity: meal distribution, parcel delivery, human services and a medical unit? In terms of accommodation, it lists 124 dormitories (dormitorii), 80 communities (comunità) and 57 protected accommodation centres (alloggi protetti). But capacities are not given. Registers of facilities are, it seems, more comprehensive in the north than in the south of Italy, which probably reflects FIO.PSD's area of influence.

In the Netherlands, the register kept by Federatie Opvang is entitled "Vademecum Opvang".

#### 3.1.3.2 Registers of facilities for the homeless held by government administrations

Government administrations also keep registers of hostels to which they give funding or approval. In Spain, for example, there is a social services register, in France a file of healthcare and social support centres, which includes hostels with State approval. Because new facilities are obliged to register, these files are kept up to date. But some centres in the voluntary sector are missing from these registers. In Denmark, the registration of hostel

<sup>35</sup> Fédération nationale des associations d'accueil et de réinsertion sociale

users is accompanied by information on the hostels themselves ("The National Social Appeals Board yearly statistics"). Finally, in Finland, the social services run by municipalities keep a register of facilities for the homeless.

In most countries local directories are available; these mainly cover the major towns and cities, for example in Budapest, the "Hajléktalanellátó intézmények Budapesten", in Brussels "1) Sans-abri?... des addresses, 2) Le secteur bruxellois de l'aide aux sans-abri au-delà des frontières linguistiques", in Madrid "Faciám network", and in Paris "Se loger et se nourrir à Paris".

### **3.1.3.3 Advantages and disadvantages**

#### *3.1.3.3.1 Incomplete coverage*

Basically, directories of establishments, whether they are kept by government administrations or associations, are essential sources of information for producing an inventory of facilities for the homeless, but none of them (except in Denmark) provides complete coverage and not all of them are updated regularly.

### **3.1.4 Collections of individual data from institutions in contact with the homeless**

Even though the information they contain is essential for giving a general picture, collections of aggregate data provide a relatively poor description of the situation. Those looked after by local councils and support services are described using about ten variables at most. The collections of individual data we describe here are, a priori, more effective tools because they contain information about individuals, from which users can produce a number of different categories for analysis by combining several variables. The way this collection method works is that an electronic or paper questionnaire is used to obtain the same series of information for all the individuals in the field. We are going to look at how these collection methods could be used for making international or general comparisons, when they only exist at local level. There are two distinct types of collection of individual data: collections of individual data from institutions that may be in contact with the homeless, though this is not necessarily their only clientele, and collections of individual data from accommodation facilities.

#### **3.1.4.1 Registers held by government administrations listing those receiving state benefits**

##### *3.1.4.1.1 Germany*

The register of those who receive SozialHilfe makes it possible to a certain extent to identify homeless people who have applied to receive the benefit at the end of the year. However, the form to be completed does not ask about housing conditions per se, but the reasons justifying the application for benefit; a maximum of two reasons can be ticked from a list which includes 'homelessness' (see box). A homeless person may not declare himself to be homeless if he is experiencing other problems at the same time. This item of data is not used as an indicator of the number of homeless in Germany in practice, because in addition to the above problems, it only covers those receiving benefit, while a not insignificant number of the homeless do not receive benefit.

#### **3.1.4.2 Data on the clientele of associations offering support to the homeless**

##### *3.1.4.2.1 Austria (Vienna) (sheet 1)*

Throughout the year, the homeless support services in Vienna record information about the users (clients) that come into contact with them, using a computer system. As a result, the charities federation<sup>36</sup>, BAWO (Bundesarbeitsgemeinschaft Wohnungslosenhilfe), can describe the users of services such as hostels, family centres, centres providing accommodation for specific groups, drop-in centres, and guidance services. In 1997 this procedure was carried out throughout Austria.

##### *3.1.4.2.2 France (Paris) (sheet 15)*

Throughout the year, operators answering the telephone for SAMU Social de Paris record directly on their computers the characteristics of those calling a freephone number and asking for accommodation. Information

---

<sup>36</sup>Grundlagenerhebung zur Wohnungslosensituation in Österreich, Wien 1999, Bundesarbeitsgemeinschaft Wohnungslosenhilfe.

obtained in this way<sup>37</sup> – the characteristics of people calling the telephone number and call volumes – is used to produce the report by SAMU Social de Paris.

#### 3.1.4.2.3 *Germany (sheet 21)*

The system run by BAG-W is based on the total yearly record of a client working with an NGO. Through (different) documentation software, which is used by the services for the homeless; the set of variables is standardized so that it can be exported according to a universal software standard. Once a year the exported files of the participating services are "aggregated" on the national level (in an anonymous way); aggregation means: there is no person related data set, but only the statistical results of a service are exported in form of sums. The data covered refer to the relevant year of the survey. Demographic characteristics of all users (clients) entering into contact with them, as well as data specific to the service. The population of users of services for the homeless; this population is mainly single, but there are also couples and families covered but not systematically. The aim of the system is not to identify case numbers, referrals etc. It is on qualitative information on the service users. Quantitative information would be much too partial; therefore we ask for a public statistic covering all cases of homelessness which is run through the public departments

#### 3.1.4.2.4 *Ireland (Dublin) (sheet 28)*

The collection of data supervised by the NGO Focus Ireland<sup>38</sup> enables it to report on its activity among the homeless in Dublin. All adults, children and young people using Focus Ireland's drop-in centres, services and meal runs are recorded. The information is collected on a daily, weekly and monthly basis and entered into a database of services. Throughout the year, the services record basic demographic characteristics of all users (clients) entering into contact with them, as well as data specific to the service.

#### 3.1.4.2.5 *United Kingdom (England) (sheet 44)*

The CORE project monitors the changing household and dwelling characteristics of housing association tenants in England. CORE data forms an invaluable source of information on a range of issues related to Housing Association new lets and purchases. The data collected are a valuable resource at both national and local levels, providing accurate and standardised information. More than 650 housing associations recorded 160,000 general needs and 70,000 supported lettings amongst which are many homeless persons according to the legal definition. This system allows tracking of the number of homeless persons (in the sense of the English legal definition) who become tenants of social housing during the course of the year.

#### 3.1.4.2.6 *United Kingdom (England) (sheet 45)*

Supporting People Client Record system includes the CLIENTS of service providers who receive funding through the Supporting People Programme - if these service providers apply for funding then one of the 150 funding teams has information about them. The process involves providers completing information on a form for each new service user from 1st April 2003. Service providers currently have three possible methods available for returning forms: a paper version of the form, the free software SP Digital, and export from the provider's own in-house computer system.

### 3.1.4.3 **Collections of data for statistical purposes from public and private institutions**

We include within "data collection for statistical purposes" those operations where the final aim is to describe the homeless population (according to the definition chosen by the project coordinator) independently of any administrative reasons.

#### 3.1.4.3.1 *Austria (Salzburg)*

Since 1994, a survey has been carried out during October each year among support services for the homeless in the city of Salzburg (voluntary organisations, social workers in hospitals and prisons). They are invited to fill in a questionnaire to indicate which of their clients have been homeless or have experienced problems with accommodation during the previous month.

---

<sup>37</sup> 'Le 115 de Paris' – emergency number for the homeless – sociodemographic characteristics and activity of SAMU social de Paris.

<sup>38</sup> Annual statistical data on the services run by Focus Ireland, Focus Ireland.

### 3.1.4.3.2 *United Kingdom (Scotland) (sheet 48)*

The Scottish Executive set itself the goal of eliminating the need for anyone to sleep on the streets in Scotland in 2003. Progress towards this goal is measured annually and related in the annual report on Social Justice. The collection of data<sup>39</sup> for the Rough Sleeping Initiative targets people who have slept outdoors in a place not specifically designed for human habitation. Data on the number and characteristics of people sleeping rough in Scotland are collected annually on two occasions during the year: one week in May and one week in October. The data are collected by means of an indirect survey through organisations that may have been in contact with these people. The organisations are asked to fill in a separate questionnaire for each client. Double counts are eliminated using an identifier consisting of the first and last initial of the surname, and the date of birth.

### 3.1.4.3.3 *Sweden (sheet 39)*

At the request of the Swedish government, the National Department for Public Health and Social Services conducted a census in 1993 and again in 1999 of homeless people<sup>40</sup> known to local councils, county councils, detention and probation centres, medical centres and/or voluntary organisations. A homeless person is a person without housing (either of their own or rented) and who is not living permanently with another person or subletting their home from another person, and who has alternative temporary accommodation or lives on the streets. Those living in prison or registered in an establishment run by social services, SIS (the state institution body) or the health sector are included if they are due to be released or to leave within the three months following the data collection week, if no accommodation is available for them when they go. The definition of homeless also includes those living temporarily with friends if they have had contact with one or other of the institutions featuring within the field of the survey. The National Department for Public Health and Social Services asked all local councils, county councils, detention and probation centres, medical centres and/or voluntary organisations for information on homeless people known to them. Respondents filled in one questionnaire for each known homeless person. Double counts were eliminated by using a national identification number.

## 3.1.4.4 **Advantages and disadvantages**

### 3.1.4.4.1 *Different purposes but the same problem: finding the homeless*

These collection methods nevertheless have one thing in common. They aim to gather individual information from institutions in contact with the homeless, whether this is their main function (homeless hostels) or incidental (prisons, hospitals, social services). These collection methods are therefore all faced with the same problem, namely that of isolating the homeless from a population of beneficiaries. That is where the similarities end. Data collections for a fair variety of purposes fall within this category. While the Swedish and Scottish survey methods, as well as those of Vienna and Salzburg, were designed specifically to produce statistical data on the homeless population, the data collected in other places is chiefly intended for monitoring the activity of the institutions concerned (NGOs or government administrations). Obtaining data on the homeless is not their primary objective. They are mainly concerned with reporting on their activity using a number of different indicators: number of beneficiaries, services provided, and interventions, capacity for action, possibly the extent of their facilities and their financial resources, all of which are data like those Atkinson describes as indicators.

Depending on their purpose, the collections of data have specific characteristics, whether in terms of the period over which data was collected or the definitions they use. Data collections for statistical purposes use precise definitions of homelessness. Data collections for administrative purposes are less precise in this area or are based on legal categories (see box). Very often, the definition simply amounts to assuming that all users are homeless (SAMU Social). Now those using associations for support other than temporary accommodation are not necessarily homeless (in France and Quebec, for example, it has been shown that meal distributions were mainly being used by very disadvantaged people who nevertheless had their own home).

---

<sup>39</sup> Rough Sleepers Initiative - Target monitoring, (individuals), Scottish Executive

<sup>40</sup> Hemlösa i Sverige 1999. Vilka är de och vilken hjälp får de ?, Socialstyrelsen

**Box : describing housing conditions within administrative registers : two examples**

Often, data from public (or charitable organisation) administrative sources are insufficient to describe the housing conditions of the persons registered. Either the housing conditions themselves are confused with the factors which led to the state of homelessness or with the difficulties which the persons concerned encounter, or their housing conditions are described but relate to the period prior to the data collection.

For example, the UK registration system "Supported people", managed for the Office of the Deputy Prime Minister by the Joint Centre for Scottish Housing Research (JCSHR), is subject to these two limitations. Clients of aid services are registered on their first arrival at an aid centre, and information for some 30 variables is recorded. One of these variables, "client's group" (q. 7), serves to classify the respondent within a set of composite possibilities, defined from a motley assortment of elements such as health status, age, learning difficulties, drug use, teenage pregnancy, residence status of foreigners and finally, housing conditions ("homeless family with support", "single homeless with support", "rough sleeper", "traveller").

Extract from Client Record Form 2004/2005- Supporting people

7. Client group by which the client is defined			
Primary	✓ one only	Secondary	✓ not more than three
Older people with support needs	<input type="checkbox"/>	Older people with support needs	<input type="checkbox"/>
Older people mental health	<input type="checkbox"/>	Older people mental health	<input type="checkbox"/>
Frail elderly	<input type="checkbox"/>	Frail elderly	<input type="checkbox"/>
Mental health problems	<input type="checkbox"/>	Mental health problems	<input type="checkbox"/>
Learning disabilities	<input type="checkbox"/>	Learning disabilities	<input type="checkbox"/>
Physical or sensory disability	<input type="checkbox"/>	Physical or sensory disability	<input type="checkbox"/>
Single homeless with support	<input type="checkbox"/>	Single homeless with support	<input type="checkbox"/>
Alcohol problems	<input type="checkbox"/>	Alcohol problems	<input type="checkbox"/>
Drug problems	<input type="checkbox"/>	Drug problems	<input type="checkbox"/>
Offenders or at risk of offending	<input type="checkbox"/>	Offenders or at risk of offending	<input type="checkbox"/>
Mentally disordered offenders	<input type="checkbox"/>	Mentally disordered offenders	<input type="checkbox"/>
Young people at risk	<input type="checkbox"/>	Young people at risk	<input type="checkbox"/>
Young people leaving care	<input type="checkbox"/>	Young people leaving care	<input type="checkbox"/>
Women at risk of domestic violence	<input type="checkbox"/>	Women at risk of domestic violence	<input type="checkbox"/>
People with HIV/AIDS	<input type="checkbox"/>	People with HIV/AIDS	<input type="checkbox"/>
Homeless families with support	<input type="checkbox"/>	Homeless families with support	<input type="checkbox"/>
Refugees	<input type="checkbox"/>	Refugees	<input type="checkbox"/>
Teenage parents	<input type="checkbox"/>	Teenage parents	<input type="checkbox"/>
Rough sleeper	<input type="checkbox"/>	Rough sleeper	<input type="checkbox"/>
Traveller	<input type="checkbox"/>	Traveller	<input type="checkbox"/>
Generic	<input type="checkbox"/>	Complex needs	<input type="checkbox"/>

Such an approach does not permit the systematic description of the housing conditions of service users and thereby the identification of those who are homeless. One of the managers responsible for the registration system notes, evoking the situation of adolescents accompanying young children, that "A common approach to recording data is only beneficial if recording is consistent. It is possible that some teenage parents are at present hidden within other categories such as homeless families with support." Sarah Fusco, Research Officer (Client Record Office, JCSHR, April 2004). And the opposite can also be envisaged.

Similarly, the retrospective variable (q.11) "Type of accommodation occupied by the client immediately prior to receiving the support service" does not supply information about the actual housing conditions of persons registered in the system. If the "Supported people" registration system only included accommodation services, which does not seem to be the case, the situation of respondents with regard to housing could be easily identified, but unless we have misunderstood the participant welfare services extend way beyond provision of accommodation.

We have taken here the UK "Supported people" register as an example, but could equally well analyse the German register of recipients of social assistance, managed by the Federal Statistical Institute. Beneficiaries complete a form which includes the following question:

Extract from Statistik der Sozialhilfe, part II, 2003.

*Social situation at the moment of receiving aid: tick at least two responses*

- 1 *Death of a family member*
- 2 *Divorce/Separation*
- 3 *Birth of a child*
- 4 *Leaving prison*
- 5 *Staying with a family member*
- 6 *Loss of autonomy*
- 7 *Over-indebtedness*
- 8 *Lack of a home of one's own*
- 9 *None of the social situations mentioned above*

It is difficult to assess with precision the number of beneficiaries of social assistance who are homeless using this question. Moreover, the data are not used in this way.

#### *3.1.4.4.2 Collection periods of differing lengths*

Studies for statistical purposes are conducted over short periods, a month at most, while data collections for government research have a year as their reference period. The longer the reference period and the more individual and repetitive the services (day care in a drop-in centre, provision of food, guidance, telephone support, etc.), the greater the risk of questioning the same person several times. NGOs are now aware of these risks and use various techniques to eliminate double counting. But using this approach, it is difficult to classify the homeless according to their housing conditions. How do you classify a person questioned several times during the year because they have used a support service on several occasions, but who on each occasion was in a different housing situation: one day living with friends, another living in a hostel, etc. Other problems arise when collecting data over a long period: service managers are not always happy with this approach because form-filling takes time. Where they do not respond, this could cause a bias in the data that is difficult to quantify.

The possibility of using these resources to contribute to a statistical awareness of the problem of homelessness should be examined on a case-by-case basis; each one has its own particular merits and drawbacks associated with the way it is to be used, but these would not necessarily prevent it from being useful in a quantitative evaluation of the problem. In addition, it relies on the goodwill of service managers, which could lead to bias that is difficult to quantify.

**Table 11. The results of collections of individual data for statistical purposes from institutions in contact with the homeless**

	'Homeless' people	Proportion of total population (‰)
Salzburg (Austria) (October 2001)	582	3.88
<i>Living with friends, etc.</i>	131	0.87
<i>Accompanied, shared or individual accommodation</i>	129	0.86
<i>Emergency hostel</i>	100	0.67
<i>Boarding houses</i>	93	0.62
<i>Sleeping on the street</i>	42	0.28
<i>In prison</i>	41	0.27
<i>Being treated in hospital</i>	42	0.28
<i>In abbeys</i>	4	0.03
Sweden (week 16, 1999) hemlösa	8440	0.95
<i>Street</i>	330	0.04
<i>Temporary accommodation centre</i>	454	0.05
<i>Women's refuge</i>	77	0.01
<i>Hotel for single men/boarding houses</i>	228	0.03
<i>Nightstop family</i>	102	0.01
<i>Hotel</i>	171	0.02
<i>Housing project</i>	93	0.01
<i>Experimental pilot flat</i>	334	0.04
<i>Temporarily with relatives or friends</i>	2021	0.23
<i>Homeless hostel through social or medical services</i>	1178	0.13
<i>Prison or remand centre</i>	615	0.07
<i>Other</i>	991	0.11
<i>Don't know</i>	<i>n.d.</i>	<i>n.d.</i>
Stockholm (Sweden), (week 16, 1999) hemlösa		
<i>Street</i>	169	0.23
<i>Temporary accommodation centre</i>	217	0.29
<i>Women's refuge</i>	7	0.01
<i>Hotel for single men/boarding houses</i>	63	0.08
<i>Nightstop family</i>	102	0.14
<i>Hotel</i>	11	0.01
<i>Housing project</i>	14	0.02
<i>Experimental pilot flat</i>	53	0.07
<i>Temporarily with relatives or friends</i>	312	0.42
<i>Homeless hostel through social or medical services</i>	251	0.34
<i>Prison or remand centre</i>	78	0.10
<i>Other</i>	190	0.26
<i>Don't know</i>	<i>n.a.</i>	<i>n.a.</i>
Scotland (United Kingdom) (week in October 2002) overnight hostel and street	2628	0.52
<i>Street</i>	68	0.01
<i>Hostel with beds for those sleeping rough</i>	2560	0.51

### 3.1.5 Collections of individual data gathered from accommodation facilities

#### 3.1.5.1 Systems for recording arrivals and departures at accommodation centres

##### 3.1.5.1.1 *Belgium (Flemish Community) (sheet 4)*

The federation of hostels and services for the homeless in the Flemish community (Steunpunt Algemeen Welzijnswerk vrz)<sup>41</sup> has created a national information system to administer its homeless facilities. It produces three levels of information: those whose collection has been made compulsory by the Flemish government, those used to prepare the federation's annual report, and finally a set of data specific to the centres and their divisions, covering a wide range of services including residential care for the homeless and rehousing programmes. Most data are collected within the framework of the last category, within each service. At the start of the year, the federation collates the information returned by the services and enters it into a single database. Double counts are partially eliminated within a single service.

##### 3.1.5.1.2 *Denmark (sheet 7)*

Since 1 January 1999, all arrivals and departures of users of accommodation facilities provided for under Article 94 have been recorded for statistical purposes<sup>42</sup> by Den Sociale Ankestyrelse. This statistical record aims to provide a clearer picture of the type of people using temporary accommodation, hostels, etc. (the accommodation facilities defined in Article 94), and to produce accurate statistics regarding the occupancy and use of these facilities. These statistics were determined following an agreement between the Ministry of Social Affairs, the County Council associations, the district councils of Copenhagen and Frederiksberg, and associations belonging to the Federation of Accommodation Facilities in accordance with Article 94 of the Social Services Act (SBS Art. 94). Throughout the year, the hostels and accommodation centres defined by Article 94 of the Social Services Act send the local authorities data relating to the number of people staying in their hostels, using data entry software. A report must be drawn up for statistical purposes, initially when users are admitted to 24-hour, day or overnight accommodation, then when their accommodation status changes (if they move to overnight, day or 24-hour accommodation), and finally when they leave the accommodation facility. The county councils and the district councils of Copenhagen and Frederiksberg send the Social Services Department a quarterly list of all arrivals and departures of users of accommodation facilities under the terms of Article 94, managing the problem of double counting through the ex-post deletion of all double-entries using the national identification number.

##### 3.1.5.1.3 *Netherlands (sheet 34)*

The national federation of centres for the homeless<sup>43</sup> has developed an information system to administer facilities subsidised by the State such as accommodation centres, women's refuges and crisis centres, centres for the homeless, and non-specialised hostels. Throughout the year, facilities for the homeless use a standardised data entry and transmission software (KLIMOP) to send Federatie Opvang three types of information: the individual characteristics of candidates for admission, and any reasons for refusal (admission form), the individual characteristics of those actually admitted, including the date and circumstances of their arrival at the institution (admission form), and finally their departure date and next place of residence (departure form). The software is also used for local management, because it provides for the entry of personal data that is not sent to Federatie Opvang (consultation, medical treatment, etc.).

#### 3.1.5.2 A questionnaire survey of accommodation centre managers

##### 3.1.5.2.1 *France (sheet 13)*

This survey<sup>44</sup> is conducted every two or three years on 31 December among those living in Accommodation and Rehabilitation Centres [(CHRS), financed by Aide Social à l'Hébergement, run by the State], mother and child centres (financed by Aide Social à l'Enfance, run by the Conseils Généraux), and centres run by charities or municipalities that are not subsidised by social support grants. The survey is carried out by the Ministry for Social Affairs and is part of a wider survey of social and socio-educational establishments; it includes a profile of the staff

<sup>41</sup> Clientregistratie Algemeen Welzijnswerk, Steunpunt Algemeen Welzijnswerk vrz

<sup>42</sup> Ankestyrelsens register over brugere af boformer efter servicelovens § 94, Den Sociale Ankestyrelse

<sup>43</sup> Registratiegegevens Federatie Opvang (Information system on clients of accommodation centres), Federatie Opvang.

<sup>44</sup> Enquête sur les établissements sociaux en faveur des personnes handicapées ou en difficulté sociale (Enquête ES), ministère de la Santé et des Affaires sociales.



and a description of the children and adults in crisis who are welcomed at the centres: sex, age, département of origin, principal resources, qualifications, professional situation, length of stay and destination on departure. The survey is not managed centrally, but within the regions by the statistics echelons of the Regional Departments of Health and Social Affairs. The survey is conducted by post. Individual questionnaires are filled in by the centre or service itself.

### 3.1.5.3 Advantages and disadvantages

#### 3.1.5.3.1 *A precise field: people staying in centres*

The field targeted by these data collection methods is relatively clear, since it covers people staying in accommodation centres. However, the collections of data presented here rarely cover all accommodation facilities within the country. This is also true for the collections of Danish, French and Dutch data. The French survey does not cover all non-subsidised centres (emergency reception centres, working communities, etc.), the Danish register does not target accommodation centres defined by Article 91 of the Social Services Act or crisis centres. The register held by Federatie Opvang is missing several centres that are not funded by the government. The register held by Steunpunt Algemeen Welzijnswerk vrz is almost complete. In Flanders, as in the Netherlands, centres subsidised by the State must be members of the national federation of centres for the homeless.

#### 3.1.5.3.2 *Continuous collection, annual databases*

Apart from the French survey, which is carried out every three or four years on 31 December, all these systems work on an annual, continuing basis. The Danish register is even more accurate because every year it provides quarterly data. The data resulting from these registers makes it possible to work out information that cannot be determined from a survey on one particular day, such as duration of stay in accommodation centres<sup>45</sup>, and the places where clients intend to go after leaving the centre. In addition, if users are registered using an identifier, which is the case in Denmark, the system is capable of working out who has stayed in several different places in the accommodation network during a particular period, and even of tying up this information with other administrative files. Finally, the Flemish and Dutch registers give information not only on those admitted, but also on those to whom admission has been refused and the reasons for the refusal. These data are used to support grant applications because they gauge unsatisfied demand.

#### 3.1.5.3.3 *Management data for the centres: the stay as a unit of analysis*

The contribution of these sources should not be overstated. These information systems are designed to elucidate the activity of accommodation centres by recording data on stays (Table 12). This has consequences for the quality and relevance of the information produced. Firstly, people who move centres several times or who stay for short periods are over-represented (except in the Danish register). Then, only data relating to the stay are recorded, limiting the value of the information for those outside the accommodation network. Finally, the unit of account here is the individual, making it difficult to find out about households of one or more people. This limitation is not particularly serious in the case of Denmark, because centres defined by Article 94 only accept very few minors – only slightly more than a hundred. On the other hand, the French and Dutch centres targeted by collection systems accommodate many children: 7 250 of the 26 000 people admitted annually in the Netherlands are under 18. In France, in all social support centres, there are nearly 8 600 children and teenagers accompanying their parents. In centres for women with children, 51% of beds are occupied by children compared with 29% in CHRS centres. However, in both countries, identifying households in temporary accommodation is problematic. For example, the French survey questionnaire distinguishes between single adults or couples without children, single adults with children and couples with children.

<sup>45</sup> The number of people using the accommodation network during a year is the sum of the number of people staying on the first day of the year and the number of new admissions during the year. If the duration of stay is one year for everyone and the number of admissions during the year is the same as the number of departures (the population is stable) then: the number of admissions during the year is equal to the number of beds occupied on a given night. the number of people using the accommodation network during the year is double the number of people staying on a particular night.

$$\text{Nbr}_{\text{beds}} = \text{Nbr}_{\text{admissions}} \times \text{Duration}_{\text{stay}}$$

If the duration of stay is less than a year, the number of admissions during the year is greater than the number of beds occupied. If the duration of stay is more than a year, the number of admissions is less than the number of beds occupied.

**Table 12. Collections of individual data gathered from accommodation centres: producing organisation, type of information available**

	Belgium (Flanders)	Denmark	Spain	France	Netherlands
Name of producing organisation	Steunpunt Algemeen Welzijnswerk vrz	Social Services Department	INE	Ministère des Affaires sociales	Federatie Opvang
Status of the organisation	NGO funded by government	Public administration	Statistics Insitute	Public administration	NGO funded by Ministry of Health
Coverage	All accommodation facilities	Accommodation facilities under Art. 94 of Social Services Act	accommodation Centres	CHRS, mother and child centres	Member accommodation facilities
Type of data produced:					
<i>admissions during year</i>	x	x			x
<i>departures during year</i>	x	x			x
<i>present on a particular date</i>		x	x	x	
<i>average duration of stays</i>	x	x			x
<i>new admissions during year</i>		x			
<i>refusals of admission during year</i>	?				x

**Table 13. Capacity and rate of provision of beds by country in Belgium, Denmark, France, Spain and the Netherlands**

	Accommodation capacity	Number of beds per head of population in ‰	Number of people staying in accommodation centres on a particular night (or average)	Number of people living in accommodation centres out of the total population on a particular night (or average) in ‰	Number of admissions during year
Belgium (Flanders)	2 500	0.42			
Belgium (Brussels-Capital) (winter)	1 138	1.16			
<i>Emergency hostels</i>	183	0.19			
<i>Nightstop families</i>	955	0.98			
Denmark (Art. 94-borformer, 2001)	2 854	0.53	2 700	0.50	18 778
France (October 1998)	37 630	0.64	33 500	0.56	
<i>Centres d'hébergement et de réadaptation sociale (CHRS)</i>	28 829	0.49	26 000	0.44	
<i>Mother and child centres</i>	4 510	0.08	3 900	0.07	
<i>Non-subsidised centres</i>	4 111	0.07	3 600	0.06	
Netherlands (31.12.2001)	12 300	0.76			26 176
<i>Crisis centres (Algemene Crisisopvang)</i>	909	0.06			8 903
<i>Homeless hostels (Dak- en Thuislozenzorg)</i>	5 768	0.36			5 209
<i>Women's refuges (Vrouwenopvang)</i>	2 474	0.15			
<i>Overige opvang and Evangelische opvang</i>	3 062	0.19			
Spain (05.11.2003)	12 139	0.29	9 784	0.24	

## 3.2 Direct surveys of homeless people

Questionnaire surveys are often considered the best way of collecting firsthand information (gathered from the people concerned). Unlike registration procedures, questionnaires are designed to deal with specific issues. They provide a wealth of information collected directly from those being surveyed. The methodology of many such surveys is based on techniques developed in America on a local or national scale (see box).

### 3.2.1 Surveys of residents of accommodation facilities

#### 3.2.1.1 Exhaustive surveys

##### 3.2.1.1.1 France (sheet 16)

The population targeted by the survey conducted on 14 January 2003 was users of reception and accommodation centres in the Ile-de-France. Overnight residents of the centres filled in a questionnaire. People were assisted in completing the forms at the centres by social workers and students from training colleges. The questionnaires were collected by FNARS before being sent for processing. Overall the non-response rate was relatively high. The survey lasted 10 minutes.

#### 3.2.1.2 Sample surveys

##### 3.2.1.2.1 Belgium (Flemish community) (sheet 5)

A questionnaire survey was conducted among a sample of homeless residents of hostels (identification, sociological characteristics, biography, use of institutions, level of education, family status, access to healthcare, problems experienced) together with a questionnaire survey among hostel staff regarding their definition of homelessness and their opinions on it (causes, solutions, prevention, etc.).

The sample scheme used a stratified sample of 247 residents of homeless hostels in Flanders on a particular day. The survey lasted 15 minutes.

### 3.2.2 Combined surveys: street surveys and surveys of users of support services

The survey schemes described here involve a combination of a count of people sleeping in places not meant for habitation and a survey of all those living in emergency hostels. Either they are exhaustive, in the manner of a census, or they rely on the sampling of a number of geographical areas.

#### 3.2.2.1 Exhaustive surveys

##### 3.2.2.1.1 Poland (Pomerania) (sheet 35)

Data were collected on the night of 12 December 2001. 250 patrols consisting of social workers, and national and municipal police participated in the data collection, which began at 20.00 and ended at 02.00. All institutions responsible for the homeless participated in the research, with staff interviewing those present on 12 December. The research involved the participation of around 40 drop-in centres for the homeless, more than 120 institutions from the social welfare sector, the national and municipal police, railway security services, a group of volunteers, representatives from the railways, district offices, organisations providing support for drug addicts, general and psychiatric hospitals, health centres and prisons. In total 2144 people were interviewed.

##### 3.2.2.1.2 Germany (Hamburg) (sheet 24)

The survey targeted those sleeping rough or using institutions for the homeless or for drug addicts (hostels, mobile services). It took place from 20 to 26 March 2002. Double counts were avoided using a filter question at the start of the interview. It was not possible to contact all those sleeping rough (for reasons of anonymity). Staff in hostels and students conducted 1280 face-to-face interviews.

### 3.2.2.1.3 Hungary (Budapest) (sheet 27)

The survey targeted all those sleeping on the street, in public places or in the various homeless hostels in Budapest; it was conducted on 3 February 1999. Social workers and teams of street workers interviewed all those of whom they were aware; these amounted to 3000 people. The collection window was just one evening, so it was unlikely that one person would have been in two places during the survey.

### 3.2.2.2 Sampling surveys

The surveys described above involve contacting all rough sleepers or those staying in hostels in the geographical area in question during a short period of time, and interviewing them using a short questionnaire. This method can be extended to cover a whole country if similar operations are conducted in parallel over several geographical areas chosen at random.

#### 3.2.2.2.1 Italy (sheet 31)

This is how the Italian survey was conducted. To avoid double counting, the survey took place during one night (Tuesday 14 March 2000, between 18.00 and midnight), but the choice of collection areas was the result of a random draw in two stages:

- first stage: geographical areas (with a probability of 1 for cities with a population of more than 250 000, and a probability of less than 1 for towns and cities with a population of between 50 000 and 250 000 and health districts),
- second stage: geographical sub-strata with a probability proportional to the number of homeless estimated by agencies working in the field in the sampled geographical areas.

In total 2 668 people were interviewed. It proved very difficult to conduct surveys in parts of towns considered to be unsafe. In addition, in certain areas that were supposed to be frequented a great deal by the homeless, there were far fewer homeless than expected, at least during the window of time devoted to the survey.

In addition to the quantitative results that came directly from the survey or were obtained by extrapolation, 'qualitative' estimates were also made from information provided by experts on the areas concerned (these were knowledgeable sources from institutional and non-institutional environments and the survey coordinators). The final estimate is as much a summation of statements by experts gathered at different geographical levels as the result of a survey in the proper sense.

### 3.2.2.3 Advantages and disadvantages

In terms of the statistical techniques used, these methods are relatively straightforward to implement as double-counting scarcely exists because personal interviews are conducted during a short time period (often just a few hours). Even in the case of a sample survey (Italy) the calculation of weights does not pose particular difficulties. In contrast to their simplicity such methods pose a number of problems. Firstly, the information gained is limited by the duration of questioning. Interviewers only have a few hours to interrogate all the persons present in a specified geographical area. Then the "street" component of such methods also poses deontological and practical problems. Persons who are obliged to sleep in locations not designed for human habitation can escape notice by interviewers. The survey conducted by INSEE in 2001 showed that at least 25% of persons sleeping in places not designed for habitation slept in the streets, but others found refuge in private spaces such as cellars, cars and other difficult-to-locate places even when well-informed. The likelihood to miss some of the homeless is consequently high. Furthermore, such methods do not always respect the private lives of the target respondents. In traditional surveys of private households, before visiting the home of the respondent, the interviewer must follow certain procedures such as the sending of warning letters and guaranteeing the confidentiality of the interviews. In the case of street surveys, these rules might sometimes be absent : night-time calls, visits without warning, breach of home privacy, even (in Poland) inciting people to identify where people are sleeping, the presence of the police in certain areas. Discussion of such issues can be found in the works of J-M.Firdion, M.Marpsat and M.Bozon (Firdion et al, 1995).

### 3.2.3 Surveys of users of support services

These surveys involve making contact with the homeless via the support services that they use.

#### 3.2.3.1 The 'capture-recapture' method

This method involves selecting a random sample of service users. The procedure used is a single random draw. Those selected must be identifiable by name or using an identifier. The operation is repeated at a later date. The number of people common to both samples can be used to work out an estimator of the total target population and an estimator of the variance of the estimator of this total. The homeless population is then a sub-set of the population of service users.

##### 3.2.3.1.1 Hungary (Budapest) (sheet 26)

The survey involved interviewing 2 200 adults who had taken part in the 1997 tuberculosis screening programme for the homeless in Budapest, during the year, on all the days it took place. One of the first stages in the screening was the administration of questionnaires. The time available for administering the questionnaire was determined by the remaining interview time, i.e. 2 to 4 minutes. Three sets of data and two sampling methods were tested in parallel: the 'snowball sampling' method and the 'capture-recapture' method. It was possible to identify participants because they had to present an identity card (or any other administrative document certifying their identity) before being examined.

##### 3.2.3.1.2 Netherlands (The Hague) (sheet 33)

Interviews by questionnaire were conducted face-to-face by specially trained interviewers in 25 locations identified by experts as possible venues for the homeless; of these, five were low threshold hostels for the roofless, two were general hostels, one was a day centre serving meals, two were drop-in centres including one with a room reserved for drug addicts, and 18 were residential hostels for the homeless. The aim of the survey was to question 110 roofless and 110 homeless visitors to these centres.

#### **Box : history of the capture-recapture method and snowball sampling.**

Extract from "Estimating the Size of the Homeless Population in Budapest, Hungary", Beáta Dávid and Tom A. B. Snijders, *Quality and quantity* 36, pp 291-303, 2002.

#### **Snowball sampling**

The idea of snowball sampling was introduced by Coleman (1958) as a sampling method that captures information about the social structure in the population. This is a procedure that allows the sampled units to provide information not only about themselves but also about the nominees mentioned by them (Frank & Snijders, 1994). The weakness of this sampling method is that "in the absence of knowledge of individual inclusion probabilities in different waves of the snowball sample, unbiased estimation is not possible" (Berg, 1998). Also as a chain sampling method there are several problems of inference: for example the inferences about individual social actors and inferences about chains (Erickson, 1978; Snijders, 1992).

Making advantage of the possibilities snowball sampling can offer, Frank and Snijders (1994) worked out several estimators for the size of a hidden population on the basis of a one-way snowball sample.../...In a one-way snowball sample the respondents (from an initial sample) are interviewed and asked to mention those other population members with whom they have contact. Certain criteria have to be determined by the researcher to define the population and the contact defining the relationship. In their study, Frank and Snijders discuss various models and estimators, and apply the method to estimate the number of cocaine users in Rotterdam (Bieleman et al., 1993). In order to get a reliable estimate on the size of any hidden population, Snijders proposes the following :

1. In theory the respondents should be a random sample from the population, but this is impossible to obtain in practice for almost any hidden population. To approximate a random sample the respondents should be obtained, as much as possible, from independent sources (e.g. social meeting points). Whether a given population member is included as a respondent in the sample should be independent of whether the nominees mentioned by this respondent also are themselves included as respondents
2. To obtain an estimate with a reasonable precision, the initial sample size should not be much smaller than the square root of population size (if on average the respondents mention at least about 10 nominees; for a smaller average number of nominees, the initial sample should be larger)

### **Capture-recapture method**

Unlike the snowball method, this method had already been used for estimating the size of the homeless population for example in Baltimore, USA (Cowan et al., 1986). The method was originally developed for and used in the biological sciences to estimate fish and other animal populations, and is used now also for human populations (Sudman et al., 1988; Cormack, 1989; Leyland et al., 1992). This technique requires two or more independent observations on (i.e., lists of) the same population and it is based on the assumption that each individual has the same probability of being captured on each given list though the probability of being observed can differ between list. If there are only two lists, it is necessary to make the assumption that these lists are independent. If there are more than two lists, a certain degree of dependence between the lists is allowed and this non-independence is expressed as interaction between the lists. Belonging to a given list is regarded as dichotomous variable defined in the hidden population. It is assumed that population members are sufficiently recognisable on the list so that, for any individual on the given list, it can be ascertained whether the individual is also on each of the other lists. This means that, for  $K$  lists, there are  $(2^K - 1)$  possible patterns of belonging to the lists for those who are on at least one list, plus the pattern of being on no list at all. Thus the survey is viewed as an incomplete contingency table and the value in the missing cell is to be estimated (Cormack, 1989; Wickens, 1993) (e.g. if there are three lists the complete contingency table has 8 cells, with for lists there are 16 cells). The dependence pattern between the lists is represented by fitting a log-linear model. On the basis of this model, an estimator can be calculated concerning the size of those not listed on any of the lists; As regards homeless survey the empty cell will refer to number of those homeless people who did not appear on any list.

### **3.2.3.2 An imprecise method : the ex-post suppression of double-counts within an unweighted sample of service-users**

With such methods, all service-users have the same weight although some have a greater chance than others of being selected in the sample because they frequent such services more often. Ex-post suppression of double-counts in the sample does not adequately correct this error.

#### **3.2.3.2.1 Germany (Schleswig-Holstein) (sheet 19)**

Undertaken in 1992, this survey consisted of interviewing a sample of unmarried homeless persons using the social services. Staff in 109 services (municipal social departments, advice centres, hostels and other institutions for the homeless and for ex-convicts, etc.) had a "counting list" and conducted face-to-face interviews (using a questionnaire) with the first five homeless clients in contact with them during the week. A set of personal indicators was used to detect and exclude double counts. Unless we are mistaken, the data collection mechanism does not permit weighting of the individuals selected in the sample via information about their use of such services during the survey period.

#### **3.2.3.2.2 Germany (West-Germany) (sheet 22)**

Caritas conducted a survey in 1991 which consisted of interviewing a sample of 4000 Caritas service-users during the month of April. As in the preceding example, the data collection method is not understood to allow the weighting of individuals because no information is requested on their use of aid services during the survey period. Attempting to suppress double-counting afterwards cannot resolve this difficulty.

### 3.2.3.3 Weight distribution method and similar approaches

With this survey method, the more a person uses support services, the more likely he is to be interviewed. Several techniques exist to correct this bias using a weighting system in which one additional item of information is included in the questionnaire: the number of times the person has used services to homeless<sup>46</sup> during a reference period. Amongst these weighting techniques, the most recent is the weight distribution method (appendix 3.6, box) which is based on the approach of P.Lavallée (Lavallée, 1995) as adapted by P.Ardilly and D.LeBlanc for the indirect sampling of homeless persons via the service-providers which they use. (Ardilly, D. Le Blanc, 2001).

#### 3.2.3.3.1 France (sheet 10, 12, 16)

The method used by INSEE (sheet 10) to contact the homeless derives from that elaborated by INED (sheet 12) in the context of the CNIS task force (Firdion, Marpsat, 2000). The INED conducted a survey in Paris during the winter 1994-95 amongst users of services provided to homeless people, adapting methods tested in America during the 1980s (annex 7)<sup>47</sup>. As it also concerns the selection of primary units and the organisation of data collection, the INSEE survey also builds on the work of the US Census Bureau in 1996 (annex 3.4). Contact was made with subjects through the support services they use. The services chosen were hostels, because some of the homeless are defined by the fact that they use this type of facility, and soup kitchens, without which it would be impossible to contact rough sleepers who never use hostels. The data collection period was also determined by the time of year when the homeless tend to make greater use of support services, i.e. winter (when there is also greater service provision). To avoid double counts, interviewers asked those being interviewed which hostels or soup kitchens they had used during the previous week. In January 2001, INSEE interviewed more than 4 000 people aged 18 or over in 80 towns and cities within mainland France, in order to obtain a representative sample of adults using soup kitchens and hostels in towns and cities with a population of more than 20 000. Accompanying children were also counted but not interviewed. At the same time, the FNARS and the Observatory of Sociological Change (research institute) (sheet 16) undertook a similar survey amongst accommodation centres and reintegration centres affiliated to FNARS, albeit of smaller size (restricted sample) and with less sophisticated weighting calculations (annex 7).

#### 3.2.3.3.2 Spain (Madrid) (sheet 38)

The survey conducted in Madrid was also inspired by the Parisian survey conducted by INED, but only a small number of people were interviewed and the survey seems not to have led to an estimation of the target population. The weighting method employed is similar to the 'weight distribution method'.

### 3.2.3.4 Advantages and disadvantages

#### 3.2.3.4.1 Complexity

Surveys of users of support services are relatively complex to design and implement.

The '**capture-recapture**' method is still at the exploratory stage and has not been tested nationally. It has met with a number of problems. The first is linked to the fact that the hypothesis of the simple random sample has not been verified because the probability of being drawn in both cases generally depends on the behaviour of individuals, which can in part be influenced by individual data collected at the time of the survey (question on demographic characteristics, use of centres, etc.). The second and more serious problem is the aspect of time, in that the population being sampled in the second phase is not exactly identical to the population sampled during the first phase. A duration model enables the integration of a rotation over time of the individuals within the target population. This underlying econometric modelling requires a significant number of observations to be collected. All in all, there is certainly more of a bias in 'capture-recapture' models than with weight distribution, but 'capture-recapture' is much less expensive.

The weightings in the **weight distribution method** tend to be very heterogeneous. People using a support service for the first time during the week are weighted very heavily compared with those who use services intensively. The need to add those sleeping in places not designed for habitation and therefore to add services other than hostels complicates the method a great deal and gives those using the survey data little flexibility. In particular, they cannot work with a subset of service users (for the purposes of international comparison, for example) without recalculating the weightings.

---

<sup>47</sup> The exercise was repeated during the Winter 1997-98 with a focus on young persons aged 16-24. This method was also applied for another local survey conducted by a team of psychiatrists in 1996 (L'Elan Retrouvé, 1996).

On a practical level, the weight distribution method requires data collection to be followed up very meticulously, because a great deal of information has to be collected by the interviewers (failure of services to respond, failure of individuals to respond, quantity of services provided, number of support services used by respondents during the previous week). In certain data collection locations, the problems encountered have a considerable impact on the cost/benefit ratio (Table 15).

**Table 15. Benefits and problems associated with the inclusion of five different types of service.**

Type of service Selection criteria	Communal accomm.	Individual accomm.	Soup kitchen	Medical care	Drop-in centre
Better coverage	***	***	**	?	*
Ease of reaching survey subjects	***	*	***	***	***
Identification of quantity of services provided during week	***	**	***	**	*
Prediction of size	***	**	**	*	*
Measurement of actual size	***	***	*	**	*
Cost of inventory	***	**	**	*	***
Selection of service	**	***	*	**	*
Service/individual uniqueness	***	***	*	***	*
Administration of questionnaire	**	***	** / * fixed/mobile	*	**

- \*\*\* criterion favourable to selection of service
- \*\* criterion fairly favourable to selection of service
- \* criterion unfavourable to selection of service

### 3.2.3.4.2 Results that are difficult to compare without ex-ante harmonisation

Sampling schemes are rarely comparable, either because the reference periods differ from one survey to the next or because the support services surveyed are not the same. The reference periods used to define the population of service users can run from a week (France, Spain, Netherlands) to several months (Hungary) and the definition of homelessness is also based on different criteria of time. Therefore in the French survey, a person is homeless according to the type of dwelling they occupied the night before the interview, while in the survey conducted in The Hague, the definition depends on their accommodation history over the month before the interview. Depending on the way the support network is organised, the accommodation facilities covered by the surveys may also not be the same. Although all the surveys include hostels, countries in Northern Europe are more likely to include drop-in centres or facilities for drug addicts, while countries in Southern Europe focus on soup kitchens.

### 3.2.3.4.3 Detailed surveys, respectful of respondents, which can be harmonised

Harmonised in advance, this type of survey could form the basis for detailed international comparisons. The list of services can be adapted to the specific field of interest. This type of survey is the most respectful of individual rights to privacy, with contacts organised in public places rather than "at home" or in the street.



Table.

	Proportion of the homeless population (%)
France (population centres with more than 20 000 habitants) (January-February 2001)	
sans-domicile adultes usagers de services d'aide une semaine moyenne (homeless adults using aid services during an average week)	
<i>Location not intended for human habitation</i>	8
<i>Room or dormitory space in collective institution with obligatory departure in the morning</i>	14
<i>Room or dormitory space in collective institution without obligatory departure in the morning</i>	36
<i>Studio or apartment provided by public body or non-governmental organisation</i>	37
<i>Hotel room provided by public body or non-governmental organisation</i>	5
Italy (14 March 2000)	
persona senza dimora (homeless persons)	
<i>Tram station, railway station</i>	16
<i>Coach, car</i>	4
<i>Hut</i>	3
<i>House</i>	10
<i>Centre</i>	5
<i>Dormitory</i>	27
<i>Emergency shelter</i>	4
<i>With a family</i>	1
<i>Religious institution</i>	1
<i>Hospice</i>	1
<i>Other</i>	3
Pomerania (Poland) (12 December 2001)	
Bezdomnosci (homeless persons)	
<i>Location not intended for human habitation</i>	45
<i>Accommodation centre</i>	48
<i>Hospital, healthcare centre</i>	2
<i>Prison, penitentiary</i>	5

### **Box : history of homelessness surveys in United States**

Extract from MARPSAT M., FIRDION J.M., 1999a, " The homeless in Paris : a representative sample survey of users of services for the homeless ", *Coping with homelessness : issues to be tackled and best practices in Europe*, 1999, p. 221-252. Studies of the homeless in the United States have been carried out since the start of the 1980's. among the methods devised to conduct surveys of persons who are homeless at on point in time (point prevalence) , several generations can be distinguished.

The first generation of studies was based on the opinion of experts : this was the case of the figures produced by the Community for Creative Non-VIOLENCE 5CCNV (Hombs and Snyder, 1983), which sparked off the national debate about the number of homeless people; and of the estimate by the HUD (US Department of Housing and Urban development, 1984). The latter estimate, obtained using a more rigorous methodology though also based in part on consulting experts, was severely criticised by militants working with the homeless. For the second generation of studies, the surveys were conducted on a given night, simultaneously in the street (and in other places not intended for habitation, such as gardens, car parks, ..) and in the shelters, at a time when their doors had been closed, thereby minimising the risk of double-counting. Examples of this method are the studies by the Nashville Coalition for the Homeless (Wiegand, 1985) and those of Peter Rossi in Chicago (Rossi et al., 1986 and 1987). Although this method has more solid scientific bases, serious problems arise concerning the collection of data in the street. This was the method experimented with by the US Bureau of the Census in 1990 (Taeuber and Siegel, 1991). In the third generation of studies, the surveys were conducted in the day and over a long period, in the 'services' provided for people in difficulty. Works of this kind include those of Burnam and Koegel on the Los Angeles skid-row area, those of Martha Burt of the Urban Institute on a national sample of towns and cities, and those of Michael Dennis et al. Of the Research Triangle Institute, whose 'homeless' survey was in fact the 'homeless people' component of a survey on drug-taking among the whole population of the Washington, DC, metropolitan area (Burnam and Koegel, 1988; Burt and Cohen, 1989; Dennis and Iachan, 1993). In the Urban Institute study, for example, the survey was carried out among users of the services provided by the shelters and soup kitchens. The Urban Institute drew up a comprehensive list of these services and produced a sample of homeless persons, after stratification by size and the type of service (meal, shelter without meal). Service users were then sampled in each shelter and soup kitchen.../...This method was employed by the Bureau of the Census for the National Survey of Homeless people in 1996. For the next United States Census, it was also planned to rely on the networks of services and abandon the night-time surveys.

In addition, a number of other studies have been carried out about people who have been homeless at least once in the course of a given period (period prevalence). These studies use administrative records containing retrospective data (Culhane et al., 1993, on Philadelphia and New-York; this work is being extended to other cities, under the name of the Anchor project), panel study type surveys (Sosin, Piliavin and Westerfelt, 1990, for Minneapolis) or telephone surveys of households in which they are asked 'have you ever been homeless ?'.

Some studies are based on methods such as capture-recapture modelling (Cowan, 1991), but several attempts to apply such methods in the United Kingdom seem to lead to the conclusion that the precision of their estimates is rather low.

## **3.2.4 'Household' surveys that include questions on people being accommodated temporarily**

### **3.2.4.1 France (sheet 11)**

The last two editions of the French housing survey (1996 and 2000) include a module containing questions about people accommodated temporarily within a household. The questions are addressed to the person staying in the household temporarily, since the survey is addressed to all adults in households irrespective of their status. The aim of these questions is to identify individuals aged between 17 and 60 years who are staying with other households because they have no home of their own, to find out how they came to be there and to find out whether the situation is expected to come to an end.

- Have you ever lived in a home of your own for more than three months?
- In total, for how long did you live in your own home?
- What made you come to live here again after having your own home?
- Do you expect to go and live in your own home again in the next six months?
- Do you currently have the financial resources to secure suitable housing for yourself?
- Will you have the financial resources to secure suitable housing for yourself in the future?
- Since when have you been living here?
- Why are you living in this household?
- Are you currently looking for a home of your own?
- Are you expected to leave [when you have finished studying] [when you have finished your national service] [when you change your place of work] [when you have found a job]?

As Anne Laferrère and Sabine Bessière (Bessière, Laferrère, 2000) show, the concept of temporary residence is not easy to define. There are three types of people within households: firstly, the legal occupants, i.e. the reference person, their spouse or partner and any other joint tenants, who account for 38 million people; secondly the children or grandchildren of the reference person or their partner (including stepchildren) who have never moved out for more than three months (for reasons other than study or national service), and their partners or spouses, and the ascendants of the reference person or their partner, who account for 18 million people; and thirdly, 'guests' (900 000 people) including boarders, subtenants and employees who are given accommodation, children or grandchildren who have already had a home of their own, friends or other relatives (who are not direct ascendants or descendants).

Parents and friends staying as guests represent 347 000 people of whom 192 000 are aged between 16 and 60 (231 people in the sample). In other words, they estimate the number of people aged between 17 and 60 staying in a household who are not direct descendants or ascendants of the reference person or their spouse to be 192 000. Taking away students leaves around 120 000 people (143 questionnaires), of whom 80 000 have housing difficulties. Six out of ten temporary residents are men, half are under 30 and almost half have no qualifications. However, the authors of the study also note that the samples used are often extremely small and care should be taken not to draw conclusions that are uncorroborated by other empirical research or other convergent sources.

**Table 16. Temporary residents with third parties: a difficult category to define (Bessière, Laferrère, 2000)**

	Connection to reference person	Number in Housing Survey 1996
All		<b>57 370 000</b>
Legal occupant	Reference person, spouse or partner, joint tenant <sup>48</sup>	<b>38 052 000</b> of whom: 23 290 000 are reference persons, 14 620 000 are partners, 151 000 are joint tenants
Co-residents	Children or grandchildren of the reference person or their partner (incl. stepchildren), who have never left, and their partners or spouses.  Ascendants of the reference person or their partner	<b>18 435 000,</b> of whom: 18 247 000 are children, 188 000 are grandchildren (who have never left)  <b>434 000</b> are ascendants
Guests	Others	<b>864 000</b> of whom 415 000 are children or grandchildren who have left and come back, 347 000 are other relatives or friends, 101 500 are boarders, sub tenants or employees who are given accommodation.

Source: INSEE, Housing Survey 1996

<sup>48</sup> Joint tenant or resident with the same status as the reference person. We were only able to determine joint tenants aged between 16 and 59; others are classed as guests.

**Box: What the Housing Surveys tell us about temporary residence,**

Anne Laferrère, May 2003, prepared for the Information Task Force on Poverty and Social Exclusion in Ile-de-France.

*Finding the exogenous factors of temporary residence is not easy because the population concerned is very small, and in addition, the variables for the most part are correlated with each other. Thus, marital status is affected by income level, and income level is affected by level of qualification, which in turn is influenced by health, which is also a determining factor in income, which itself has repercussions for health. Similarly, unemployment and level of qualification are linked. We will only enter the four most exogenous variables into our logistical model to start with. These are: sex, age, the fact of being a foreigner, and individual income; we will combine age and sex. For an individual (non-student) between 16 and 60 years it appears that living as a temporary resident rather than as a lawful occupant or co-resident (non-student of 16 to 60 years) is linked with low income. The average income of those in temporary residence is slightly more than half the average income of the rest of the population of the same age. Being foreign has a significant positive effect, at an equal income level. Women with an equivalent income and age have a greater chance of being temporary residents than men, but the effect of age differs according to sex. As women age, they are less likely to be temporary residents, and, overall, women in temporary residence are younger than men; men are equally likely to be temporary residents at any age. If we introduce the fact of having no qualifications we can see that this increases the likelihood of being a temporary resident, and this is truer for women than for men. The fact of being an 'other inactive', i.e. frequently ill or disabled, or of being unemployed, even at an equivalent income level, also plays a very significant role. A quarter of all those in temporary residence are unemployed, and 23% are classed as 'other inactive'. Almost half of male temporary residents have no qualifications (compared with 28% of women). There are other significant variables that are undoubtedly correlated with the above: being married, and to a lesser degree cohabiting with a partner, reduces the chances of being a temporary resident, while being single increases them. In fact, 76% of temporary residents are single, and for men the figure is 83% (18% of women are divorced). Among those in temporary residence, having a low income and being unqualified increases the probability of being forced to live as a temporary resident. Being foreign has no effect in itself. There are 101 000 households providing accommodation for 111 000 temporary residents (aged between 16 and 60, non-students, and not friends or relatives) because the vast majority only provide accommodation for one person. This type of temporary accommodation occurs throughout France, although it is more prevalent in Paris, Petite Couronne, in the South-West, and to a lesser extent in the Mediterranean area. It is not a phenomenon of the inner-city or the suburbs, but if anything of rural areas though this variable is not very significant. Households do not accommodate temporary residents because they have more rooms (though they are not especially deprived of space, though they are more frequently over populated) and living in low-cost accommodation does not increase the likelihood of accommodating a temporary resident. Two important variables, though they play a subtle role, are the sex and marital status of the reference person providing accommodation. Being single increases the probability of providing temporary accommodation to someone else (71% of those providing temporary accommodation are not married), and living as a couple reduces it. When those providing accommodation are living as a couple, they are equally likely to provide accommodation to men and women, often members of their family. Those providing accommodation who are not living as a couple are more likely to provide accommodation to someone who is not a member of their family than a couple. When the person providing accommodation lives alone, and is usually single, 8 times out of 10 it is a man, and 7 times out of 10 he is providing accommodation to another man. When it is a woman, 8 out of 10 times she will be providing accommodation to another woman. In this model, those living temporarily with family or friends are implicitly reclassified as co-residents. A single person is more likely to provide temporary accommodation for a single person than a couple: those living alone are more available to others who live alone. The median difference in age between the person providing accommodation and the person receiving it is 6 years, the first quartile is zero, the third is 14 years and only two times out of ten is the age difference more than 30 years: it seems we cannot assume there is a generation gap between the person providing the accommodation and the person receiving it.*

### 3.2.4.2 United Kingdom

In the United Kingdom, the concept of 'hidden or concealed families' is used rather than that of temporary residence. This concept is used for projecting the number of households. A concealed family is defined by the fact that it does not belong to the household of the reference person (defined as the individual with the highest income). There are three types of concealed families:

- A) families consisting of a married couple
- B) families consisting of a cohabiting couple
- C) single parent families.

The concept of the concealed family excludes single people living temporarily with a household. In 2000, the number of households in England was estimated at 21 million, of which 60 000 were in categories A and B and 89 000 were in category C. Generally, concealed families are permanent members of the household and not people passing through and staying temporarily. For the purposes of predicting housing needs, it is estimated that

half of these families would like to live separately. This factor results from a survey conducted in 1990, which will probably be updated by the Survey of English Housing (SEH). Since the SEH survey only questions the reference person of the household, the survey protocol will need to be modified so it reaches a sample of people from 'concealed' families, i.e. around 150 questionnaires per year. The data could then be used on a three-yearly basis.

### 3.2.4.3 The Netherlands

The Housing Demand Survey in the Netherlands includes questions allowing the identification of a similar group of persons to the British category of "concealed families" or the French category of "hébergés constraints". Consequently, the 1994 survey questionnaire enables identification of household members other than the head of household and his/her spouse who, having previously lived independently, have returned to live within the family home. A series of 12 questions is asked to the following household members: head of household's child/step-child; head of household's partner's child; head of household's father or mother/father or mother in law; head of household's son or daughter in law; head of household's grandchild; other relatives of head of household who are neither co-tenant nor co-owner; persons not related to head of household who are neither co-tenant nor co-owner.

**309.** *What type of household are you a member of ? Please state the number of the appropriate answer.*

<i>Household with unmarried couple, without children</i>	- 1
<i>Household with unmarried couple, with children</i>	- 2
<i>Household with married couple, without children</i>	- 3
<i>Household with married couple, with children</i>	- 4
<i>Household without couple, without children</i>	- 5
<i>Household without couple, with children</i>	- 6
<i>Other type of household</i>	- 7

**312.** *Have you ever lived on your own? This is : not at your parents' home nor in an institution.*

Yes	- 1	➔GO TO QUESTION 313
No	- 2	➔PROCEED WITH QUESTION 800 (MOVING WISHES PAGE 29)

**313.** *In what year did you start living on your own ?*

Year : 19..	
1901 or earlier	- 01

**314.** *Did you start living....?*

*INT. : READ OUT THE ANSWERS*

<i>alone</i>	- 1
<i>with your spouse</i>	- 2
<i>with your partner</i>	- 3
<i>with others</i>	- 4

**315.** *What made you decide to start living on your own ?*

<i>Marriage/cohabitation</i>	- 1	
<i>Study</i>	- 2	PROCEED WITH QUESTION 612
<i>Work</i>	- 3	ON PAGE 23
<i>Other reason, namely :</i>	- 4	

### 3.2.4.4 Finland (Helsinki)

In 2001 the municipality of Helsinki conducted a survey amongst 20000 persons aged 18-70 where the questionnaire included the following question concerning accommodation circumstances (Korhonen, 2002) :

*Have you stayed with friends or relatives because of lack of dwelling/housing during past 12 months ?*

Around 5% of the persons interviewed stated that during the past 12 months they had been accommodated with family or friends due to the lack of a home of their own. This result is thought likely to be an underestimate given the level of non-response (50% of targeted respondents) amongst low income households.

## 3.3 'Household' surveys that include retrospective questions on homelessness

Here we will look at sample surveys where a sample of households or individuals are interviewed about any experiences of homelessness they have had in the past. The UK has shown itself to be particularly innovative in this area (Pickering et al., 2003a), as has the European Commission in its use of Eurobarometer to compare numbers of ex-homeless in several European countries (Rigaux, 1994).

### 3.3.1 National (or regional) retrospective surveys

#### 3.3.1.1 United Kingdom (England) (sheet 40)

The Survey of English Housing (1994/1995), in which 20 000 households are interviewed per year at a rate of 5000 per quarter, lends itself quite well to the inclusion of unusual questions such as those on episodes of homelessness, because in addition to its fixed section it includes a variable section that can accommodate new socio-economic issues each year. This facility was used in the 1994/1995 edition (two survey quarters) to shed new light on homelessness. Three additional questions were used to find out the extent to which heads of households had experienced homelessness during the previous 10 years and how the situation was distributed socially.

*There is a lot of discussion at the moment about the issue of homelessness. Can I ask you:*

- (1) *During the last ten years, would you say that you have ever been homeless?*
- (2) *During the last ten years, have you contacted the local authority housing department yourself?*
- (3) *Have you ever been registered as homeless by the local council?*

The designers of the questionnaire have made a connection between the subjective perception of homelessness ("*Would you say that...*"), the expression of a request for help ("*Have you contacted...*") and the qualification of the situation by the local authorities ("*Have you ever been registered...*"), following the distinction established by Bradshaw (1972) between the subjective appreciation of need, the formulation of a request for help and a regulatory acceptance of the validity of that request (Burrows, 1997). These three questions were actually intended to identify people who had been homeless during the last ten years who had not been accommodated by the local authorities, the homeless who had not applied to the local authorities and the homeless who had applied to the local authorities but had not been acknowledged as being homeless (because of the selective practices of the institutions responsible for resettlement).

A quarter of individuals who stated that they had been homeless (4.3% of heads of households) did not report to the authorities, and of those who did (the remaining three quarters), a quarter were not accepted as being statutorily homeless (Burrows, 1997).

Of the drawbacks highlighted by Burrows, we will look at those that can be remedied, or in other words, those that are not intrinsically linked to the survey method. Firstly, we should note that the questionnaire is addressed only to heads of households, so the data are not representative of certain categories of the population, particularly women. Furthermore, the meaning of the term 'homeless' may vary from one group to another. Setting the reference period at ten years is rather arbitrary. It is also a pity that the survey does not cover the whole of the UK (see Scottish Home 5%...), 1996). Another drawback Burrows points out is that while it aims to identify people who have experienced homelessness in the past, the survey can still reach, without identifying them as such, individuals who consider themselves to be homeless at the time of the survey because they are living in accommodation in very poor condition or are occupying accommodation without permission. Finally, the survey does not provide any

information on the duration of the period of homelessness. As the author of the study comments, being homeless for a prolonged period and being homeless for one night are worlds apart.

Questions on the duration of episodes of homelessness would, however, have given a better appreciation of the importance of selection effects. Surely one of the reasons why some people do not use specialist services is precisely that they have only been homeless for a short period of time and have quickly found a solution using their own resources? And conversely, surely some people, aware of the selection criteria or fearing stigmatisation, are homeless for long periods of time without ever applying to the local authorities?

In addition to the extra insight gained into public intervention towards the homeless, the survey has delivered a better understanding of the social inequalities involved in homelessness. The research carried out by R. Burrows is exemplary in this respect, using the classifications from the questionnaire traditionally used for the analysis of social inequalities – social class, age, gender, marital status, geographical location, ethnic origin and type of household – most of which are absent from administrative records, and applying bivariate regression models. The data show that the 4.3% of heads of household who had experienced homelessness are 'all other things being equal' more commonly in the younger age groups, living in the south-west of England, living in cities, divorced or separated, renting social housing and single non-working men. Unqualified manual workers are at much greater risk than other workers of having lost their home, and blacks more than whites.

### 3.3.1.2 France (sheet 9)

In France, Crédoc introduced a question of the same type in a 2001 survey on telephone helplines (such as SOS amitié, etc.), conducted by telephone among a sample of 2 059 people aged 12 and over (Simon, 2001). The exact wording of the question was:

*Have you, a member of your family or a member of your immediate circle of friends experienced one of the following situations? You/a member of your family/a member of your immediate circle of friends/nobody/don't know/refuse to answer*

- Suffered an illness or disability?
- Experienced or witnessed mental or physical violence?
- Encountered problems with drugs, alcoholism or smoking?
- Felt lonely, unhappy or depressed?
- Been the victim of discrimination?
- Slept rough or been homeless?
- Found it difficult to cope with the death of a loved one?
- Been worried after exposure to the risk of catching a disease?
- Been worried after exposure to the risk of an unwanted pregnancy?

All situations were put to all those questioned. They were listed in random order. Of the adults (aged 18 or over), 1% said they had slept rough or been homeless themselves at some time in their lives, and 5% said someone close to them, in their family or immediate circle of friends, had been affected. From the list proposed, sleeping rough or being homeless was the least commonly experienced situation (Marpsat, 2002).

### 3.3.1.3 United Kingdom (Scotland) (sheet 41)

Since 2001, the Scottish Household Survey 2001 (SHS) has included a module of questions for those who have been homeless in the past. By size of sample (15 000 respondents), this survey is one of the largest in Scotland. The SHS tackles subjects of a more general nature (current and past practices), and it was chosen to include these questions in preference to more specialised surveys such as those on housing (the Scottish House Condition Survey), health (the Scottish Health Survey) and social attitudes (the Scottish Social Attitude Survey). It includes a detailed module on episodes of homelessness consisting of a series of five questions, four of which are put to all respondents.

- (1) *Have you ever been homeless? That is, lost your home with no alternative accommodation to go to? (if the answer to question (1) is 'yes', go to question (2); if the answer is 'no' go to question (3))*
- (2) *How many times has this happened to you in the last five years?*
- (3) *Have you ever applied to the local council because you were homeless?*
- (4) *Have you ever had to sleep rough because you were homeless?*
- (5) *Have you got your name on either a council or housing association waiting list?*

Whilst still concerned about how homeless status is attributed (procedure, acceptance or refusal), the Scottish survey takes on board what was learned from the English survey and innovates on several points. Firstly, it is directed at everyone aged 16 or over, whether or not they are the head of the household. Secondly, the Scottish

survey goes into greater detail over the chronology of episodes of homelessness, asking the respondent to list the number of times he has been homeless during the last five years. It also finds out about the respondent's current housing situation. Is the respondent on a waiting list for social housing (from the council or a housing association)? One wonders whether respondents are all in a position to know whether their name is down on a council or housing association waiting list. Whatever the case, the question on current situation is a useful complement to the questions focusing on past experiences. Finally, a question was introduced on rough sleeping, proof of the renewal of interest in this issue. Remember that the first measures to reduce the number of rough sleepers date from this period in Scotland (Act...), as do the Rough Sleeper Assessments. The term used in question (4), 'sleep rough', is the same term that is used to describe those sleeping on the street in the text of the Act. But less administrative terms would have been more appropriate, such as "I had to sleep outside on the streets or in places like stations, derelict houses" which is possibly closer to ordinary speech.

3% of adults questioned had been homeless at some time, and 57% of these were women. Adults under 45 had been most affected (5%) as had adults currently living alone or in single parent households (10% and 16% respectively).

#### **3.3.1.4 France (sheet 9)**

Unlike the United Kingdom, which started to introduce retrospective questions on episodes of homelessness in large-scale national surveys in the 1990s, France continued for a long time to use data obtained from relatively small samples.

In 2002, a series of questions on episodes of homelessness was tried out in the French health survey designed by INSEE. Data collection ended on 30 September 2003, so the limited results presented here are only provisional; . . . The sample includes 31 000 respondents). The survey was organised such that all the adults in a single household were interviewed, and one of the expected results is thus an estimate of the adult population living in independent accommodation that has experienced at least one episode of homelessness between 1993 and 2003. This estimate will be compared with the results of the survey of homeless users of hostels and soup kitchens, which took place in January and February 2001. For this reason, the definition of homelessness used in the Health Survey is comparable with the definition used in the SD2001 survey. Rather than covering the circumstances surrounding the loss of one's home (which were comprehensively described by the SD2001 survey), the questions proposed for this survey aim especially to measure the total duration of episodes of homelessness since the age of 18, and the start and end dates of the last episode. It is interesting to note that unlike all the modules of retrospective questions described here, this survey never refers to the concept of homelessness ('sdf' or 'sans-abri'). This category is reconstructed during analysis.

- (1) *Since the age of 18, have you ever been provided with temporary accommodation by a charity or a hostel because you had no home of your own? (If the person being interviewed is a woman: including a mother and child centre)?*
- (2) *How long for in total?*
- (3) *In which year was the last time this happened?*
- (4) *In which month of the year?*
- (5) *Since the age of 18, have you ever had to sleep on the street, in a vehicle, in the hallway of a block of flats or in a makeshift shelter, because you had no home of your own?*
- (6) *How long for in total?*
- (7) *In which year was the last time this happened?*
- (8) *In which month of the year?*

It is a pity that this module does not explore all forms of homelessness. Sadly it was limited to eight questions<sup>49</sup>.

The Health Survey is probably not the best vehicle with which to approach a history of homelessness experiences. The Housing Survey, which includes items relating to accommodation history, or indeed the Employment Survey, which provides a wealth of information on career paths, would surely provide greater opportunities for analysis.

<sup>49</sup> The Housing survey and census enable these to be dealt with partially (see section ..).



**Table 17. Episodes of homelessness since the age of 18, by gender**

	Male	Female	All
Has never been homeless since the age of 18	14 557	15 997	30 554
Has been homeless since the age of 18	366	226	492
Including:			
- <i>has stayed in a hostel only</i>	124	153	277
- <i>has slept in a place not designed for habitation only</i>	106	50	156
- <i>has stayed in a hostel and in a place not designed for habitation</i>	36	23	59
Total (number of respondents)	14 823	16 223	31 046

Source: INSEE, Health Survey 2002-2003, provisional results, 31 046 respondents, without adjustment or weighting.

**Table 18. Distribution of former homeless who have lived in a hostel or slept rough by gender and total duration of their stay(s)**

	Male	Female	All
<b>has lived in a hostel:</b>			
- for less than three months	32	37	69
- for more than three months and less than one year	53	61	114
- for more than one year and less than three years	44	48	92
- for three years or more	22	25	47
- non response	9	5	14
<b>Total</b>	<b>160</b>	<b>176</b>	<b>336</b>
<b>has slept rough</b>			
- for less than two weeks	28	24	52
- for more than two weeks and less than two months	25	16	41
- for more than two months and less than one year	43	12	55
- for one year or more	39	18	57
- non response	7	3	10
<b>Total</b>	<b>142</b>	<b>73</b>	<b>10</b>

Source: INSEE, Health Survey 2002-2003, provisional results, 31 046 respondents, without adjustment or weighting.

**Table 19. episode of homelessness since the age of 18, by socio-economic category**

	Numbers	%
Farmers	3 (N=1 297)	0.2
Craftsmen, tradesmen and company directors	21 (N=1 756)	1.2
Managers and senior professionals	30 (N=3 839)	0.8
Junior professionals	68 (N=6 115)	1.1
Skilled office workers	90 (N=6 125)	1.4
Unskilled office workers	90 (N=3 439)	2.6
Skilled manual workers	101 (N=4 477)	2.2
Unskilled manual workers	95 (N=2 695)	3.4
<b>Total</b>	<b>492</b> <b>(N=31 046)</b>	<b>1.6</b>

### 3.3.1.5 United Kingdom (Scotland) (sheet 41)

The 2003 edition of the Scottish Household Survey, the first results of which will be available in 2004, includes a very detailed module on homelessness which has no equivalent in other EU countries. It benefited from the work of three teams of researchers (the National Centre for Social Research, Glasgow University and the University of Essex) who were called in by the Scottish Executive on the initiative of the Homelessness Task Force set up in 1999, whose members were drawn from the voluntary and public sectors. These researchers were working to improve the tools used for longitudinal analysis to improve the way the causes and nature of homelessness in Scotland are described, while also examining in greater detail forms of intervention to help the homeless. In a report of which an abridged version exists (Pickering et al., 2003a, 2003b), they recommend better use of administrative data to facilitate the tracking of individuals (?), but also the addition of extra questions to the module on episodes of homelessness within the SHS and the maintenance of these in future editions in order to build up a sample of ex-homeless people who could be re-contacted for a specific survey. From the questions suggested by the team of researchers, the statistical service of the Scottish Executive selected the eleven listed below:

- (1) *Have you ever been homeless? That is, lost your home with no alternative accommodation to go to?*
- (2) *How many times has this happened to you in the last two years? (once; twice; three times; four times; five times or more; none; don't know)*
- (3) *Which of these situations has applied to you in the last two years, if any? Read out the letters that apply.*
  - A – I have had to apply to the Council for housing because I was going to be asked/told to leave my home (i.e. threatened with homelessness). [1]*
  - B – I have had to apply to the Council for housing because I didn't have anywhere to live (i.e. actually homeless). [2]*
  - C – I have had to sleep rough. [3]*
  - D – I have had to stay with friends or relatives because I didn't have anywhere else to live. [4]*
  - E – I have had to stay in emergency or temporary accommodation (e.g. hostel, refuge, B&B) [5]*
  - F – I have had to stay in some other form of insecure accommodation (e.g. under threat of eviction, with no legal rights, etc) [6]*
  - G. None of these. [7]*
- (4) *You mentioned that you had to {itemra10n}. For how long did you {itemra10n} in total over the two years ?*
  - less than two weeks [1]*
  - over two weeks, up to a month [2]*
  - over a month, up to three months [3]*
  - over three months, up to six months [4]*
  - over six months, up to one year [5]*
  - more than one year [6]*
- (5) *What kind of accommodation or tenure were you living in immediately before you became homeless?*
  - local authority or housing association tenancy [1]*
  - private rented tenancy [2]*
  - tenancy with voluntary organisation [3]*
  - owner-occupied property [4]*
  - other institution (e.g. care, prison) [5]*
  - other {please give details} [6]*
- (6) *And what was the 'first' type of permanent accommodation or tenure you moved into after being homeless?*
  - local authority or housing association tenancy [1]*
  - private rented tenancy [2]*
  - tenancy with voluntary organisation [3]*
  - owner-occupied property [4]*
  - other institution (e.g. care, prison) [5]*
  - other {please give details} [6]*

(7) *During your most recent episode of homelessness, which of these, if any did you approach for help?*

- family [1]
- friends [2]
- LA housing/homelessness department ( [3]
- LA social work department [4]
- advice service (voluntary or statutory) [5]
- voluntary/specialist homelessness accommodation or support agency [6]
- healthcare services [7]
- other [8]
- none of these [9]

(8) *And from which, if any, did you receive help, regardless of whether you approached them?*

- family [1]
- friends [2]
- LA housing/homelessness department [3]
- LA social work department [4]
- advice service (voluntary or statutory) [5]
- voluntary/specialist homelessness accommodation or support agency [6]
- healthcare services [7]
- other [8]
- none of these [9]

(9) *What kind of help did you receive from any of these sources?*

- financial support [1]
- advice and information [2]
- accommodation and resettlement support [3]
- healthcare [4]
- work and related opportunities [5]
- social or personal (emotional) support [6]

(10) *From what you know, why were you unable to receive help from some of the individuals/agencies you approached?*

- not eligible for support [1]
- waiting period for support too long [2]
- support not available (i.e. lack of resources) [3]
- support not available (i.e. unwilling to help) [4]
- available support did not match needs [5]
- other, (please give details) [6]

(11) *Is there anyone currently living in this house/flat, or staying here sometimes, because they have no home of their own, or no stable base of their own?*

The above module makes full use of the benefits of retrospective questioning. It allows information to be gathered on the housing conditions of ex-homeless people not only before they lost their homes (or left institutions such as prisons and care homes), but also after they were resettled. Respondents are then questioned in detail about the length of time they were homeless. The questions no longer focus exclusively on the categories used by government. So in accordance with the wishes of the Homelessness Task Force, the definition of homelessness is broader than that provided for in legislative texts (question (3)). It includes being housed by the local authorities under the Homelessness Act (items A and B), and it also includes living in insecure accommodation without legal rights (sleeping rough, staying with relatives or friends, living in temporary accommodation, living in housing without the legal right to do so) (items C, D, E, and F). As in previous surveys, a distinction is made between those who are housed by local authorities and those who are not, but this time, a specific construction is imposed on homelessness that may contrast with the subjective assessment of respondents (question A). The questions also explore all the forms of institutional and informal assistance that may be sought by individuals when they lose their home. The last question is an attempt to find out whether the household is currently providing accommodation (or has in the past) for people with housing problems. As the question relates both to the past and the present, it cannot be used to estimate the current population being temporarily accommodated by households.

Compared with surveys conducted at the start of the 1990s, there is a greater range of questions, and the categories of analysis have become clearer, but at the same time, reference periods have been shortened (from ten years in the SEH 1994/1995, to five years for episodes of homelessness in the SHS 2000 and two years in the

SHS 2003). This dual shift is easy to understand. Increasingly precise questions have been introduced, but as they require the respondent to remember facts more accurately there is a great temptation to reduce the reference period to improve the reliability of their responses; the danger is that this will reduce the sample size to such an extent that the precision of the results will be reduced anyway.

### 3.3.2 International retrospective surveys

#### 3.3.2.1 European Union (sheet 49)

Put together in 1993 by INRA on the basis of national surveys conducted by survey institutes among a thousand people in 13 European countries, Eurobarometer 40 included three retrospective questions on experiences of homelessness. The subject of Eurobarometer 40 was perceptions of social exclusion and poverty, so it is fairly easy to understand why those who designed the survey came up with these questions. When analysing the representations of a social reality within the general population, it is essential to distinguish between those actually affected by the phenomenon and those observing it from the outside, or in other words to distinguish the homeless, since the subject of this survey was poverty. The retrospective questions used a broad definition of homelessness, including those sleeping in places not meant for habitation, in homeless hostels or with friends or family members.

*Which of these situations have you ever experienced? (multiple answers allowed)*

- (1) *I was homeless and I stayed with people I knew (family, friends)*
- (2) *I was homeless and I stayed in a shelter for the homeless*
- (3) *I was homeless and I had to sleep outside on the streets or in places such as stations, derelict houses*
- (4) *I have never been homeless*
- (5) *Don't know/won't answer*

Spanish	<i>He estado <b>sin casa</b> y me he quedado en la casa de conocidos (familia, amigos)</i> <i>He estado <b>sin casa</b> y me he quedado en una residencia para <b>sin techos</b></i> <i>He estado <b>sin casa</b> y tuve que dormir en la calle o en lugares como estaciones de tren/metro, casas abandonadas</i>
Danish	<i>Jeg har været <b>hjemløs</b> og boet hos folk jeg kender (familie, venner)</i> <i>Jeg har været <b>hjemløs</b> og boet i et herberg for <b>hjemløse</b></i> <i>Jeg har været <b>hjemløs</b> og været nødt til at sove på gaden eller på steder som for eksempel på stationer og i forladte huse</i>
German	<i>Ich war <b>obdachlos</b> und wohnte bei Menschen, die ich kannte (Familie, Freunde)</i> <i>Ich war <b>obdachlos</b> und wohnte in einer Unterkunft für <b>Obdachlose</b></i> <i>Ich war <b>obdachlos</b> und mußte draußen auf der Straße oder an Orten wie Bahnhöfen oder Abrißhäusern schlafen</i>
English	<i>I was <b>homeless</b> and I stayed with people I knew (family, friends)</i> <i>I was <b>homeless</b> and I stayed in a shelter for <b>the homeless</b></i> <i>I was <b>homeless</b> and I had to sleep outside on the streets or in places such as stations, derelict houses</i>
French	<i>J'ai été <b>sans-abri</b> et j'ai été hébergé par des connaissances (famille, amis,...)</i> <i>J'ai été <b>sans-abri</b> et j'ai été hébergé dans une institution d'accueil pour <b>personnes sans-abri</b></i> <i>J'ai été <b>sans-abri</b> et j'ai dû dormir dans la rue ou dans des endroits tels que gare, maison abandonnée</i>
Greek	<i>.....</i> <i>.....</i> <i>.....</i>
Italian	<i>Ero <b>senza casa</b> e sono stato ospitato da dei conoscenti (familiari, amici)</i> <i>Ero <b>senza casa</b> e sono stato ospitato in un ricovero per <b>senza tetto</b></i> <i>Ero <b>senza casa</b> ed ho dormito per la strada o in posti come stazioni, case abbandonate</i>
Luxembourgish	<i>Ech war <b>obdachlos</b> an hun bei Leit gewunnt, déi ech kannt hun (Famili, Fr•nn)</i> <i>Ech war <b>obdachlos</b> an ech hun an engem Haus fir dé• i <b>Obdachlos</b> gewunnt</i> <i>Ech war <b>obdachlos</b> an ech hun mißten dobaussen ob der Strooß schloofen oder op Plazen wéi Garen,verloofen Heiser</i>
Dutch	<i>Ik was <b>dakloos</b> en verbleef ?bij mensen die ik kende(familie, vrienden)</i> <i>Ik was <b>dakloos</b> en verbleef ir een tehuis voor <b>daklozen</b></i> <i>Ik was <b>dakloos</b> en moest op straat slapen of op een andere plek, bijvoorbee d op een station of in een leegstaad huis</i>

Flemish	<i>Ik ben <b>dakloos</b> geweest en kennissen –familie, vrienden, enz..- hebben mij onderdak verschaft</i> <i>Ik ben <b>dakloos</b> geweest en ben ondergebracht geweest in een instelling voor <b>daklozen</b></i> <i>Ik ben <b>dakloos</b> geweest en heb op straat moeten slapen of in plaatsen zoals het station, een verlaten huis</i>
Norwegian	<i>Jeg var <b>hjemløs</b> og bodde hos folk jeg kjente (familie/venner)</i> <i>Jeg var <b>hjemløs</b> og bodde på en innstusjon for <b>hjemløse</b></i> <i>Jeg var <b>hjemløs</b> og måtte sove ute eller der jeg fant en plass, som f.eks på stasjoner, tomme bygninger o.l.</i>
Portuguese	<i>Já estive <b>sem casa</b>, e fiquei em casa de pessoas conhecidas (familiares, amigos)</i> <i>Já estive <b>sem casa</b>, e fiquei numa instituição de acolhimento para pessoas <b>sem abrigo</b></i> <i>Já estive <b>sem casa</b>, e dormi na rua ou em lugares tais como estações, casas abandonadas</i>

Looking at the second question and its translations, in languages of Greek or German origin it is interesting to note how the same noun is used on the one hand to describe the subject of the interview in the suggestion “*I was homeless*” and on the other, to describe the clientele of hostels in the word group “*shelter for the homeless*”. In contrast, this repetition is absent in three of the four romance languages, because two different terms are used in the same question. Commonplace terms are used to describe the clientele of hostels: ‘*residencia para sin techos*’ (Spanish), ‘*un ricovero per senza tetto*’ (Italian), ‘*acolhimento para pessoas sem abrigo*’ (Portuguese). In the same question a more general term common to the three languages is used to describe the subject, one that can be translated as ‘without a home’: ‘*he estado sin casa*’ (Spanish), ‘*ero senza casa*’ (Italian) and ‘*Já estive sem casa*’ (Portuguese). These unusual terms were probably introduced to establish some sort of alignment with the English term ‘homeless’ (or ‘hjemløs’ in Danish and Norwegian), the meaning of which is broader: to be without a house or home (‘maison’, ‘casa’) rather than without shelter or a roof (‘toit’, ‘techo’, ‘tetto’, ‘abrigo’). One could also assume that these terms were used so as not to shock those being interviewed; the terms ‘sin techos’, ‘senza tetto’ and ‘sem abrigo’ may carry a certain stigma in the culture of these countries. It is surprising, though, that this logic was not applied more systematically and that the German terms (‘obdachlos’ in Luxembourgish) were used in preference to ‘wohnungslose’ (or ‘wonnunglos’), which translates as ‘without housing’ and the meaning of which would have been closer to that of ‘sin casa’ or ‘homeless’. Perhaps it was felt that these words were too broad in meaning or had more to do with housing issues than issues of poverty, which was the general theme of the survey.

As regards translation, there is a second problem. Living with friends of family is translated in most languages using the active form of a verb (staying or living with) which does not imply any particular action on the part of those providing the accommodation, the parents or friends who have agreed to share their house or flat: “*I stayed with people I knew*” (English), “*he quedado en la casa de conocidos*” (Spanish) or “*Ich wohnte bei Menschen, die ich kannte*” (German). By contrast, in some languages, the most usual form requires the use of the passive form of a verb, which suggests those providing the accommodation are playing a more active role: “*en kennissen hebben mij onderdak verschaft*” (Flemish), “*j’ai été hébergé par des connaissances*” (French) or “*sono stato ospitato da dei conoscenti*” (Italian).

One thing that was learned from this survey was that a very large number of homeless people had turned to family and friends and had never used hostels or stayed in places not meant for habitation. The use of informal sources of support (family or friends) seems to be more common in countries in Southern Europe and the UK than in Northern Europe, but the number of ex-homeless is also higher in these places. However, the possibility that the differences in expression described above may have had an effect on the results cannot be excluded – the terms ‘sin casa’ and ‘homeless’ may have a wider meaning than similar terms used in the other languages.

Furthermore, the very large numbers of ex-homeless who had been temporarily resident with third parties may be due in part to the fact that it was households in accommodation who were being interviewed. It is likely that people who had friends or family to stay with found housing more quickly and easily than people who lived in the street or in hostels, of whom a significant number ended their days in an institution. This selection effect could be more pronounced in countries with large numbers of institutions such as retirement homes and long-stay hospitals.

To enable comparisons between countries to be made, we would need to add data on the length of these episodes to the results.

On the other hand, as we are considering the proportion of people who have stayed on the street or in institutions for the homeless, the size of national samples is too small to make comparisons between countries. In the absence of information on the types of sampling scheme used and the calculations of the precision of the national surveys, which do not feature in the report (Rigaux, 1994), the author of this study proposes a very approximate estimation of the confidence intervals (95%) using the hypothesis that the samples were constructed using simple random selection.

**Table 20. Proportion of individuals answering 'yes' to the question "I was homeless and I stayed with people I knew" (%)**

Country	Sample size	Number of respondents	Lower bound (*)	Proportion of respondents	Upper bound (*)
Belgium	1 003	13	0.60	1.30	2.00
Denmark	1 000	54	4.00	5.40	6.80
Germany (West)	1 047	20	0.87	1.70	2.53
Germany (East)	1 122	4	0.05	0.40	0.75
Greece	1 002	43	3.05	4.30	5.55
Spain	1 000	57	4.26	5.70	7.14
France	1 024	55	4.02	5.40	6.78
Ireland	1 000	16	0.36	1.60	2.84
Italy	1 012	42	2.97	4.20	5.43
Luxembourg	502	7	0.37	1.40	2.43
Netherlands	1 000	39	2.70	3.90	5.10
Portugal	1 000	77	6.05	7.70	9.35
United Kingdom	1 061	63	4.81	6.00	7.19
Northern Ireland	300	5	0.25	1.70	3.15
Norway	1 011	20	1.14	2.00	2.86
<b>Total</b>	<b>14 084</b>	<b>495</b>	<b>4.02</b>	<b>4.1</b>	<b>4.18</b>

Source: Eurobarometer 1993, Poverty and social exclusion, Principal investigators: Karhlein Reif, Anna Melich, European Commission, ICPSR (Interuniversity Consortium for political and social research).

(\*) the confidence intervals were calculated by the author.

**Table 21. Proportion of individuals answering 'yes' to the question "I was homeless and I stayed in a shelter for the homeless" (%)**

Country	Sample size	Number of respondents	Lower bound (*)	Proportion of respondents	Upper bound (*)
Belgium	1 003	2	0.00	0.20	0.48
Denmark	1 000	6	0.12	0.60	1.08
Germany (West)	1 047	3	0.00	0.30	0.62
Germany (East)	1 122	1	0.00	0.10	0.27
Greece	1 002	3	0.00	0.30	0.64
Spain	1 000	2	0.00	0.20	0.48
France	1 024	4	0.02	0.40	0.78
Ireland	1 000	1	0.00	0.10	0.30
Italy	1 012	2	0.00	0.20	0.47
Luxembourg	502	1	0.00	0.20	0.59
Netherlands	1 000	8	0.25	0.80	1.35
Portugal	1 000	8	0.25	0.80	1.35
United Kingdom	1 061	5	0.09	0.50	0.91
Northern Ireland	300				
Norway	1 011	3	0.00	0.30	0.64
<b>Total</b>	<b>14 084</b>	<b>49</b>	<b>0.27</b>	<b>0.3</b>	<b>0.33</b>

Source: Eurobarometer 1993, Poverty and social exclusion, Principal investigators: Karhlein Reif, Anna Melich, European Commission, ICPSR (Interuniversity Consortium for political and social research).

(\*) the confidence intervals were calculated by the author.

**Table 22. Proportion of individuals answering 'yes' to the question "I was homeless and I had to sleep outside on the streets or in places like stations, derelict houses" (%)**

Country	Sample size	Number of respondents	Lower bound (*)	Proportion of respondents	Upper bound (*)
Belgium	1 003				
Denmark	1 000	7	0.18	0.70	1.22
Germany (West)	1 047	3	0.00	0.30	0.62
Germany (East)	1 122	2	0.00	0.20	0.45
Greece	1 002	11	0.45	1.10	1.75
Spain	1 000	13	0.60	1.30	2.00
France	1 024	10	0.40	1.00	1.60
Ireland	1 000	1	0.00	0.10	0.30
Italy	1 012	3	0.00	0.30	0.63
Luxembourg	502	3	0.00	0.60	1.27
Netherlands	1 000	3	0.00	0.30	0.64
Portugal	1 000	4	0.01	0.40	0.79
United Kingdom	1 061	3	0.00	0.30	0.62
Northern Ireland	300				
Norway	1 011	6	0.13	0.60	1.07
<b>Total</b>	<b>14 084</b>	<b>69</b>	<b>0.46</b>	<b>0.5</b>	<b>0.54</b>

Source: Eurobarometer 1993, Poverty and social exclusion, Principal investigators: Karhlein Reif, Anna Melich, European Commission, ICPSR (Interuniversity Consortium for political and social research).

(\*) the confidence intervals were calculated by the author.

### 3.3.2.2 Belgium, United Kingdom, Germany, Italy, United States

This survey, which was carried out by a team of researchers in social psychology from the Catholic University of Louvain (Philippot et al., 2004) (see sheet), involved interviewing 530 people by telephone between June 2001 and March 2003, (273 on fixed telephones and 257 on mobiles) to analyse the way they perceive the homeless. In a similar move to the one we saw with Eurobarometer (1993), a module of retrospective questions was introduced into an opinion poll on representations of poverty. One of the reasons was to make comparisons with similar surveys conducted by other researchers in the UK (159 respondents), Germany (250), Italy (250) and the US. The questions were designed to measure the occurrence of two types of situation: the fact of having been homeless in the strict sense (the American concept of 'literally homeless'), i.e. living in places not meant for habitation or in hostels, but also the fact of having been homeless in the wider sense. As in the British approach, the retrospective questions were used to find out about situations that evaded government administrations, such as being removed from population registers in the case of Belgium.

- (1) *Have you ever experienced difficulties with respect to housing? For example, you had nowhere to spend the night, you had problems finding stable accommodation, you lived in a squat or you were homeless?*
- (2) *How old were you when you experienced this?*
- (3) *For how long did you experience this?*
- (4) *Have you ever been without a legal place of residence (i.e. deleted from population registers)?*
- (5) *When you were in these situation(s), did you experience any of the following circumstances? You: stayed with a friend because you had nowhere else to go; spent the night in a night shelter or homeless hostel; spent the night in a car; spent the night in a station; spent the night in the metro; spent the night in the street; spent the night in an abandoned building; spent the night in a caravan; spent the night in a park;*
- (6) *Have you ever been evicted from your home?*
- (7) *Are you satisfied with your accommodation?*

The size of the samples is much too small to use the results of this survey. However, the protocol proposed is interesting because it is a telephone survey and partly uses mobile phones, which we know can make it easier to reach some categories of the population such as young people, people on the move or those living in communal institutions, than face-to-face interviews in the home. It is also a very inexpensive interview method. The main problem lies in the quality of the telephone number sample frame.

**Table 23. Main results of retrospective surveys**

Description of source	Year		Sample size	Reference period since...	homeless at least once		Including:			
					lower bound	upper bound	on the street at least once	in a hostel at least once	staying with friends or family at least once	at least once in another situation
					(sample size)					
Eurobarometer	1993	13 EU15 countries	14 084	birth	<b>4</b>		<b>0.5%</b> (69)	<b>0.3%</b> (49)	<b>3.7%</b> (551)	
					(792)					
Université Catholique de Louvain survey	2001-2003	Belgium	530	birth	<b>3.7%</b>	<b>7.7%</b>	<b>5.7%</b> (31)			
					(31)					
Health Survey(*)	2002-2003	France	31 046	age of 18	<b>1.5%</b>	<b>1.7%</b>	<b>0.7%</b> (336)	<b>1.1%</b> (215)		
					(492)					
Survey of English Housing ( <i>head of household only</i> )	1994-1995	England	9 993	last 10 years	<b>3.9%</b>	<b>4.7%</b>	<b>4.3%</b> (433)			
					(433)					
Scottish Household Survey	2001	Scotland	15 000	birth	<b>2.7%</b>	<b>3.3%</b>	<b>1%</b> (129)	<i>n.a.</i>		
					(568)					
Scottish Household Survey	2003	Scotland	15 000	birth						

n.a.: information not available

(\*) provisional results



## 4 Evaluation and proposals

The comparative analysis of data collection systems has revealed great disparities between approaches, in line with the legislative and administrative context and statistical traditions of European countries. The sources available do not consist of statistical surveys but of data collected and collated by government administrations or voluntary sector organisations. The information produced is very diverse in nature and of limited value for research purposes. Following an evaluation of the methods used to collect information on homelessness or its components, we will present a few methods that could facilitate comparisons between European countries. Where possible, we will use existing systems.

Homelessness has been provisionally defined as the convergence of four subsets:

- 1) *sleeping in a place not meant to be lived in;*
- 2) *being accommodated by a public body or a non-governmental organisation, without a rental contract:*
  - in a dormitory, room or studio in a communal facility;*
  - in a hotel or boarding with a family (including Bed & Breakfast);*
  - in a separate housing unit;*
- 3) *staying temporarily with friends or relatives because one has no home of one's own;*
- 4) *staying temporarily in a hotel or boarding with a family (including Bed & Breakfast).*

### 4.1 Diverse statistical approaches that provide little information

Overall, coverage of homelessness within the European Union is very patchy. In addition, different methods of looking after the homeless have caused very different statistical approaches to be used in different countries, both in terms of the institutions responsible for them and the choice of classifications and information available.

#### 4.1.1 Housing deprivation: only partial coverage

Only a few countries try to comprehend the homeless population in its entirety at national level, using a unique, repeatable approach based on collective data (Sweden, Finland, United Kingdom) or the combination of statistical sample surveys (France). Most countries use one or two sources of data, which are often local and more or less complementary depending on how their statistical system is oriented, the type of support provided for the homeless and the importance of the homelessness in social debate.

##### 4.1.1.1 Little knowledge of time spent staying with third parties, in hotels or on the street

Those who are not looked after by support systems evade statistical detection. Several researchers have already identified the limited nature of data collected via administrative procedures (entry into centres, requests for housing) and their weak representativity: *"It appears it would not be feasible to rely solely on administrative data to monitor homeless people's pathways. This is in part because administrative data would only allow very limited research questions to be answered. More fundamentally, the results would be biased towards those households that maintain contact with participating agencies, and no data would be available for those that drop out of the system."* (Pickering et alii, 2003).

In different countries, different types of people are under-represented. Approaches that look at housing often miss single people (United Kingdom), and those focusing on temporary accommodation often fail to pick up homeless households or else fail to identify them as such. As a general rule, the statistics rarely include those who manage to find temporary accommodation with parents or friends. According to the statistics available in some countries (France, Australia, Finland), there are at least as many people residing temporarily with others (who have no fixed address or want to live in their own home, according to accepted definitions) as there are sleeping on the street and staying in hostels. Data collection systems are also very poorly suited to reaching individuals or households with sufficient resources to stay temporarily in hotels, guesthouses or bed and breakfasts. In France and Australia, censuses indicate that these people could number as many as a quarter or a third of people living in hostels. The homeless sleeping in the street for prolonged periods without calling on support services for help are also poorly covered, as are those living in small towns where there are few support services. Those living in hostels are easily the best known population, though there are a few gaps linked to the fact that organisations producing data do not have responsibility for the whole of the accommodation sector, whether these be the State (France, Denmark) or

national NGOs (Federatie Opgang, BAG W, Caritas Spain, FNARS, FIO.PSD). The number of hostel places occupied is between 3 and 12 per 10 000 head of population, depending on the country collecting the data. According to the available data, Italy, Spain and Denmark have a smaller number of facilities available than other countries, but we do not know if this is because they lack any individualised forms of temporary accommodation (in housing) or because these are not included in the field of the survey.

**4.1.1.2 Many local studies but few national approaches**

Charities collect most data at local level, while government administrations establish national or regional records. More is known about large towns and cities, capitals and the most built-up regions because of studies conducted by NGOs (Dublin, Vienna, Budapest, etc.), local authorities (Brussels-Capital, Hamburg, Munich) or research teams (Madrid, Prague, Budapest). This work is often carried out in countries where there are no national statistics available, and they target the population living on the street or in hostels. Sometimes they are used as trials for more extensive operations. This was true of the Polish survey carried out in the province of Pomerania, the methodology of which will probably be used on a larger scale. This is also true of the Parisian survey designed by INED, the method of which was reused and adapted for a national survey by the statistics institute, and the methodological tests conducted by the North Rhine-Westphalia regional statistics office (Annex 3.3), the wider use of which is under discussion.

We have tried to produce an evaluation of the coverage of homelessness in the EU15 countries. Our information about the new member countries is too patchy for us to produce a survey of them (Table 24).

**Table 24. Attempt to assess quality of coverage of statistical approaches in the EU15 countries**

TYPES OF SITUATION	Country														
	BE	DK	DE	EL	ES	FR	IE	IT	LU	NL	AT	PT	FI	SE	UK
Sleeping in a place not meant for human habitation (street, metro, car park)	.	.	.	.	.	x	x	x	.	x	.	.	xx	xx	xx
Staying in a hostel or housing run by an association or public body	xx	xx	x	.	x	xxx	x	xx	xxx	xxx	xx	.	xxx	xxx	xx
Staying temporarily with friends or family	.	n.a.	.	.	.	xx	x	n.a.	n.a.	n.a.	n.a.	.	x	xx	x
Living in a hotel room or family-run guesthouse (including bed & breakfast)	n.a.	n.a.	n.a.	n.a.	n.a.	x	x	n.a.	n.a.	x	n.a.	n.a.	x	n.a.	x

n.a.: information not available. Coverage: xxx good xx average x patchy . non-existent.

**4.1.1.3 Limited knowledge of the activities of local councils or support services, depending on the country**

In countries where information is based on the collection of data by local authorities (Germany (NRW), the UK, Finland, Ireland) there is a poor knowledge of the accommodation network, and particularly of centres managed by NGOs. It seems, for example, that in Germany and the UK, the public authorities are unable to assess the number places available in hostels throughout the country. In these countries, NGOs are not united around a central body, which would facilitate this kind of evaluation. Conversely, in countries where approaches by hostel facilities provide most information, social welfare organisations know little about the activities undertaken by local authorities in terms of access to housing and preventing eviction. In these countries, the organisations also tend not to know a great deal about the process of leaving prison or hospital and the problems with access to housing that this entails.

**4.1.1.4 Data collection methods that provide little information**

Not only is statistical coverage of homelessness patchy, but also where it exists, information taken from records held by support services and local authorities or resulting from exhaustive surveys is limited in terms of quantity and value for research purposes.

#### 4.1.1.4.1 *A small number of variables*

For reasons specific to each data collection method, little information is available. Many collections of data lead to the publication of aggregate data, and many others use a limited number of variables, or data that is mainly of use for managing support facilities (type of behaviour, state of health, reasons for admission). Questionnaire surveys also provide little information when they rely on small sample sizes, because the opportunities for combining variables are few.

#### 4.1.1.4.2 *Paths through homelessness: an aspect given little analysis*

Homelessness is a situation that can last a variable length of time, with frequent movements in and out. Current approaches, however, do little to capture these movements. Only the Danish register of clients of hostels gives an accurate picture of movements in and out of facilities, and multiple stays. As a general rule, cross-sectional approaches are not designed to measure residential mobility. At most, they can explain the circumstances that led to homelessness, but they can never determine the factors that facilitate resettlement. How long homelessness tends to last is largely unknown. Yet the duration of episodes of homelessness and the number of people affected are the two components of homelessness. Duration probably varies from one country to another in line with levels of social inequality, the possibilities offered by the housing market, and the effectiveness of social policies of redistribution or housing access. These are all factors that we should be able to determine in each country.

It also seems that data sources are not sufficiently precise about the ways people become homeless and even more, about the ways they move out of it. Very often, there seems to be confusion between the causes of housing loss and the way a person loses his home. Before analysing the causes, which are necessarily complex and manifold and difficult for those most affected or the organisations supporting them to see, it is important to describe the ways in which individuals move into homelessness, simply by specifying their housing conditions immediately before they became homeless, and moving in the opposite direction, their housing conditions following the episode of homelessness (see diagram).

#### 4.1.1.4.3 *Little comparability with general population surveys*

Comparing statistics on the homeless population with those on the total population within a single country can often be a risky exercise. Apart from a few statistical sampling surveys (France, United Kingdom), it is difficult to find much research from which it is possible to single out the characteristics of homeless people and compare them with those of the non-homeless population. It is true that the homeless are in an extreme situation, which could indicate a rupture with the normal world and the specific nature of which needs to be described. Yet the homeless are very close in social terms to the poorest non-homeless sectors of the population, as shown by the proximity of their social origins, their relationships with institutions such as the employment market or social security, and their movements into and out of homelessness and inadequate housing. According to the INSEE survey (2001), two thirds of those surveyed had once been tenants of their own homes and three out of ten mentioned being in work at the time of the survey. These characteristics would have passed unnoticed if the survey had not included general questions.

Now, comparability with the non-homeless population is the first step to be achieved if we wish to be able to make international comparisons. We are not talking about comparing the characteristics of the homeless in different European countries, but the position of the homeless relative to those with housing in the different countries. For example, the proportion of foreign homeless may seem higher in France than in other European countries, but this does not actually tell us very much because the proportion of foreigners among the population with a home is also higher there.

#### **4.1.1.5 Frequently criticised collection methods**

Whether it is because of the limitations of the collection methods we have just described or the magnitude of the challenges surrounding the number of homeless, where statistical data exist, they rarely escape being disputed or criticised.

##### 4.1.1.5.1 *Disputed or misunderstood data*

Definitions and sometimes even collection methods can be the subject of criticism. In the United Kingdom, the count of those living on the street is a particular target, attracting acerbic comment from the press, which on occasion calls the methodology used into question. In Italy, the survey by the Zancan Foundation at the request of the Observatory on Social Exclusion was criticised by FIO.PSD, the national federation of associations working

with the homeless, because the estimate of the number of homeless was felt to be too low.). In this case, the number of homeless contradicted the figures usually quoted. In France, the publication of the results of the INSEE survey of homeless users of support services also provoked a number of criticisms: one researcher in particular expressed surprise in a newspaper article at the difference between the data produced by INSEE and the data produced from records of telephone calls to the SAMU Social de Paris emergency number by people needing housing. Criticism is not the unique preserve of EU countries. In the US, for example, defenders of the homeless and the mayors of major cities mounted a legal challenge against the US Bureau of the Census for using a restrictive definition of homelessness and thereby reducing the amount of funds allocated to them.

Conversely, statistics institutes and researchers sometimes express doubts about the data produced by NGOs or homelessness charities. In a feasibility study produced in 1998, the Statistisches Bundesamt criticises the data produced annually by BAG W.

#### *4.1.1.5.2 Data that are not always published*

Data producers do not always publish their results, partly through caution because they are using exploratory methodologies, but also to avoid the risk of being contradicted.. For many years, the French Statistics Institute did not disseminate the results of its homelessness survey. Although at the time, the figure of 627 000 was regularly quoted in the press and even in specialist literature, the Statistics Institute's data indicated that only a few thousand people were living on the street. The Regional Statistics Institute in NRW published all the results of its pilot survey except for the total number of homeless. We can see the same reservations across the Atlantic too. No doubt having learned its lesson from the homeless census, the Bureau of the Census did not itself risk the publication of an estimate of the number of homeless from the results of the survey it undertook in 1997 among clients of homeless support services. Instead it distributed data on the characteristics of the homeless in the form of a ratio, leaving it to the Urban Institute in Washington, a partner in the project, to publish the number of homeless in a specialist work (Burt, 1999) several years later. In Quebec, there was a similar delay between the publication of homeless numbers and the dissemination of population studies.

The same cautious approach is also apparent among charitable organisations. It is clear that some do not broadcast all the information they have available. They do not publish the daily occupancy rates for their hostels, though these could be estimated from the systems for registering hostel clients (BAW-G, BAWO, Federatie Opvang, Algemein Steupunt).

Looking at the situation in the US, Rossi and Shlay stress that major disagreements exist regarding the number of homeless partly because there are few resources to remedy the problem, but also because the causes of homelessness are much in dispute. The conflict often centres around the problem of definition, the breadth of which can depend on the importance accorded to the problem (Rossi and Shlay, 1992).

Not only do the data produced give a limited and sometimes biased view of homelessness, but they are also difficult to compare between countries. This heterogeneity is partially due to the diversity of those producing information in this field.

### **4.1.2 The multiplicity and diversity of the institutions producing data**

By comparison with other fields, this survey highlights a number of features peculiar to the statistical coverage of homelessness. We can see that the organisations producing data are many and varied. In the main, they are public administrations and voluntary sector organisations. Depending on the country, NGOs and the State do not play an equal role in producing statistics, just as they do not perform the same functions within the system for caring for the homeless. Where charities are more active than public administrations or local councils in providing support (in kind) to the homeless, the records they keep are not focused only on accommodation activities.

In some countries, the State plays a central role both in providing support to the homeless and in collecting information through its ministerial statistics departments (United Kingdom, Finland, Denmark, Sweden) or exceptionally through the national statistics office (France), while in other countries the major charities often work with public or private research institutes and try to supply national data (BAG-W and Caritas in Germany, BAWO in Austria and Caritas in Spain). But there are also cases of collaboration, where data collection is funded by the State and carried out by the NGOs (Federatie Opvang in the Netherlands, Steunpunt Algemeen Welzijnswerk vrz among the Dutch-speaking community in Belgium), where complementary sources of information are pooled and data are collected jointly (Italy, where the survey sampling scheme was prepared by the statistics institute, the interviews by Caritas and the Zancan Foundation, and funding was provided by the Poverty Observatory) or where there is close cooperation between the public authorities and NGOs (Polish province of Pomerania). In some cases, the State and charities implement parallel information systems (in France, a few months apart, the Statistics Institute and FNARS carried out two surveys that were relatively similar in terms of methodology), which did not

prevent the non-governmental organisations from collaborating strongly with the statistical institute. They were closely involved with the drafting of the questionnaire and the participation rate in the survey was very high. We should also note that FNARS made its electronic directory of accommodation centres available to INSEE. There is no doubt that the joint work realised 8 years previously in the context of the "homelessness task force" of the CNIS and overseen by a NGO president contributed to the fruitful collaboration between researchers, statisticians, NGO representatives and public administrations.

Finally, there is wide collaboration among researchers in setting up data collection systems, whether at the request of NGOs (Serge Paugam (Sociological Observatory of Change) for FNARS, Pedro Cabrera (Comillas University in Madrid) for Caritas-Espagne, Anna Duracz Walczak), at the request of the public authorities (Andrea Rea for the Brussels-Capital region, Malcolm Williams for Plymouth and Torbay councils, Obadalova for the local council of Prague) or of statistics institutes (Maryse Marpsat, Jean-Marie Firdion (INED) and Julien Damon (CNAF) for INSEE, Fitzpatrick and Hinds for the statistics department of the Scottish Executive ), to mention only a few.

As there are so many different organisations involved, there is a particular problem with the way discussion and research into homelessness is broken down. The approaches taken by statisticians, researchers, representatives of government and NGOs do not necessarily target the same objectives.

The diversity of collection methods is explained primarily by the fact that the data are being collected for different purposes.

#### **4.1.2.1 Data collection approaches with different purposes depending on the country**

The way data on the homeless are presented in various documents is a good indicator of the way they are used and the reason why they were collected. Here we look at the way they are presented or delivered, or in other words, the types of document in which they are inserted and the position they occupy within these. As the subject of homelessness is very popular, the same data tend to be used in a number of publications. We will restrict our comparison to the first publications that were not concerned exclusively with these data. In most cases, they are documents published by organisations that contributed to the funding of the statistical operation. An examination of the structure of several national reports that use data on the homeless leads us to distinguish three methods of presentation: housing surveys published by housing ministries, reports on poverty and social exclusion published by the social affairs ministries and finally reports on the activity of homeless support services published either by local authorities or by NGOs (Annex 4).

##### *4.1.2.1.1 Housing surveys*

The first category of report is the annual housing survey, which compares supply and demand (households waiting for accommodation, particularly the homeless). The *Housing Market Report* published by the Finnish Housing Fund is a report of this type, as is the *Housing Investment Programme* in England. The statistical data are published at regular intervals in the form of tables, and definitions of the homeless population are broad and based on a precise legal framework. The number of homeless measured in this way serves as an indicator of the housing market and can be used alongside other parameters to guide local policy on house building or assistance.

##### *4.1.2.1.2 Reports on poverty and social exclusion*

The second method of presenting data is the report on poverty and social exclusion. This presents income inequalities, social minima and population groups that are particularly affected: children in Italy (*Commissione di indagine sull'esclusione sociale 2000b, Rapporto annuale sulle politiche contro la povertà e l'esclusione sociale 2000*), foreigners in France (*Observatoire national de la pauvreté et de l'exclusion sociale, Rapport 2001-2001*) and the homeless in all reports (Belgium, *8ème rapport sur l'état de la pauvreté en Région de Bruxelles Capitale, Observatoire de la santé et du social Bruxelles*). Within these documents, the subject of housing may be dealt with but the issue of homelessness then tackled in a separate section: the section on poverty indicators (Brussels-Capital) or the chapter on 'the faces' of poverty (France). In countries where the presence of homeless people is analysed in terms of poverty rather than inequalities in the housing market, surveys tend to be one-offs and target a limited field – people living on the street or in hostels. This statistical treatment could be likened to the treatment of social crises, as a short-term issue, rather than housing policy.

##### *4.1.2.1.3 Reports on the activity of support services*

Alongside reports issued by ministry departments and providing a range of data that does not focus exclusively on the homeless but looks at housing or poverty in general, there is a third type of document which does have a particular focus on the homeless and the services available to them (in a city, region or country). This type of

document is set out as a report focusing on the activities of support services, and it provides plenty of space for comment by managers of services (*La accion social con personas sin hogar en Espana, Caritas and Comillas University, Madrid, The Homeless in the Czech Republic – The Price of Freedom, Obadalová M.*) and even by the homeless themselves (*La problématique des personnes sans-abri en Région de Bruxelles-Capitale, Final Report, January 2001*). These reports, which in some ways resemble studies of the clientele of these services, tend to be organised as follows: description of services, description of clientele, and possibly also the opinion of the clientele on the services provided, opinion of the service providers on the issue of homelessness and ways to combat it. They are published on a one-off basis, and include a survey of the situation, showing the role played by those working in the sector, and particularly those funding the research (*Rough Sleeper Initiative – monitoring the target of ending the need to sleep rough by 2003 – second report 2001-2002*).

Most countries in which data is produced adhere to one or other of these three traditions. Sweden (and Denmark) seem to be the exceptions. In statistical publications, data relating to the homeless are not specifically attached to the problems either of housing or of poverty (*Sweden, Social Report 2001, Socialstyrelsen, National Directorate for Public Health and Social Services*) but are part of a more general picture of society, consisting of key headings (employment market, living standard, social vulnerability, social segregation). As in the case of alcoholism, criminality or prostitution, housing deprivation is viewed as a specific case of social vulnerability.

Statistical data therefore have different purposes but almost all of them come from support systems to help the homeless; this makes them difficult to compare. Please refer to Tables 25 and 26 for a synthesis of data collection methods.

#### **4.1.2.2 Many collections of government or charity data**

Public or voluntary institutions responsible for providing support to the homeless are the main producers of data. As a result the most widespread method is the exhaustive collection of (individual or aggregate) data rather than questionnaire surveys (Table 26).

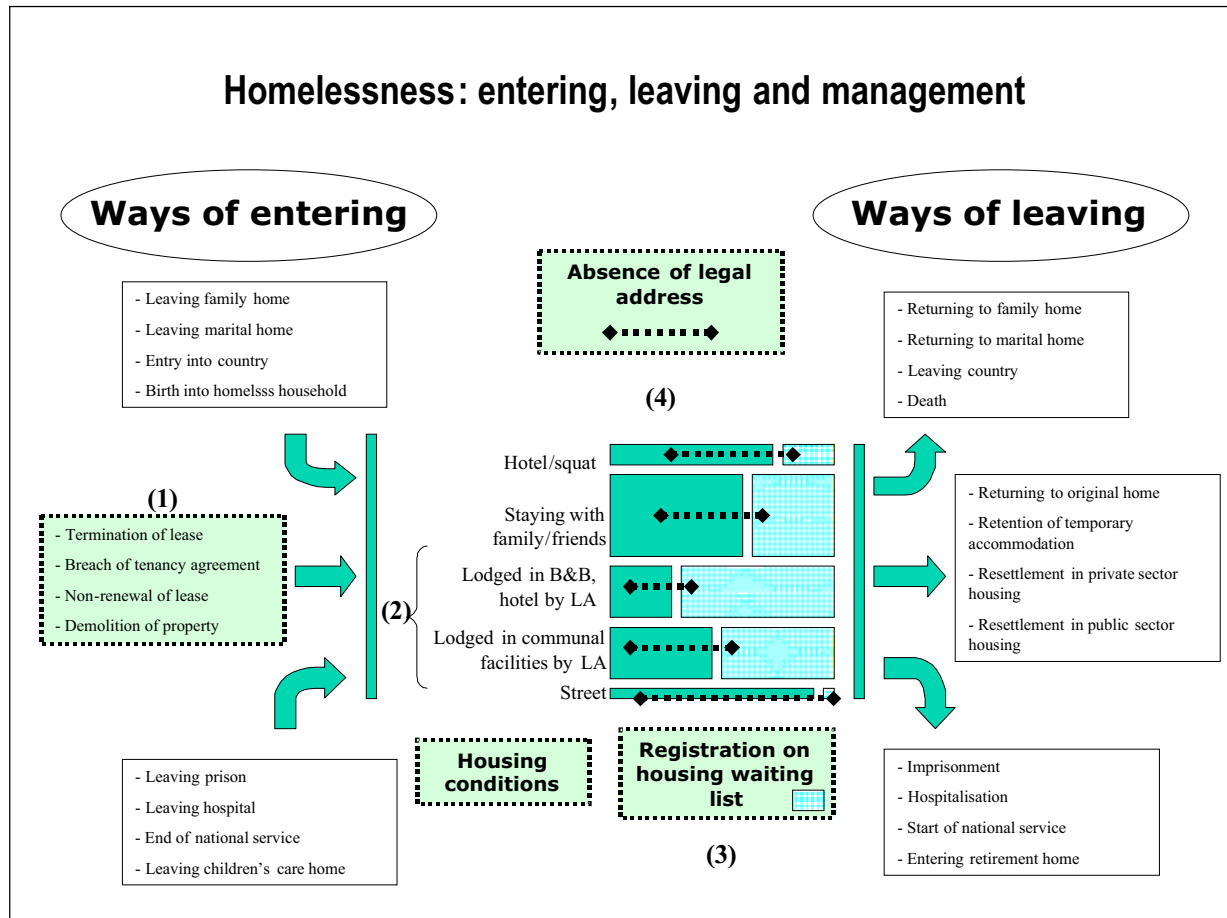
##### *4.1.2.2.1 The target population depends on the approach to support*

Data produced by government or charities cannot be compared because they are used to evaluate rather different approaches to support (part 1): responses to priority applications for housing, prevention of the risks associated with loss of housing, and provision of temporary accommodation. In other words, depending on the programme of support, the homeless are viewed as people who have been evicted from their home, or as people needing to be resettled, or given temporary accommodation or benefits. Obviously there is some overlap between these categories, but they do not cover completely the same ground. So on the one hand there are those who are defined by the way they became homeless (termination of lease, breach of tenancy agreement, non-renewal of lease, demolition of property) (Germany, NRW), and on the other there are the homeless who are identified as such because they use hostels (France, Netherlands, Denmark, Belgium, Spain, Italy, Poland, etc.) or the social services more generally (Sweden, Finland, Germany) and finally there are those selected by the fact that they will move out of homelessness through the accommodation offered them by the local council (United Kingdom, Ireland) (see diagram). To draw a parallel with another social phenomenon, unemployment, it would be like some countries producing statistics based on redundancies, or the number of unemployed who have just been laid off, other countries producing statistics based on benefit payments and a third group of countries focusing on the number of people registered as seeking employment at job centres.

##### *4.1.2.2.2 Few national or regional statistical surveys*

In parallel with these exhaustive collections of data, some countries have set up statistical surveys using questionnaires, either to find out in detail about the characteristics of people using a known support system, by interviewing them, or to contact the population that evades institutional networks. Denmark, for example, conducts a sampling survey of users of hostels in addition to its system for registering clients. Charities do the same with those who use their services, but often at local level. The questionnaire survey enables them to collect a greater wealth of firsthand information than would be gathered on admission. Other countries rely on surveys conducted by their statistics institutes to reach people who have no contact with local authorities ('household' surveys of the ex-homeless, street counts, in the UK) or traditional hostels (surveys of rough sleepers conducted among users of soup kitchens or 'household' surveys of those who have to share their home with another household, in France).

Diagram: Different ways of measuring homelessness



#### 4.1.2.2.3 Conflicting statistical traditions

To understand the diversity of the data produced, we should also remember that the EU Member States each have their own statistical system with its own history and particular characteristics. The divide between countries that have population registers and countries that do not is of fundamental importance here, as is the difference between countries in which data production is centralised and countries in which it is regional. It is hardly surprising then that these distinctive national characteristics are reflected in the way data concerning the homeless are collected. Germany has to produce information at the level of the Länder, there are no local data produced in France (except for Paris), data are produced regionally in Belgium and the UK, the practice of registration is socially accepted and the use of a specific identification system is possible in the Netherlands (also used for drug addicts), a general identification system can be used in Denmark and Sweden, and there is confidence in sampling surveys in France, the UK and Italy.

#### 4.1.3 Different classifications and reference periods

As there is great disparity between the collection methods, the data available are assembled using classifications and reference periods that make comparison difficult.

##### 4.1.3.1 Households or individuals: non-comparable units of analysis

The first indicator of the fact that collection methods are not really comparable is that some approaches to housing use households as the unit of account (United Kingdom, Ireland, Finland), so they cannot assess the number of homeless broken down into adults and children (only the data collection in NRW (Germany) counts both individuals and households). Conversely, information about residents of hostels is collected on an individual basis. Family relationships are therefore hidden. We have to look back to the origins of homeless support to analyse these differences. To begin with, hostels focused on single people: religious orders of women looked after women; male orders looked after men. Local authorities were more concerned with helping couples and families.

#### 4.1.3.2 Towns and cities or metropolitan districts: non-equivalent geographical divisions

If it were not possible to make national comparisons, one would hope that a comparison of research conducted in the major towns of different countries would be possible instead. But this would be risky, particularly if the aim was to compare the number of homeless. For geographical fields can be defined in different ways, generally in terms of administrative or statistical boundaries (municipalities, or metropolitan areas<sup>50</sup> that include the main town and outlying districts). Because hostels and other support services (soup kitchens, etc.) are not spread around evenly but tend to be concentrated in the town centre area, surveys conducted in municipalities will give a higher number of homeless per head of population than surveys conducted on larger metropolitan areas. It seems to us that for making comparisons, the metropolitan area is the most relevant geographical unit because the catchment area for support services extends across administrative boundaries.

#### 4.1.3.3 Day, week, month, year: a different reference period for each approach

Not only does the unit of analysis differ from one collection method to another, but also reference periods are very diverse. While NGOs produce data from collection systems that run throughout the year, which are generally exhaustive (though they sometimes use sampling (surveys)), government administrations, researchers and statisticians tend to use collection methods over shorter periods, from one day to one month. Thus, among the 10 statistical tools operated by NGOs described in the report, 8 supply continuous information throughout the year. Among the 28 mechanisms operated by national statistical institutes, public administrations and research institutes, 6 supplied continuous information throughout the year (table 25).

**Table 25. Grouping of data collection tools by their reference period**

Organisation producing the data	reference period of data collection tool				Total
	Day or week (*)	Month	Year	Day and year (or quarter) (**)	
Statistical institute	7	0	0	0	7
Research institute	9	1	1	2	13
Public administration	5	0	0	3	8
Charitable organisation (NGO)	2	0	7	1	10
Research institute/Charitable organisation (NGO)	1	0	1	0	2
Public administration/Charitable organisation (NGO)	2	0	0	0	2
Research institute/Public administration	2	0	0	2	4
<b>TOTAL</b>	<b>28</b>	<b>1</b>	<b>9</b>	<b>8</b>	<b>46</b>

(\*) In most cases, this involves a survey on a given day or for a given week, but sometimes the collection extends over a longer period but nevertheless allows estimation for an average day or week during that period.

(\*\*) It can happen that organisations use daily results to make annual extrapolations.

##### 4.1.3.3.1 Continuous collections or surveys throughout the year: non-comparable data

Ideally, the continuous approach has two advantages: it always provides more information and it takes account of seasonal variations. But in practice, the continuous approach fails to give a reliable picture of homelessness. It does not adequately take account of the number of people entering or leaving homelessness over a given period of time. Furthermore, no country has an observation system that is capable of gathering information on the housing conditions of every single person on a daily basis, or even just at regular intervals. NGO approaches in fact measure the number of services delivered (overnight stays, meals, etc.) throughout the year, and where there is a good system for removing double counts (which is not always the case), they also provide a count of the number of different people who have used support services during the year. When these support services are hostels, this information is of great interest from our point of view, because it indicates the number of people who, at least once in the year, have experienced one of the four cases of homelessness defined above. However, from the point of view of international comparisons, the information is not a great deal of use. The only indication it gives of the

<sup>50</sup> By metropolitan areas we mean agglomerations/groups of neighbouring municipalities.



number of people who have experienced this form of homelessness at least once during the year is very inadequate because it hides the parameter of the duration of homelessness (the total amount of time spent living in hostels). Comparison would only make sense if the average length of stay in hostels were the same in both countries. Looking at a case of two countries of an equivalent size, both characterised by the fact that 30 000 of their inhabitants visit at least one hostel during the year, but where the average length of stay is 3 months in one country and [a year] in the other, obviously homelessness is four times as high in the second country as it is in the first.

#### 4.1.3.3.2 *Surveys or data collections for one particular day: non-comparable data*

Collection methods where the reference period is very short are generally of high quality in terms of the lack of double counts, but in terms of international comparison, their contribution is rather limited if they are targeting a population whose size varies throughout the year (people who are sleeping rough or staying in emergency hostels). This is even more significant in view of the fact that seasonal factors do not have the same effect in all countries. So an influx of seasonal workers living in very insecure temporary accommodation during the summer months in the countries of Southern Europe should, all other things being equal, lead to an annual homelessness rate that is higher in the South than in the Northern European countries. Similarly, it is very likely that the closure of hostels in the summer or the ban on evictions during the winter could cause other seasonal variations in some countries.

#### 4.1.3.3.3 *Retrospective surveys: comparable approaches*

Provided that the translation problems are resolved, retrospective surveys offer the enormous advantage of facilitating the preparation of common definitions, which is not the least of their advantages. They also allow people's paths to be tracked, and are therefore an essential tool for determining the length of episodes of homelessness and how they follow on from one another. As we have shown, together with the number of people affected, the duration of episodes of homelessness is the second essential component of an accurate measurement of homelessness. It varies from one country to another according to different factors, including: levels of social inequality, the possibilities offered by the housing market, and also the effectiveness of social policies of redistribution or housing access.

Retrospective surveys can also be used to identify people who have been homeless in the past and therefore to make comparisons between countries of the proportion of ex-homeless people in different categories of the population.

#### 4.1.3.4 **Homeless people: a difficult statistical category to harmonise**

When data are produced outside support services, precise criteria need to be used to define homeless people. The discussion of definitions (section 2) and our discussion of the range of collection methods used give some idea of the problems involved with establishing the boundaries of homelessness. We have identified several areas of indecision surrounding the definition of the category of homeless people or households:

- type of habitat

Should we take the view that living in a caravan or a hotel room constitutes homelessness?

- level of comfort

Where does the boundary between a communal dwelling and individual housing lie? How should studios in communal facilities – a frequent configuration of centres for mothers and children – be classified? What criteria should be used to distinguish dilapidated housing from places not fit for human habitation? (for example, a cellar from a converted attic?)

- status of occupancy

There have been major developments in the field of transitional accommodation in recent years. How, for example, should we classify people who, while they are waiting to be resettled, are living in a private sector flat arranged by the local authority, which stands as the guarantor of their tenancy agreement? What about people housed in flats by NGOs who are contributing substantially to their own rent and occupancy expenses in line with a shared rental scheme? Are they homeless? And what about people who manage to retain their home through the support of the local authority or an association?

- the insecurity of the situation

Should someone staying long term with friends or family be viewed as homeless if the people providing the accommodation are not putting any pressure on him to leave? Or what if he does not want to leave? Is a household

in temporary accommodation paid for by the local authority with the legal guarantee of obtaining permanent housing in the next two years homeless in the same way as a household given temporary accommodation by an NGO or public body without the right to resettlement?

**Table 26. Principal characteristics of collection methods (key: (\*) government administration (A), statistics institute (S), researcher (R), charity (C) )**

Collection methods	Unit of analysis	Frequency	Region, producing organisation(s) (*), number of descriptive sheet (annex 7)	Reference period	Number of variables
Collections of aggregate data gathered from local councils	households/individuals	three-yearly annual quarterly	Ireland (A,29), Finland (A,8), North Rhine-Westphalia (S,17) England, Scotland, Wales, Northern Ireland (A,46,47)	particular day	8 to 12
			Bruxelles-Capitale (R/A,2)), Spain (R/C, 37), Spain (S,36) Luxembourg (R,32)		
Collections of aggregate data gathered from services providing for the homeless	support services and individuals	one-off	Vienna (C,1), Paris (C,15), Dublin (C,28), England (R/A,44,45), Germany (C,21)	average day and/or particular day	26 to 80
			Scotland (A,48), Sweden (A,39)		
Collections of individual data from institutions in contact with some homeless persons	individuals	one-off	France (A,13) Flanders (C,4), Netherlands (C,34) Denmark (A,7)	particular day year	11 to 50
			multi-annual		
Collections of individual data gathered from hostels	individuals	one-off	Flanders (C,5) Paris (A/C,14)	particular day	56 to 120
			annual		
Surveys of residents of hostels	individuals	one-off	Hamburg (R,24), Budapest (C,27), Pomerania (A/C, 35) Italy (A/C,31)	particular day	11 to 50
			one-off		
Combined surveys: street surveys and surveys of users of support services	individuals	one-off	Budapest (R,26), Torbay (R, 42), , The Hague (R, 33), Madrid (R,38), France (R/C,16), Germany (R/C,22), Germany (R,19), Paris (R,12), France (S,10)	week, month	120 to 1000
			one-off		
Surveys of users of support services	individuals and support services	one-off	Scotland (S,41), Netherlands (S), Helsinki (A) France (S,11)	average day	1 to 10 retrospective
			two editions		
'Household' surveys including questions on people being accommodated temporarily	individuals/ households	one-off	England (S,40), Scotland (S,41)	average day	3 to 11 retrospective
			two editions		
'Household' surveys including retrospective questions on homelessness	individuals	one-off	France (S,9), Belgium (R), European Union (opinion poll)(49)	average day	3 to 11 retrospective
			one-off		

**Table 27. Comparison of collection methods in terms of quality, comparability and data cost**

Collection methods	Quality of data produced	Comparability	Reservations	Examples of good practices	Cost
Collections of aggregate data gathered from local councils	Reliable but not very informative because only administrative records; double counts not processed very well when multiple sources are aggregated	poor	different legal frameworks	//	//
Collections of aggregate data gathered from services providing for the homeless	Quality depends on the precision of the inventory, which assumes good collaboration from all those involved	good	if a common field is defined using a single classification, the stress must be put on hostels	for the questions, the questionnaire from the survey conducted in Spain by Comillas University of Madrid on the initiative of Caritas (sheet 37) and also for the inventory of the one conducted by INE (sheet 36).	average
Directories of homeless facilities	These are not exhaustive, irrespective of whether they are carried out by public or private institutions	poor	coverage defects do not affect the same categories of facilities	for extent of coverage and wealth of information, the biennial FNARS directory (France)	average
Collections of individual data from institutions in contact with the homeless	The reliability of these collections of data is not always guaranteed, particularly if the reference period is a year and if double counts are not all removed, the identification of homeless people is difficult (data from NGOs), personal data protection is not always guaranteed	average	If the comparison is made at a particular date, but depending on the country, the institutions that look after the homeless differ, so this method compares the activity of these institutions rather than homelessness; surveys that take place on a particular night are subject to seasonal variations	for the range of institutions surveyed, handling of double counts, the Swedish survey (sheet 39)  for the counting and analysis of the characteristics of people sleeping in the street, and the choice of data collection periods, the Scottish Executive survey (sheet 47)	high
Collections of individual data gathered from hostels	Good, but not all the accommodation field is covered (France, Netherlands, Denmark), daily data are not always published, connection of stays to residents is not very good (Netherlands, Flanders). personal data protection is not always guaranteed dans le cas d'un enregistrement continu sur l'année	good	As long as the number of stays over the year is not compared and subject to the removal of seasonal variations by comparing use on an average day over selected periods several times a year and not on a particular date	the Danish records system (sheet 7) for identification of multiple stays and measurement of seasonality, the Dutch system for recording refusals of admission (sheet 34)	average
Surveys of residents of hostels	Good, but samples are generally too small, and non-responses not properly dealt with	very good	Idem with the possibility of harmonising questions too		average
Combined surveys: street surveys and surveys of users of support services	Little information, but good overall for exhaustive surveys and average for the 'street' part; poor in the case of sampling surveys (Italy); respect for the private lives of subjects is not always guaranteed	poor	surveys carried out on a particular night are subject to seasonal variations		very high
Surveys of users of support services	Very informative, good when samples are sufficiently large and non-responses dealt with; these surveys are methodologically complex, and the concepts are difficult to convey	good	services in the survey field must be similar because the calculation of weightings offers little flexibility for delimiting sub fields	survey by INSEE for the calculation of weightings, identification of homeless, good participation of support services (sheet 10); the Hungarian survey for the test of different weighting methodologies, (sheet 26) and Czech survey for the questionnaire (sheet 6)	high
'Household' surveys including questions on people being accommodated temporarily	Samples are too small to enable detailed analysis	good	provided a common questionnaire is prepared	Housing Survey conducted twice by INSEE (France) for the range of questions put to temporary residents (sheet 11)	poor
'Household' surveys including retrospective questions on homelessness	Samples are too small to enable detailed analysis	average	provided translation problems are resolved	the Scottish survey for the wealth of questions (sheet 41)	poor

## 4.2 Proposals

We have highlighted the multiplicity of sources and institutions producing data, and the diversity of definitions depending on the countries and also on the different institutions producing the data (researchers, statisticians, voluntary sector organisations). Homelessness is poorly understood not only in terms of its extent and diversity, but also qualitatively. The people and households affected by it are much less well known statistically than those who do have a home. Where they exist, collection methods have little comparability and their use may show, paradoxically, that countries with the best-developed support services have the highest numbers of homeless people. Despite this rather gloomy overall assessment, we have identified a number of national approaches that could be extended to other countries and thus facilitate international comparisons, while improving overall information about homelessness in the European Union.

### 4.2.1 Objectives

#### 4.2.1.1 The measurement of homelessness at regular intervals

The objective we propose is the regular measurement of the proportion of people (or households) in each of the situations falling within the definition of homelessness. This would mean calculating at regular intervals the number of people staying with third parties on a temporary basis, and the number of people living in hostels, hotels or other lodgings (because they have no home), obviously depending on the definition used. These figures would then be aggregated to give an overall figure for homelessness. There are many advantages to this approach. Regular measurement would, for example, enable allowances to be made for seasonal variations in homelessness, which are likely to differ from one country to another (see box).

From a methodological point of view, this approach (which we would describe as cross-sectional) is easy to implement because the figures can be calculated separately for each segment of the definition, possibly using different data collection methods for each segment (household surveys, registers, and even street counts). In terms of uses, it offers many possibilities. Even if not all countries are able to cover the entire field or do not wish to, partial comparisons would still be possible, which would not be the case with a longitudinal approach, i.e. one that stretched over the whole year.

In addition, if it were measured in this way, homelessness would easily fit into the general classification of housing situations, which also refers to very specific periods. It would facilitate checks with external sources such as census data, and even comparisons with additional data such as the capacity of hostels, which are themselves cross-sectional measures.

#### 4.2.1.2 Describing the characteristics of homeless people using direct surveys

It seems necessary to do more than a simple count of cases of homelessness and to interview those affected or those who have been affected in the past rather than just using predefined sources. The statutory information provided by hostel managers – information that is often very detailed and complex – is difficult to compare with similar information from other countries and does not give any clue as to the housing conditions of temporary residents; similarly the information given by those providing temporary residence is not necessarily reliable. Provided that translation problems are resolved, direct surveys have the benefit that they encourage the emergence of common definitions. The questions used could be based partly on surveys of households, which are already fairly well harmonised and would therefore make international comparison easier. In the same way that households in accommodation are asked about their daily life, home comfort, professional activities and income, it would be interesting to have similar information about the homeless. The questions would need to be adapted to bring to light specific factors that affect their daily lives: dependence on services for the homeless, uncertainty as to how long temporary accommodation will be available, possible separation from spouse or children. Direct surveys of homeless people would also be advantageous because they would enable European homelessness figures to be calculated using harmonised classifications for population sub-groups such as the unemployed or foreigners, or for categories of households (single people, etc.), so that the categories of the population most affected by homelessness could be identified.

**Box : a homelessness indicator**

The introduction to this report mentioned the requirement not only to propose a homelessness indicator but also to describe in detail the population affected.

The proposed indicator is expressed as the ratio of the number of nights of homelessness to the total number of nights for a population over a particular period of time. If the reference period is a year, the indicator is defined in the following way:

$$\text{Annual indicator of homelessness} = \frac{\sum_{j=1 \text{ to } 365} \text{Number of people without overnight accommodation (j)}}{\sum_{j=1 \text{ to } 365} \text{Number of people without overnight accommodation (j)} + \sum_{j=1 \text{ to } 365} \text{Number of people with overnight accommodation (j)}}$$

This rate can be interpreted in two different ways, depending on whether a longitudinal or cross-sectional point of view is used.

**Longitudinal approach**

The numerator could equally be expressed as the product of the number of people who have been homeless at least once during the year when they would have liked to have had a home, multiplied by the total length of homelessness they have experienced (consecutive nights or otherwise) during the year in question.

$$\text{Annual indicator of homelessness} = \frac{\sum_{p \in P} \text{Duration of homelessness of person (p)}}{\sum_{j=1 \text{ to } 365} \text{Number of people without overnight accommodation (j)} + \sum_{j=1 \text{ to } 365} \text{Number of people with overnight accommodation (j)}}$$

where  $P$  is the total number of people who have been homeless at least once.

Presented in this way, the indicator shows that the level of homelessness depends on the number of people becoming homeless during the year (including those who are homeless at the start of the year) and the average duration of the situation during the year. Please note that the same rate of homelessness in two different countries could correspond to two extremely different situations: a small number of people affected during the year but for a long period of time, or conversely many people affected but for relatively short periods of time.

**Cross-sectional approach**

By assuming on the one hand that the number of homeless people is small compared with the number of people with a home and on the other that the number of people in accommodation is stable during the year, this indicator can also be expressed as the annual average of daily rates of homelessness:

$$\text{Annual indicator of homelessness} = \frac{1}{\text{Population} * 365} \sum_{j=1 \text{ to } 365} \text{Number of people without overnight accommodation (j)}$$

In this form, the indicator highlights the seasonality of homelessness. If the level of homelessness was constant over time, the homelessness indicator would simply be expressed as the rate of homelessness on a particular night (it would not matter which), i.e. as the ratio of the number of homeless people on a particular night to the size of the population (with their own home or wanting to have their own home).

Under what conditions could the annual homelessness rate be estimated? What would be the best method of reconciling the calculation of this indicator with the description of those affected?

Two strategies for calculation could be envisaged. One involves estimating the rate of homelessness day by day, from cross-sectional data, or if that was not possible, at regular intervals throughout the year. The underlying hypothesis would then be that rates remain stable between two measurements. The other collection method would be to find out the number of people experiencing homelessness during the year and also the duration of this experience, which would require the availability of longitudinal data. In terms of method, the question is therefore whether to favour the longitudinal route (the collection of information on individuals) or to implement a cross-sectional data collection approach. The answer to this question depends on the type of definition used, but also on the information systems available in each country. An examination of the collection methods suggests the cross-sectional approach would be better.

*To draw a parallel with the tracking of unemployment, to quantify unemployment, the fairest way of measuring the level of unemployment during the year would be to compare the number of days of unemployment in the year with the size of the active population. There are two potential ways of doing this: the first is to find out the number of people who become unemployed and the duration of periods of unemployment, and the second is to calculate the unemployment rate at regular time intervals. This is the method selected in practice, for one simple reason: there is no way of identifying exhaustively the number of people who become unemployed. The only information available is registrations at job centres.*

## 4.2.2 What are the most relevant methods for meeting these objectives?

To answer this question, we have classified the collection methods described in section three according to three criteria:

- data quality (reliability, completeness, simplicity, personal data protection, consistency with other data);
- international comparability and transposability to other countries;
- cost (see annex 8 for some estimates).

Please refer to Table 27. For each method, we mention, by way of illustration, the approaches that we felt were best. Readers wanting greater detail on these methods can refer to the questionnaires used for these approaches (Annex 6). The analysis revealed that four collection methods could be used: collections of individual data and aggregate data from hostels; household surveys that include questions about temporary residents ; and surveys that include retrospective questions on homelessness. On the basis of this, we developed the proposals detailed below. But before we tackle the issue of quantification, we must propose a method for agreeing a classification of all housing conditions and for homelessness in particular.

## 4.2.3 Defining homelessness from a classification of housing conditions

### 4.2.3.1 Proposals

The principle behind a classification of housing conditions is that it can combine several dimensions: the physical dimension (in what type of 'habitat' is the person spending their nights?), the legal dimension (by what right or with what status is the person occupying these premises?) and the dimension of time (for how long can the person stay there?). It can also include a fourth dimension: that of comfort (electricity supply, damp, noise, etc.). On this basis, homelessness would be defined by a maximum of four parameters. One of the challenges is to ensure that no situation is forgotten and that situations are classified in such a way that the resulting categories solve the problems of researchers, NGOs and government administrations. Annex 5 gives an example of a classification that does this, used by INSEE in France.

The construction of the classification should involve consideration of the way the two concurrent units of analysis, individuals and households, are used. They both have some value. A classification based on individuals would provide relatively fine detail. Although all the occupants of one place of abode may be experiencing the same comfort and physical aspects of the dwelling, they do not necessarily all enjoy the same status of occupancy, or the same degree of security. But a classification applied to households would be better suited to the comparison of family configuration and living standards (salaries, social security benefits) and the study of housing demand.

One thing is certain though, and that is that a classification of this kind could not be developed without the close collaboration of specialists from various disciplines and fields, and without qualitative interviews and testing of questionnaires being carried out.

### 4.2.3.2 Advantages

The report has used an exploratory definition of homelessness, a category designed to produce the widest possible survey of collection methods. But consultation on the definition proposed by Eurostat met with serious reservations on the part of NGOs, government administrations, researchers, statisticians and the general public, some of whom found it too narrow and others too broad or wrongly focused exclusively on housing conditions. If a classification could be constructed, it would constitute a good tool for developing a common definition of homelessness and defining homogeneous subsets of homelessness, while highlighting borderline situations.

A classification should also serve to analyse residential trajectories. On the basis of this classification, we propose, for example, the classification of ways of entering and leaving homelessness into three subsets. Firstly, there would

be methods of entry (departure) related to demographic and family events (leaving (returning to) family home, leaving (returning to) marital home, entering (leaving) country, birth (death) in a homeless household). These events affect individuals, not households. A second example of the circumstances by which individuals enter and leave homelessness is admissions to and departures from institutions (prisons, hospitals, military barracks, children's homes). Finally, a third group of circumstances, this time affecting households and consequently individuals, is the loss of legally occupied housing (termination of lease, breach of tenancy agreement, non-renewal of lease, demolition of property), or in terms of leaving homelessness, the signature of a contract through which a household can once again legally occupy a property after being homeless (return to former home, temporary accommodation becoming permanent in law, resettlement in private sector accommodation or social housing).

### 4.2.3.3 Problems and limitations

The first two dimensions of the classification may appear in similar ways in many statistical approaches, but the same cannot be said for the legal dimension, the harmonisation of which is more complex. Tenancy contracts, rules governing accommodation centres, rights to housing, and the duty of local authorities or families to provide housing to the homeless take different forms in different countries.

Moreover, the most difficult dimension to conceive of and measure statistically is that of insecure housing conditions. We have seen how statisticians were not keen on the inclusion of concepts that are difficult to describe or situations that are difficult to find out about, such as 'the risk of becoming homeless'. However, there must be a way of bringing together within a homogeneous category (from the point of view of insecurity), and identifying, a set of situations such as detention with the prospect of having no home when one leaves prison or hospital, temporary residence with family or friends or in a hotel room or Bed & Breakfast, for people who do not have their own home.

## 4.2.4 Improving the monitoring of accommodation facilities

### 4.2.4.1.1 Proposals

In each country, it would be useful to draw up an exhaustive inventory of accommodation facilities run by local authorities and charities, and keep this up to date. Since funding for beds often comes from several organisations at once, funding should not be used as the criterion for identifying facilities, but rather the organisation that runs the establishment, whether public or private, and whether the organisation owns or leases the premises used to accommodate the homeless. Organisations running facilities would be interviewed twice (or four times) a year, in summer and winter, to find out the main characteristics of their facilities. They would be asked to keep a daily log over a period of one (or two) weeks of the number of people accommodated (number of children, adults, and households) for each type of accommodation and of the number of people to whom admission was refused. The classification of housing conditions would need to be used to characterise these facilities from a 'physical' point of view (individual accommodation, hotel room (Bed & Breakfast), studio, bedroom or dormitory in communal facilities) but also from a legal point of view, by defining the status of those to whom accommodation is provided (existence of a tenancy contract, immediate or indirect admission procedures, contribution to accommodation costs, prospects of resettlement), and including information on length of stay. This operation would not require the collection of individual data, only of the aggregate data for each facility.

The methodology proposed must cater both for countries with a registration system for users of accommodation centres and for countries without such a system. There is nothing to prevent countries with such a system from calibrating it to supply the sorts of information requested (average number of persons accommodated during a two-week period in July, in December, characteristics of clients on a given date).

However readers are reminded :

- 1) that the issue is not the choice between electronic or paper transmission of data, but between the development of continuous registration of users of accommodation centres and/or regular questionnaire surveys amongst managers of accommodation centres. Clearly such a questionnaire could be computerised. Taking INSEE as an example, most questionnaire surveys are computerised: interviewers use the CAPI system to control data entry and for electronic transmission of data;
- 2) that for ethical reasons, INSEE does not recommend continuous registration of service-users because, in certain countries, this technique could introduce risks for persons recorded in this way;
- 3) that at present, no country has a registration system which captures all accommodation centres on the national territory in a standard manner;



4) that not all the details required to inventory accommodation centres is available in client files ; in order to compare the forms which homelessness takes in the different countries, it would be desirable to describe accommodation structures within a harmonised classification of housing conditions (eg. does it supply individual or collective solutions; what sort of contract ties the user to the centre; is there a maximum duration...) – for which much of the information is not currently captured within registration systems, or needs to be harmonised.

The key question is to choose the method of data collection : three solutions can be envisaged.

- (a) self-completion of a questionnaire by centre managers : in electronic format, or in paper format where computer facilities don't exist;
- (b) completion of the questionnaire by surveyors who contact centre managers by telephone;
- (c) completion of the questionnaire by surveyors on the basis of face-to-face interviews with centre managers.

Clearly, the data collected is of better quality (accuracy, reliability) when the information is compiled by surveyors (especially during face-to-face interviews conducted on site in accommodation centres) but the associated cost is higher.

#### **4.2.4.1.2 Advantages**

A standardised and regular inventory of accommodation facilities would enable comparisons to be drawn regarding the number of people accommodated on an average day in each country, taking account of the problems associated with daily and quarterly (half -yearly) seasonality. The frequency of the operation would indicate this. The principle is to conduct the survey during periods of the year when the use of facilities is at its lowest and highest, taking account of the opening periods of centres and rates of occupancy, whilst adapting to existing systems. Finally, measurement of refusals of admission would be a good indicator of demand for accommodation.

#### **4.2.4.1.3 Problems and limitations**

Countries that have never produced an inventory of accommodation facilities will be faced with a relatively heavy workload. The use of sampling could be envisaged, particularly in large countries. The inventory and interviewing would be carried out exhaustively, but in a limited number of towns and cities selected at random. This would also reduce the workload of centre managers. Not all of them would be interviewed every year. However, countries that already have a system for recording clients of hostels would need to make it exhaustive if it wasn't already, and to configure it to send the required information.

### **4.2.5 Interviewing users of accommodation facilities by questionnaire**

#### **4.2.5.1.1 Proposals**

To complement the above system, which focuses essentially on the facilities themselves, a sample of users of hostels would ideally also be interviewed every three or five years, with interviews being conducted during the same periods as the counts carried out by managers. The target population would be users on an average day during the collection period. The questionnaire could be split into two sections. One section, the 'common core', would contain general questions selected from ordinary surveys that had already been harmonised, a module of retrospective questions on periods of homelessness identical to the module used on the general population, and finally a module on time spent living rough during the weeks prior to the survey. The 'variable' section would provide space for national and/or specific areas of interest.

#### **4.2.5.1.2 Advantages**

Firstly, it would not be necessary (in fact, quite the contrary) to produce exhaustive data, particularly as this is rarely achieved in the context of administrative rectification. In addition, this method would have the benefit of linking all the statistical approaches, while providing a detailed description of the population using hostels. The questions on sleeping rough would give a minimum estimate of the daily population of rough sleepers. Countries wanting to do so could also conduct a survey of those using soup kitchens or other types of support service to provide an even better knowledge of rough sleeping. For a complete picture of those concerned, it would only be

necessary to interview those users of support services who had not slept in hostels, applying the weight distribution method for example.

#### *4.2.5.1.3 Problems and limitations*

While interviewing people in communal facilities does not pose any particular problems, conducting surveys of people in individual accommodation provided by NGOs or local authorities is a more difficult enterprise. The institutions providing their accommodation must be authorised to send their contact details out, or to make a venue available to interviewers to conduct interviews so that their anonymity is respected.

There is one disadvantage to this collection method: it ignores the dynamic aspect of homelessness because it relies on a relatively short data collection period, and it even gives a biased image by over-representing lengthy episodes to the detriment of fleeting experiences of homelessness. For this reason, it would also be a good idea to conduct a retrospective survey among the general population.

### **4.2.6 Interviewing people staying temporarily with households by questionnaire**

#### *4.2.6.1.1 Proposals*

To do this, questions intended for people staying with friends or family because they have no home of their own would be introduced into a general population survey at an advanced stage of harmonisation. It would be necessary to select a survey conducted over a sufficiently long collection period, and one that was compatible with the survey of residents of hostels so that a calculation of this type of homelessness could be made. Questions should be addressed to those affected by homelessness rather than to members of the household providing accommodation. Initially it would be necessary to test different criteria to identify these people: the absence of a fixed address, the desire to have a home of their own, the need to leave their temporary accommodation after a certain length of time, the fact that they do not pay rent.

#### *4.2.6.1.2 Advantages*

This proposal is relatively low cost because it relies on existing surveys. This type of survey would target those homeless people who most evade statistical coverage because they make little use of services provided by NGOs or public organisations.

#### *4.2.6.1.3 Problems and limitations*

These surveys require large samples. Furthermore, there is no certainty that these questions would be received in the same way in every country. Being temporarily resident in this way is just about tolerated in some countries (organisations that run social housing often do not allow several households to live in the same accommodation), while in others it is considered to be completely normal and even compulsory for family members (as part of the obligation of maintenance). So it is not unlikely that the non-response rate would vary from one country to another.

### **4.2.7 Interviewing the ex-homeless through 'household' surveys**

#### *4.2.7.1.1 Proposals*

Retrospective modules on homelessness could be introduced cheaply and easily into general surveys that are already being harmonised, such as the workforce survey or the household budgets survey, and, if possible, into a section on housing conditions. Obviously it would be preferable to integrate the questions into the same survey as the questions on people who are temporarily resident with a household. If samples are not sufficiently large, it would be better to put the samples of several successive surveys together. To improve and harmonise the questions, re-questioning on the basis of qualitative interviews could be envisaged in the test phases. It should be borne in mind that in retrospective surveys of households, only the ex-homeless living in their own homes at the time the data is collected are interviewed (those who have died or who are living in an institution are omitted from the survey field). Countries that use registers of individuals to select their samples and thereby reach people living in communal facilities should be able to quantify and characterise the selection bias by checking whether at the same age there are more ex-homeless living in retirement homes or their own accommodation. In other countries, it would be better to introduce the retrospective module on episodes of homelessness into surveys of populations living in communal facilities (those being detained, those in hospital, residents of retirement homes) to ensure the selection bias is the same in all countries.

#### 4.2.7.1.2 *Advantages*

Retrospective surveys can include the best-known aspects of homelessness (sleeping rough or in hostels) but also the aspects least observed by administrative systems, such as short-term episodes, unlawful occupancy of accommodation or temporary stays with friends or family or in hotel accommodation. The information gathered on these insecure situations is probably of better quality when it relates to the past rather than the present. Not only do unlawful occupants or people staying with friends or family have much less chance of being interviewed during a survey of households than the usual members of an ordinary household, but in addition, they may be reticent about discussing their current housing conditions. While the data produced by hostels very often do not know the residential history of the people being accommodated, and know even less of their future, retrospective surveys improve knowledge of the events likely to occur not only before but also after episodes of homelessness, in particular the circumstances of access to a new home. In other words, retrospective surveys are a unique opportunity to understand why people lose their homes, but also how they succeed in finding a new home when they have not had one. Provided that common categories can be developed in the sphere of public activity, there is the possibility that EU Member States can be compared on two fronts: the circumstances that help to keep people from losing their homes and the factors that help them to find accommodation when they have been homeless.

#### 4.2.7.1.3 *Problems and limitations*

These surveys require large samples. We know, from experience, that around 500 people are ex-homeless for a sample of 15 000 households.

Retrospective surveys rely on statements by those interviewed and not real-time observation of situations. They are therefore limited by the ability of respondents to remember, particularly those whose residential history has been complex or who are old. The vocabulary used in these questions can give rise to errors of interpretation, because it does not have the same meaning for the researcher, the statistician or the subject of the survey. We have shown (section ) that the concept of 'homeless' for example could be understood in many different ways. Retrospective questioning and its translations must therefore be as precise as possible.

It should be borne in mind that in retrospective surveys of households, only the ex-homeless actually living in their own homes at the time the data is collected are interviewed (those who have died or who are living in an institution are omitted from the survey field). One way of reducing the effects of this selection bias would be to limit the interviews to those aged under 60. Whatever the case, unlike cross-sectional operations, retrospective surveys under-represent the longest episodes of homelessness (Rossi, 1991). Where episodes of homelessness are prolonged and frequent, those concerned will have less chance of being interviewed as part of a survey of households, because you need to be staying in accommodation to be reached by a survey of that kind. It remains to be seen whether this bias has too significant an effect on international comparisons.

### 4.2.8 **Launching a discussion on the best way of using censuses**

#### 4.2.8.1.1 *Proposals*

Censuses are the most exhaustive source of information available to statistics institutes. They should therefore be a useful complement to the approaches described above. But unlike the US or Australia (Annex 3.7), EU countries hardly ever use censuses to describe the homeless population as a whole, except in a few countries among the new members, such as Poland. Occasional operations exist within the framework of certain censuses, such as counts of people sleeping on the street (not necessarily published), but to our knowledge, there is no overall approach like the approach used twice in Australia. This situation should not be a surprise when it comes to countries that rely on registers to conduct a population census because we know that registers are a data source ill-suited to tracking people on the move. To identify homeless people, it is not important to know where the population is living lawfully, or in other words, where members of the population are registered, but rather where they are *actually* living on the day of the census. On the other hand, in countries where the census is based on an inventory of housing and communal accommodation followed by the direct interrogation of all occupants using a booklet which consists of several pages, it should be possible to determine or complete some aspects of homelessness. Because this report has not produced a sufficiently detailed analysis of census practices, we suggest a study of the subject be undertaken.

#### 4.2.8.1.2 *Further comments*

Firstly, censuses should facilitate the identification of people and households whose principal residence is a hotel room, guesthouse or Bed& Breakfast type accommodation and who do not own or run the property. The evaluation of data collection systems showed this form of homelessness to be the least well documented. The main difficulty

lies in isolating people who live in hotels not by choice, like those with means, but because they have nowhere else to live. The Australian approach has been to distinguish between classes of hotels from the average income of those living there, and to classify people living in the cheapest hotels and guesthouses as homeless. Although no censuses collect information on incomes, it would be possible to rely on socio-professional criteria and the employment status of residents (in work, unemployed, inactive, etc.)<sup>51</sup> to give an indication of income.

The census could also be used to provide an inventory of **communal** hostels, provided that they were distinguished from other communal dwellings. This is rarely the case. Depending on the country, homeless hostels are grouped with youth hostels, nurseries, retirement homes, children's homes, transit centres, homes for the disabled, etc. It would potentially be possible to subdivide these categories.

On the other hand, it is impossible to identify hostels consisting of individual units (that may be shared by several homeless people) because a census is taken of these in the same way as ordinary housing, and there is no possible distinction. The census booklet is too small to determine precisely the status of occupancy of respondents, in particular those in a complex situations (dependence on a local authority or NGO). So in Australia, studies of the subset of the population living in accommodation provided by institutions do not rely on the census but on the use by the statistics institute (ABS) of data collected by SAAP, a national organisation covering all hostels. In countries where hostels are essentially communal (see section ?), the census is an appropriate tool to produce an inventory of them and describe the people who use them (Poland probably). In other countries, the census can shed light on communal hostels (Brousse, de la Rochère, Massé, 2004).

The final contribution of censuses, and undoubtedly the most promising, is that adults staying temporarily with another household should be able to be identified using a relatively short questionnaire that asks them if they have a fixed address.

## Concluding remarks

**The knowledge and account taken of homelessness will not progress simply by increasing the number of surveys focusing specifically on the homeless population. This is a concern that should be shared by all those designing studies, so that the focus shifts to the way the whole of the housing market operates. Survey quality should be developed, encouraging the direct acquisition of knowledge from those affected, in a partnership between people from many different disciplines and organisations.**

---

<sup>51</sup> In France, on an exploratory basis, we obtained the following results from the 1999 population census: the number of people whose hotel room was their main residence was 51 400; adults fell into the following categories: 22 000 had a job, 10 400 were unemployed, 14 500 were inactive (including 6 200 retired). Of the 22 000 in work, a quarter were self-employed and 3/4 employed, of whom more than 70% worked as labourers or employees. To refine the selection, additional information could be used, such as the number of cars owned.

## BIBLIOGRAPHY

- ABDUL-HAMID W., 1998, "The use and abuse of statistics on homeless people", in D. Dorling and L. Simpson (eds) *Statistics in Society*, London: Arnold.
- ABELESS M., BELLIER I., 1996, "La Commission européenne : du compromis culturel à la culture politique du compromis", *Revue française de science politique*, vol.46, n°3, pp.431-456.
- ADAMS C., 1986, Homelessness in the post-industrial city, *Urban Affairs Q*, 21, pp. 527-549.
- ALBERT B., DAVID F., *If the nets break... Homelessness in Hungary from a Network Perspective*.
- ALIAGA C., BROUSSE C., FOURNIER L., PLANTE N., 2003, « France-Québec : une comparaison de la population des sans-domicile usagers des services d'hébergement ou de distribution de repas chauds », *Santé, Société et Solidarité*, n°1.
- ARDILLY P., LE B LANC D., 2001, "Échantillonnage et pondération d'une enquête auprès de personnes sans domicile : un exemple français", *Techniques d'enquête*, vol. 27, n° 1, pp. 117-127.
- ATKINSON, CANTILLON, MARLIER, NOLAN, 2001, "Indicators for Social Inclusion in the European Union".
- AVRAMOV D., 1995, *Homelessness in the European Union: the social and legal context of housing exclusion in the 1990s*, Fourth Research Report of the European Observatory on Homelessness, Fédération Européenne d'Associations Nationales Travaillant avec les Sans-abri, Brussels, 216 p.
- AVRAMOV D.(ed.), 1999, *Coping with Homelessness*, Ashgate Publishing.
- AVRAMOV D., 2001, "The Changing Face of Homelessness in Europe", in Valerie Polakow and Cindy Guillean (eds) *International perspectives on homelessness*, Westport: Greenwood Press.
- BAG W, Bundesarbeitsgemeinschaft Wohnungslosenhilfe, 2000, *Statistikbericht der BAG Wohnungslosenhilfe 1997-1998*, Bielefeld.
- BEGIN P., CASAVANT L., MILLER C HENIER N., DUPUIS J., 1999, Homelessness Report by the Staff of the Parliamentary Research Branch of the Library of Parliament, Canada, *Homelessness*, January 1999.
- BELLIER I., 1995, "Moralité, langue et pouvoir dans les institutions européennes", *Social Anthropology*, 3(3), pp. 235-250.
- BÉNYEI Z., GURÁLY Z., GYURI P., MEZEI G., *After Ten Years*, Report on the Homeless in Budapest – 1999, Homelessness in Europe, International Conference, Hajszolt, *Balatonföldvár - Hungary 28-30. October 1999*
- BÉSSIÈRE S., LAFERRÈRE A., 2002, "Aux marges du logement : résidences multiples, résidence partielle, cohabitation et hébergement d'après l'Enquête Logement de 1996-1997", INSEE, Direction des statistiques démographiques et sociales, Document de travail, n° F0204.
- BLASI G. L., 1990, "Social-policy and social research on homelessness", *Journal of Social Issues*, vol. 46, n°4, pp. 207-219.
- BLAU D., 1998, *The visible poor: Homelessness in the US*, New-York, NY: Oxford University Press.
- BØRNER S., KOCH-NIELSEN INGER, 1999, "The heterogeneity of Homelessness and the Consequences for Service Provision", in Dagana Avramov (ed.) *Coping with Homelessness: Issues to be tackled and Best Practices in Europe*, Aldershot.
- BØRNER S., 2001, "Understanding Homelessness and Social Policy in Denmark", in Polakow V. and Guillean C. (eds) *International perspectives on homelessness*, Westport: Greenwood Press.
- BOURDIEU P., 1986, "La force du droit. Eléments pour une sociologie du champ juridique", *Actes de la recherche en sciences sociales*, 64, pp. 3-19.
- BRECKNER I., 1998, *Wohnungsnot, Obdachlosigkeit*, in Harmut Häu•ermann (Hrsg.) Gro•stadt. Soziologische Stichworte, Leske+Budrich, Opladen.
- BRESSON M., 1995, "Sans-adresse-fixe, sans-domicile-fixe, réflexion sur une sociologie des assistés", *Revue Française des Affaires Sociales*, 49: 2-3.
- BROUSSE C., de la ROCHÈRE B., MASSÉ E., 2002 ?, "L'enquête de l'INSEE auprès des usagers des services d'hébergement et de distribution de repas chauds. Une méthodologie inédite pour étudier la population des sans-domicile", *Courrier des statistiques*, n° 9.
- BROUSSE C., de la ROCHÈRE B., MASSÉ E., 2003, "The INSEE survey of users of shelters and soup kitchens : An original methodology for studying the homeless", *Courrier des statistiques*, n° xx (à paraître)
- BROUSSE C., de la ROCHÈRE B., MASSÉ E., 2004, *L'enquête auprès des sans-domicile usagers des services d'hébergement et des distributions de repas chauds*, INSEE Méthodes (à paraître).
- BURNAM A., KOEGEL P., 1988, "Methodology for Obtaining a Representative Sample of Homeless Persons", *Evaluation Review*, 12(2):117-152.
- BURROWS, R., 1997, "The social distribution of the experience of homelessness", in Burrows R., Pleace N. and Quilgars D. (eds) *Homelessness and social policy*, London : Routledge, pp 50-68.
- BURT M. R., 1992a, *Over the Edge: The Growth of Homelessness in the 1980s*. New York, Russell Sage Foundation.

- BURT M. R., 1992b, *Practical Methods for Counting Homeless People: A Manual for State and Local Jurisdictions*. Washington, D.C.: Interagency Council on the Homeless and the Department of Housing and Urban Development.
- BURT M. R., ARON L. Y., CHAPLIN D. D., and CAVANAGH S. E., 1993, *The Homeless in the 1990 Decennial Census: Description of Persons Found in Emergency, Runaway Youth, and Battered Women's Shelters, Visible in the Streets, and in Other Selected Group Quarters*. Washington, DC : Urban Institute.
- BURT M. R., 1994, Comment on Dennis P. Culhane, Edmund F. DeJowski, J. Ibañez, E. Needham, and I. Macchia's "Public Shelter Admission Rates in Philadelphia and New York City: The Implications of Turnover for Sheltered Population Counts." *Housing Policy Debate*, 5(2) : pp.141-152.
- BURT M. R., 1999a, "Demographics and Geography: Estimating needs", in *Practical Lessons: The 1998 National Symposium on Homelessness Research* Edited by Linda B. Fosburg, Ph.D., and Deborah L. Dennis, M.A., for the U.S. Department of Housing and Urban Development and the U.S. Department of Health and Human Services, August 1999.
- BURT M. R., ARON Y. A., LEE E., VALENTE J., 1999b, *Helping America's Homeless: Emergency shelter or affordable housing?*, The Urban Institute Press, Washington, D.C..
- BUSCH-GEERTSEMA V., RUHSTRAT, E.-U., 1994, *Wohnungsnotfälle. Sicherung der Wohnungsversorgung für wirtschaftlich oder sozial benachteiligte Haushalte*, ed. by Bundesministerium für Raumordnung, Bauwesen und Städtebau and Bundesministerium für Familie und Senioren, Bonn: Eigenverlag.
- BUSCH-GEERTSEMA V., RUHSTRAT, E.-U., 1997, *Wohnungslosigkeit in Sachsen-Anhalt – Umfang und Struktur von Wohnungslosigkeit in einem ostdeutschen Bundesland und Strategien zu ihrer Vermeidung und Behebung*, Bielefeld: Verlag Soziale Hilfe.
- BUSCH-GEERTSEMA V., 2001, "Homelessness in Germany: Housing Poverty in a Wealthy Country", in V. Polakow and C. Guillean (eds) *International perspectives on homelessness*, Westport : Greenwood Press.
- CAILLOT L., LELIÈVRE M., PETOUR P., 2002, "Les indicateurs de suivi et d'évaluation du Plan National d'Action contre la Pauvreté et l'Exclusion Sociale", in *Solidarité et santé*, 2.
- CARITAS-AMBROSIANA, 2002, *Rapport sur la pauvreté à Milan 2002*.
- CARITAS ESPAGNE, 2000, *La acción social con personas sin hogar en España*, Edita Caritas española año 2000. 213 p.
- CHAMBERLAIN C., MACKENZIE D., 1992, "Understanding contemporary homelessness-issue of definition and meaning", *Australian Journal of Social Issues*, 27(4), pp. 274-297.
- CHAMBERLAIN C., 1999, *Counting the Homeless: Implications for Policy Development*, Canberra: Australian Bureau of Statistics, Catalogue N°2041.0.
- CHAMBERLAIN C., JOHNSON G. 2001, "The Debate about Homelessness Definition", *Australian Journal of Social Issues*, 36(1), pp. 35-50.
- CHAMBERLAIN C., MACKENZIE D., 2003, *Counting the homeless 2001*, Canberra: Australian Bureau of Statistics, Catalogue No2050.0.
- CLANCHÉ F., 1998, "Le classement des situations de logement : les sans-domicile dans les nomenclatures générale. Note méthodologique", *Société contemporaine*, n°30, pp. 181-196.
- CLOKE P., MILBOURNE P., WIDDOWFIELD R., "Change but no change: dealing with homelessness under the 1996 Housing Act", *Housing studies*, vol. 15, pp. 739-756.
- CLOKE P., MILBOURNE P., WIDDOWFIELD R., 2001, "Making the homeless count. Enumerating rough sleepers and the distortion of homelessness", *Policy and Politics*, vol. 29, n°3, pp. 259-279.
- CONSEIL NATIONAL de l'INFORMATION STATISTIQUE, 1996, *Pour une meilleure connaissance des sans-abri et de l'exclusion du logement*, Rapport final du groupe de travail sur les sans-abri, n°29.
- CORDRAY D. S., 1992 , "What's Behind the Numbers? Definitional Issues in Counting the Homeless", *Housing Policy Debate*, Volume 2, Issue 3.
- COWAN, BREAK FISCHER, 1986, "The methodology of counting the homeless", *Proceedings of the Survey Research Methods Section, American Statistical Association*, pp. 170-175.
- CRAIG, "The privatisation of human misery", *Critical social Policy*, vol. 54, pp . 51-76.
- CRISIS, 2003, *Homelessness Factfile*, London.
- CULHANE D. P., DEJOWSKI E. F., IBANEZ J., NEEDHAM E., MACCHIA I., 1994. Public Shelter Admission Rates in Philadelphia and New York City: The Implications of Turnover for Sheltered Population Counts. *Housing Policy Debate*, 5, pp. 107-140.
- DAMON J., 2002, "The Terminology of Homelessness in France in News Agency Dispatches", *Population*, 57(3), pp. 555-568.
- DAMON J., 2003, *La question SDF. Critique d'une action publique*, Presses Universitaires de France, Collection Le Lien social, 284 p.
- DURACZ WALCZAK A., , *About homelessness without fear*,

- DAVID B., SNIJDERS T.A.B., 2002, "Estimating the Size of the Homeless Population in Budapest, Hungary", *Quality and Quantity*, 36 (3), pp. 291-302.
- DE LA PORTE , POCHE T., 2001, "Social benchmarking, policy making and new governance in the EU", *Journal of European Social Policy*, 11(4).
- DEBRAS B., DOROTHÉE O., 2002, "Les sans-domicile usagers des services d'aide dans l'agglomération parisienne", INSEE Île-de-France à la page, n° 214, octobre 2002.
- DENNIS M.L., 1991, "Changing the Conventional Rules : Surveying Homeless People in Non-conventional Locations", *Housing Policy Debate*, 2(3):701-732.
- DEN SOCIALE ANKESTYRELSE ANALYSEKONTORET, j.nr. 659-01, 2002, *Sociale Danmarkskort 2002*.
- DESROSIERES A., 2000, *La politique des grands nombres*, La Découverte.
- DUDLESTON, A., HOPE, S., LITTEWOOD, A., MARTIN, C., ORMSTON, R., *Scotland's people : results from the 2001 Scottish Household Survey*, volume 5 : Annual Report, A Scottish Executive National Statistics Publication.
- DUFFY C., 2001, "Housing and homelessness in England", in Valerie Polakow and Cindy Guillean (eds) *International perspectives on homelessness*, Westport: Greenwood Press.
- EDGAR B., DOHERTY J., MINA-COULL A., 1999, *Services for homeless people, Innovation and change in the European Union*, The European Observatory on Homelessness, Feantsa.
- EDGAR B., DOHERTY J., MEERT H., 2002, Review of statistics on homeless in Europe, Novembre 2002, European Observatory on Homelessness, FEANTSA.
- EITEL G., SCHOIBL H., *Grundlagenerhebung zur Wohnunglosensituation in Österreich*, Wien 1999.
- EUROPEAN COMMISSION, 2001, *Draft joint report on social inclusion*.
- FASSIN D., 1996, "Exclusion, underclass, marginalidad. Figures contemporaines de la pauvreté urbaine en France, aux Etats-Unis et en Amérique Latine", *Revue française de sociologie*, 37, pp. 37-75.
- FEANTSA, 2002a, *Numbers and indicators how do we count homeless in Europe ?*, The Newsletter of Feantsa, Spring 2002.
- FEANTSA, 2002b, *Exploring the potential of the NAPsIncl: the fight against homelessness in the European strategy to combat poverty*, The Newsletter of Feantsa, Autumn 2002.
- FEDERATIE OPVANG 2002, *De Maatschappelijke Opvang in Figuren en Cijfers : 2002*.
- FNARS, Data collection and documents.
- FIRDION J-M., MARPSAT M., 1994, "La statistique des sans-domicile aux Etats-Unis", *Courrier des statistiques*, n° 71-72, December 1994.
- FIRDION J. M., MARPSAT M., BOZON M. 1995 « Est-il légitime de mener des enquêtes statistiques auprès des sans-domicile ? Une question éthique et scientifique », *Revue Française des Affaires Sociales*, 49(2-3):29-51.
- FIRDION J-M., MARPSAT M., 2000, *La rue et le foyer*, Travaux et Documents de l'Ined, n° 144.
- FIRDION J.M., avec la collaboration de H. DE FEJTER 2003 « Les personnes sans domicile et leur représentation (statistiques et catégories de l'action sociale) : une comparaison Paris-Amsterdam », in D. Ballet (ed.) *Les SDF, représentations, trajectoires et politiques publiques*, collection « Articles de recherche », Paris : PUCA, p.35-74.
- FITZPATRICK S., KEMP P., KLINKER S., 2000, *Single homelessness. An overview of research in Britain*, Bristol, The Policy Press for The Joseph Rowntree Foundation.
- FONDAZIONE "E. ZANCAN" 2000, *Indagine sulle persone senza dimora, Rapporto Finale*, Settembre 2000. Commissione di indagine sull'esclusione sociale, *Rapporto annuale sulle politiche contro la povertà e l'esclusione sociale 2000*, Dipartimento per gli Affari sociali, Presidenza del Consiglio, Rome, 93-102.
- FOURNIER L., CHEVALIER S., OSTOJ M., CAULET M., COURTEMANCHE R., PLANTE N., *Dénombrement de la clientèle itinérante dans les centres d'hébergement, les soupes populaires et les centres de jour des villes de Montréal et de Québec 1996-97*, Institut de la statistique du Québec.
- FOURNIER L., 2001, *Enquête auprès de la clientèle des ressources pour personnes itinérantes des régions de Montréal-centre et de Québec*, 1998-1999, volume 1., Collection la santé et le bien-être, Institut de la statistique du Québec, 142 pages.
- FRIEDRICH S., 1988, *Affordable Housing and the Homeless*, New York: Walter de Gruyter.
- GEREMEK B., 1987, *La potence ou la pitié. L'Europe et les pauvres, du Moyen-Age à nos jours*, Paris, Gallimard (1<sup>st</sup> édition 1978).
- HAUSER R., KINSTLER H.J., 1993, "Zur Lebenslage alleinstehender Wohnungsloser" (Nichtsesshafter), in : Nachrichtendienst des Deutschen Vereins für Öffentliche und private Fürsorge, 73-79H11, pp. 218-231.
- HELVIE C. O., KUNSTMANN W., 1999, "Comparison of Definitions, Prevalence, Demographics, Trends, Causes, and Health Concerns in Seven Countries", in Carl O. Helvie, Wilfried Kunstmann (eds) *Homelessness in the United States, Europe, and Russia: A Comparative Perspective*, Westport, Connecticut . London: Bergin and Garvey.
- HELVIE C. O., KUNSTMANN W., 1999, "Comparison of Public and Private Resources in Seven Countries", in C. O. Helvie, W. Kunstmann (eds) *Homelessness in the United States, Europe, and Russia: A Comparative*



- Perspective*, Westport, Connecticut . London: Bergin and Garvey.
- HERPIN N., 1993, "Exclusion sociale et pauvreté : un débat américain", *Revue française de sociologie*, 34(3), pp. 421-439.
- HEWITT C., 1996, "Estimating the Number of Homeless: Media Misrepresentation of an Urban Problem", *Journal of Urban Affairs*, 18(3), pp. 431-447.
- HOFFMANN S., KEOHANE (dir), 1991, *The new European Community. Decision making and institutional change*, Boulder. Westview Press.
- HOLMBERG et alii., 2000, *Sweden's homeless 1999. Who are they and what help do they get?* , Stockholm, Socialstyrelsens kundtjänst.
- HOMELESS DIRECTORATE 2002, *Estimates of the Number of People Sleeping Rough In England: 1988-2002*.
- HOPPER K., 1998, "Homelessness Old and New: The Matter of Definition", in *Housing Policy Debate*, vol. 2, Issue 3, pp. 757-793.
- HUTSON S., LIDDIARD M., 1994 , *Youth homelessness: the construction of a social issue*, Macmillan: Basingstoke.
- IACHAN R., DENNIS M.L., 1993, "A Multiple Frame Approach to Sampling the Homeless and Transient Population", *Journal of Official Statistics*, 9(4):747-764.
- INE , 2004, *Encuesta sobre las personas sin hogar*, Mayo 2004.
- JANATA J., KOTYNKOVA M., 2002, "Životní podmínky bezdomovců • Zpráva ze sondážního šetření", Výzkumný ústav práce a sociálních věcí, Praha, Obdlová, M., The Homelessness in the Czech Republic-the Price of Freedom.
- JENCKS C., 1994, *The Homeless*. Cambridge : Harvard University Press.
- JOHNSON AK., 1989, "Measurement and methodology: problems and issues in research on homelessness", *Social work research and abstracts*, 25, pp.12-20.
- KOEGEL P., BURNAM A., MORTON, S. C., 1996, Enumerating Homeless People: Alternative Strategies and Their Consequences, *Evaluation Review*, 20: pp. 378-403.
- KÖNIG C., 1998, *Machbarkeitsstudie zur statistischen Erfassung von Wohnungslosigkeit*, Hrsg.: Statistisches Bundesamt, Wiesbaden.
- KOORDINATION WOHNUNGLOSENHILFE NORDBAYERN, *Obdachlose auf der Straße im Raum Nürnberg-Fürth-Erlangen. Ergebnisse einer Bestandsaufnahme zu Umfang und Struktur alleinstehender Wohnungsloser, die "Platte machen"*, Nürnberg 1999.
- KORHONEN E., 2002, *Asunnottomuus Helsingissä*, Tutkimuksia, Undersökningar, City of Helsinki Urban Facts Research Series, 2002:4.
- KOVESS V., *La santé mentale des sans-abri dans la ville de Paris. - avec C. Mangin-Lazarus. - Paris: Association L'Elan retrouvé, 1997. - 52 p.*
- LANDESAMT FÜR DATENVERARBEITUNG UND STATISTIK NORDRHEIN-WESTFALEN, *Testerhebung 2000 "Statistische Erfassung von Wohnungslosigkeit" Wohnungsnotfallstatistik Erfahrungsbericht*
- LAIRD A., 2003, *Rough sleepers initiative - monitoring the target of ending the need to sleep rough by 2003 - second report 2001-2002*, George Street Research.
- LAVALLÉE P., 1995, "Pondération transversale des enquêtes longitudinales menées auprès des individus et des ménages à l'aide de la méthode du partage des poids", *Techniques d'enquête*, vol. 21, pp. 27-35.
- LANDESAMT FÜR DATENVERARBEITUNG UND STATISTIK NRW, 2002, Statistische Berichte, "*Obdachlosigkeit in Nordrhein-Westfalen am 30.Juni 2002*", Bestell-Nr.F01 3 2002 00.
- LUDWIG M., NEUMANN U., "A conceptual Framework for recording Extreme Poverty", in: Hauser R, Becker I., (eds.) *Reporting on Income Distribution and Poverty. Perspectives from a German and a European Point of View*, Springer.
- LOWE S, 1997, "Homelessness and the law", in Burrows R., Pleace N. and Quilgars D. (eds) *Homelessness and social policy*, London : Routledge, pp 50
- MARCHAND , 2001, "Les plans nationaux d'action pour l'emploi et la construction d'indicateurs de suivi au niveau européen", *Premières Informations et Premières synthèses*, DARES, 17.1.
- MARPSAT M., FIRDION J.M., 1996, "Becoming homeless: who is at risk", *Population et sociétés*, bulletin de l'INED, n° 313, May 1996, 4 p.
- MARPSAT M., 1998, "Les sans-domicile en France et aux Etats-Unis", *Sociétés contemporaines*, n° 30, avril 1998, 201 p.
- MARPSAT M., FIRDION J.M., 1998, "Las personas sin hogar en Paris: encuesta a una muestra representativa de usuarios de servicios para personas sin hogar", *Intervencion psicosocial*, n° 1, 1998, p. 47-73.
- MARPSAT M., FIRDION J.M., 1999a, "The homeless in Paris: a representative sample survey of users of services for the homeless", *Coping with homelessness : issues to be tackled and best practices in Europe*, 1999, p. 221-252.
- MARPSAT M., FIRDION J.M., 1999b, "Les sans-domicile à Paris et aux Etats-Unis", *Données sociales : la société française./INSEE*, 1999, p. 480-489.
- MARPSAT M., 2002, *Aspects dynamique de la situation des personnes sans domicile*, Rapport final du projet de recherche pour le PUCA, INED, *Document de travail*, 15 janvier 2002.
- MUÑOZ M., VAZQUEZ C., KOEGEL P., SANZ J., BURNAM A., 1998, "Differential patterns of mental disorders among

- homeless in Madrid (Spain) and Los Angeles (California, USA)", *Social psychiatry & psychiatric epidemiology*, 1998, n° 33, p. 514-520.
- MUÑOZ M., VAZQUEZ C., BERMEJO M., VÁZQUEZ J.J., 1999, "Stressful life events in homelessness: quantity, types, moment of occurrence and perceived causality", *Journal of Community Psychology*, 27(1), 73-87.
- NATIONAL STATISTICS, Office of the Deputy Prime Minister, Statutory Homelessness: England first quarter 2003, Statistical Release, 17 June 2003.
- NEALE J., 1997, "Theorising homelessness. Contemporary sociological and feminist perspectives", in Burrows R., Pleace N. and. Quilgars D (eds) *Homelessness and social policy*, London : Routledge, pp 50
- OBADALOVÁ M., *The Homelessness in the Czech Republic-The Price of Freedom*
- PERRET B., 2002, Indicateurs sociaux, états des lieux et perspectives, Rapport du Conseil général des Ponts et Chaussées , *Les Papiers du CERC*, n° 2002-01, janvier 2002.
- PARITÄTISCHEN WOHLFAHRTSVERBAND, , *Armut in Deutschland*, Rowohlt.
- PHILIPPOT P., GALAND B., 2003, *Les personnes sans-abri en Belgique : Regards croisés des habitants de la rue, de l'opinion publique et des travailleurs sociaux*, Gent, Academia Press, 2003, 164 p.
- PHILIPPOT P., SEMPOUX F., NACHTERGAEL H., LECOCQ C., GALAND B., *Recherche sur les sans-abri en Europe : une revue des trente dernières années*, 2004, (à paraître ).
- PICKERING K., FITZPATRICK S., HINDS K., TIPPING S., LYNN P., 2003a, *Tracking Homelessness: A Feasibility Study*, Scottish Executive, Publication On Line ([www.scotland.gov.uk/socialresearch](http://www.scotland.gov.uk/socialresearch), 2 April 2003).
- PICKERING K., FITZPATRICK S., HINDS K., TIPPING S., LYNN P., 2003b, *Tracking Homelessness : A Feasibility Study*, Scottish Executive, Research Findings, N° 162/2003.
- PLEACE N., BURROWS R., QUILGARS D, 1997, 'Homelessness in contemporary Britain: conceptualisation and measurement', in BURROWS R., PLEACE N., and QUILGARS D. (eds) *Homelessness and social policy*, London, Routledge.
- POMERANIAN FORUM IN AID OF GETTING OUT OF HOMELESSNESS, "The portrait of the homeless community in the Pomerania province".
- PORTER T. M., 1994, "Making things quantitative", in. Power M. (ed), *Accounting and Science*, Cambridge: Cambridge University Press, pp. 36-56.
- PORTER T. M., 1995, *Trust in Numbers: The Pursuit of Objectivity in Science and Public Life*. Princeton, New Jersey : Princeton University Press.
- RAHIMIAN A., WOLCH J.R., KOEGEL P., 1992, "A model of homeless migration: homeless men in Skid Row, Los Angeles", *Environment & Planning A*, 24:1317-1336. RAHIMIAN A., WOLCH J.R., KOEGEL P., 1992, "A model of homeless migration: homeless men in Skid Row, Los Angeles", *Environment & Planning A*, 24:1317-1336.
- REA A., GIANNONI D., MONDELAERS N., SCHMITZ P., 2001, *La problématique des personnes sans-abri en Région de Bruxelles-Capitale*, Final report, January 2001.
- RIGAUX N., 1994, in liaison with the European Commission, Directorate-General V: The Perception of Poverty and Social Exclusion in Europe (La perception de la pauvreté et de l'exclusion sociale en Europe). Brussels, 1994.
- ROBERT C., 2000, "Ressources juridiques et stratégies politiques : analyse d'une controverse à la Commission européenne sur la dimension sociale de l'élargissement de l'Union", *Sociologie du travail*, 42, pp. 203-224.
- ROMAUS R., *Arbeitsgemeinschaft Wohnungslosenhilfe : Obdachlose auf der Straße. Umfang und Struktur alleinstehender Wohnungsloser, die in München "Platte machen"*, München, 1995.
- ROSSI P. H, 1991, "Strategies for homeless resarch in the 1990's", *Housing Policy Debate*, 2 (3), pp. 1029-1055.
- ROSSI P. H., SHLAY A. B., 1992, "Social Science Research and Contemporary Studies of Homelessness", *Annual Review of Sociology*, Vol. 18, pp. 129-160.
- SAHLIN I., 2001, "Homelessness in Sweden: An Avoidable Problem", in Polakow V. and Guillean C. (eds) *International perspectives on homelessness*, Westport: Greenwood Press.
- SAPOUNAKIS , 2001, "Homelessness in a Mediterranean Country: The Case of Greece", in Valerie Polakow and Cindy Guillean (eds) *International perspectives on homelessness*, Westport: Greenwood Press.
- SCHAAK T., "Obdachlose, auf der Straße lebende Menschen in Hamburg 2002. Eine empirische Untersuchung", 2002, *publication du Freie und Hansestadt Hamburg. Behörde für Soziales und Familie*.
- SCHULTHEIS F., 1989, "Comme par raison – comparaison n'est pas toujours raison. Pour une critique sociologique de l'usage social de la comparaison interculturelle", *Droit et société*, 11-12.
- SIMON M.-O., 2001, «Les deux tiers de la population prêts à faire appel à la téléphonie sociale», *Consommation et Modes de vie*, n°154, novembre.
- SNIJDERS T.A.B., 1994, "Estimating the size of hidden population using snowball sampling", *Journal of Official Statistics*, 10, pp.53-67.
- SNOW D. A. et ANDERSON L., 1993, *Down on Their Luck: A Study of Homeless Street People*, Berkeley : University of California Press.
- SOSIN M. R., PILIAVIN I., WESTERFELT H., 1990, "Toward a longitudinal analysis of homelessness", *The Journal of Social Issues*, 46, pp. 157-174.

- SOULIE C., 1997, "Le classement des sans-abri", *Actes de la recherche en Sciences sociales*, n°118, juin 1997, p. 69-80.
- SPECHT-KITTLER, T. *Statistikbericht 1997/98, BAG W (Hg)*, Bielefeld, 2000.
- TOSI, 1997, *Linee guida di un'indagine sui senza fissa dimora : rapporto alla Commissione di indagine sulla povertà e sull'emarginazione*.
- TOURKIN S., HUBBLE D., 1997, *National Survey of Homeless Assistance Providers and Clients: Data Collection Methods*. Suitland, MD: U. S. Department of Commerce, Bureau of the Census.
- US CENSUS BUREAU, 1996, *National Survey of Homeless Assistance Providers and clients*, Washington D.C. :U.S. Census Bureau.
- VENESS A., 1993, "Neither homed nor homeless: contested definitions and the personal words of the poor", *Political Geography*, vol. 12, pp. 319-340.
- WATSON S., 1984, "Definition of homelessness: a feminist perspective", *Critical Social Policy*, vol. 11, pp. 60-73.
- WIDDOWFIELD R. , 1998, "The limitation of official homelessness statistics", in Dorling D. and. Simpson L. (eds) *Statistics in Society*, London: Arnold.
- WILLIAMS M., CHEAL B., GOMEZ S., 1995, *Homelessness in Plymouth: Report of research - Stage Two*, Plymouth, University of Plymouth.
- WILLIAMS M., 1999, "Using Capture-Recapture to Estimate the size of the Homeless Population", in Aramov D. (eds) *Coping With Homelessness: Issues to be Tackled and Best Practices in Europe*, Aldershot: Ashgate.
- WILLIAMS M., 2002, "Can we measure homelessness A critical evaluation of the method of 'capture-recapture'", *International Journal of Social Research Methodology*, 2002, vol. 5, n° 4, pp. 313-331.
- WILLIAMS M., 2003, "Complexity, Probability and Causation: implication for homelessness research", *Social Issues*
- WOITRAIN E., 1999, "Hébergement social : environ 35 000 adultes et enfants sans logement sont hébergés en établissement", *Études et Résultats*, n° 10, Drees, March 1999.

## ABBREVIATIONS

B&B	Bed and Breakfast
BAG W	Bundesarbeitsgemeinschaft Wohnungslosenhilfe e.V.
BAWO	Bundesarbeitsgemeinschaft Wohnungslosenhilfe
CAPI	Computer Assisted Personal Interviewing
CBS	Centraal Bureau voor de Statistiek
CNRS	Centre national de la recherche scientifique
EU	European Union
FEANTSA	European Federation of National Organisations Working with the Homeless
FIO.psd	Federazione Degli Organismi per le persone senza dimora
FNARS	Fédération nationale des associations d'accueil et de réinsertion sociale
GISS	Gesellschaft für Innovative Sozialforschung und sozialplanung
INED	Institut national des études démographiques
INS	National statistics institutes
INSEE	Institut national de la statistique et des études économiques
ISTAT	Istituto Nazionale di Statistica
NRW	Land of North Rhine-Westphalia
ODPM	Office of the Deputy Prime Minister
PNLE	National Action Plans Against Poverty and Social Exclusion
RSI	Rough Sleepers Initiative
SAAP	Supported Accommodation Assistance Programme
SAW	Steunpunt Algemeen Welzijnswerk vrz
UK	United Kingdom

## ANNEXES

## **ANNEX 1: List of organisations and people consulted**

**List of people met during January 2002 and July 2003**Netherlands

Maria Decock	Federatie Opvang
Lia van Doorn	Nederlands Instituut voor Zorg en Welzijn (NIZW)
Ger Snijkers	Centraal Bureau voor de Statistiek (CBS)
Wim Faessen	Centraal Bureau voor de Statistiek (CBS)
Gusta van Gessel	Centraal Bureau voor de Statistiek (CBS)
Karen van Duijvenbooden	Trimbos-instituut

Belgium

Pascale Paternotte	Association des maisons d'accueil
Truus Roeseme	Commission communautaire commune de la Région Bruxelles-Capitale,
Annette Perdaens	Commission communautaire commune de la Région Bruxelles-Capitale
Nicole Mondelaers	Commission communautaire commune de la Région Bruxelles-Capitale
Patricia Schmitz	CPAS Bruxelles
Denis Luminet	Institut National de Statistique
Edouard Williquet	Institut National de Statistique
Vicky Truwant	Institut National de Statistique
Dragana Avramov	Population and Social Policy Consultants

Germany

Volker Busch-Geertsema	Gesellschaft für Innovative Sozialforschung und Sozialplanung
Thomas Specht-Kittler	BAG Wohnungslosenhilfe Biefeld
Christian König	Statistisches Bundesamt
Sascha Krieger	Statistisches Bundesamt Bonn
Katharina Goetz	Statistisches Bundesamt Düsseldorf
Olivia Wüthrich-Martone	Statistisches Bundesamt Düsseldorf

Spain

Pedro Ruiz Salvador	Instituto Nacional de Estadística
Pedro Cabrera	Universidad Pontificia Comillas, Facultad de Ciencias Humanas y Sociales

United Kingdom

Duncan Gray	Scottish Executive
Elisabeth Fraser	Scottish Executive
Suzanne Fitzpatrick	Department of Urban Studies, University of Glasgow
Kerstin Hinds	National Centre for Social Research - Scotland
Trevor Steeples	Office of the Deputy Prime Minister
Peter Stubbs	Office of the Deputy Prime Minister
Helen Evans	Office of the Deputy Prime Minister (Rough Sleeping Unit)
Edward Kafka	Office of the Deputy Prime Minister
Caroline Lakin	Office for National Statistics

**List of organisations that responded to the first questionnaire of the consultation**

Organisations of which one or more member(s) responded to the questionnaire on the problem of definitions are listed below, without engaging any responsibility on their part.

Public administrations

Austria	Bundesministerium für Wirtschaft und Arbeit
Belgium	Centre Public d'aide sociale d'Ixelles
Cyprus	Ministry of Labour and Social Insurance Social Welfare Services
Denmark	Ministry of Social Affairs
Estonia	Ministry of Social Affairs
Finland	Housing Fund of Finland
Finland	Ministry of the Environment Housing and Building Department
Ireland	Department of the Environment and Local Government
Luxembourg	Ministère des classes moyennes, du tourisme et du logement
Poland	Poznan City Hall-Health and Social Welfare Department
Poland	Wojewódzki Urząd Pracy w Poznaniu
Portugal	Department of Studies, Prospective and Planning – Ministry of Social Security and Labour
Czech Republic	Municipal Centre of Social Services
United Kingdom	Scottish council for Single Homeless
United Kingdom	Office of the Deputy Prime Minister ODPM
United Kingdom	Housing Data and Statistics, Office of the Deputy Prime Minister
Sweden	Socialstyrelsen

Research institutes, universities and research establishments

Germany	GISS
Germany	Programmgeschäftsstelle at Research Institute for Regional and Urban Development of the Federal State of North Rhine-Westphalia
Germany	Büro für Sozialpolitisches Beratung
Germany	DIW Berlin
Germany	Max Planck Institute for the Study of Societies
Germany	Johann Wolfgang Goethe-universität, Frankfurt
Germany	Institut für Gesellschafts- und Politikanalyse, Johann Wolfgang Goethe-Universität Frankfurt
Austria	Schoibel
Belgium	Université Catholique de Louvain - Faculté de psychologie
Croatia	Institute of Economics - Zagreb
Denmark	The Danish National Institute of Social Research (SFI)
Spain	Facultad de psicología Madrid
Spain	Universidad Pontificia Comillas de Madrid
Finland	Stakes
France	Cnaf
France	Ecole Normale Supérieure
France	CNRS
Greece	Kivotos
Greece	Institut de recherche
Greece	Sociology Department, University of Crete
Hungary	Research Institute for Sociology of the Hungarian Academy of Sciences
Hungary	Metropolitan Research Institute
Ireland	Department of Social Studies, Trinity College Dublin
Italy	Politecnico de Milano, dip di Architettura e pianificazione
Latvia	Latvian Academy of sciences
Luxembourg	CEPS/INSTEAD
Netherlands	The Netherland Institute of Care and Welfare
Netherlands	Trimbos Institute
Poland	Akademia Pedagogiki Specjalnej end Chrześcijańska Akademia Teologiczna
Portugal	Universidade Católica Portuguesa
Czech Republic	Department of Economic Statistics
Czech Republic	Research Institute for Labour and Social Affairs
United Kingdom	University of Plymouth Department of Sociology



United Kingdom	Housing Policy and Practice Unit, University of Stirling
United Kingdom	Glasgow University
Sweden	Department of Sociology. Göteborg University

### Non-governmental organisations, charities

Germany	Diakonische Werk
Germany	Bag-wohlfahrt
Germany	Armut und Gesundheit in Deutschland e.V.
Germany	Evangelische Fachhochschule RWL in Bochum
Germany	Der Paritätische Wohlfahrtsverband - Gesamtverband
Germany	Caritasverband Frankfurt am Main
Germany	BAG W
Belgium	Steunpunt Algemeen Welzijnswerk
Denmark	Formidlingscentret for Socialt Arbejde
Denmark	projekt UDENFOR
Spain	Filos
Finland	Vailla Vakinaista asuntoary
France	Samu social de Paris
France	Secours catholique
France	FNARS
France	Petits Frères des Pauvres
Greece	Arsis
Hungary	Hungarian Maltese Charity Service
Hungary	Menhely Alapítvány (Shelter Foundation)
Ireland	Focus Ireland
Ireland	Merchants Quay Ireland
Ireland	Simon Communities of Ireland
Ireland	Murphy
Italy	Sam Caritas Ambrosiana
Luxembourg	Banque alimentaire du Luxembourg
Luxembourg	Confédération Caritas Luxembourg
Poland	Fundacja Pomocy Wzajemnej Bar
Poland	Pomorskie Forum na rzecz Wychodzenia z Bezdomno• ci
Poland	Towarzystwo Pomocy im. sw. Brata Alberta
Poland	Stowarzyszenie Na Rzecz Integracji i Wspierania Rodziny "By• Razem"
Poland	Betlejemka
Portugal	Associação Católica Internacional ao Serviço da Juventude Feminina
Portugal	Santa casa Misericórdia de Lisboa
Sweden	Göteborgs Kyrkliga Stadsmission

### Statistics institutes, ministerial statistics departments

Germany	Statistisches Bundesamt
Germany	Verband Deutscher Städtestatistiker (VDSt)
Belgium	Institut National de Statistique
Bulgaria	The National Statistical Institute Sofia
Cyprus	Statistical Service of Cyprus
Croatia	Central Bureau of Statistics
Spain	Instituto Nacional de Estadista
France	Institut National de la Statistique et des Etudes Economiques
Greece	National Statistical Service of Greece
Ireland	Central Statistic Office
Italy	ISTAT
Latvia	Central Statistical Bureau of Latvia
Luxembourg	CEPS/INSTEAD
Norway	Statistics Norway
Netherlands	CBS
Portugal	Instituto Nacional de Estatistica
Czech Republic	Czech Statistical Office
Slovakia	Statistical Office of the Slovak Republic

Slovenia Statistical Office

Landlords' unions

France Confédération Nationale du Logement  
Italy Sindacato Unotario nazionale inquilini ed assegnatari  
Poland Polskie Zrzeszenie Lokatorów (Polish Association of Tenants)  
Slovakia Zdruzenie uzivatelov bytov SR

Students and lecturers <sup>52</sup>

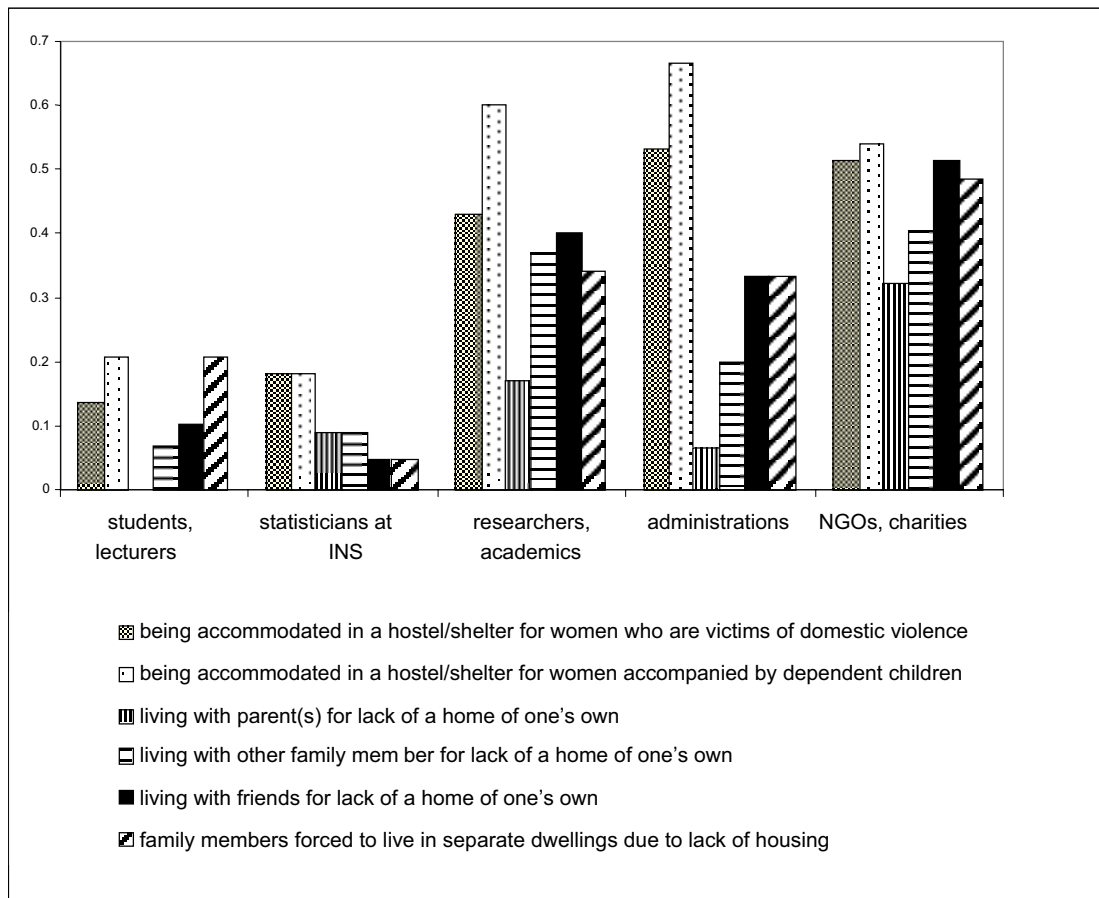
France Etudiants de l'Ecole Supérieure d'Interprétariat et de Traduction (Paris)  
France Enseignants du département des langues de Ecole Nationale de la Statistique et de l'Administration Economique  
Netherlands Lecturers from the modern languages department of the University of Tillburgh

---

<sup>52</sup> only answered sections 1 and 2 of the questionnaire.

## **ANNEX 2: Results of the consultation on the definition of homelessness**

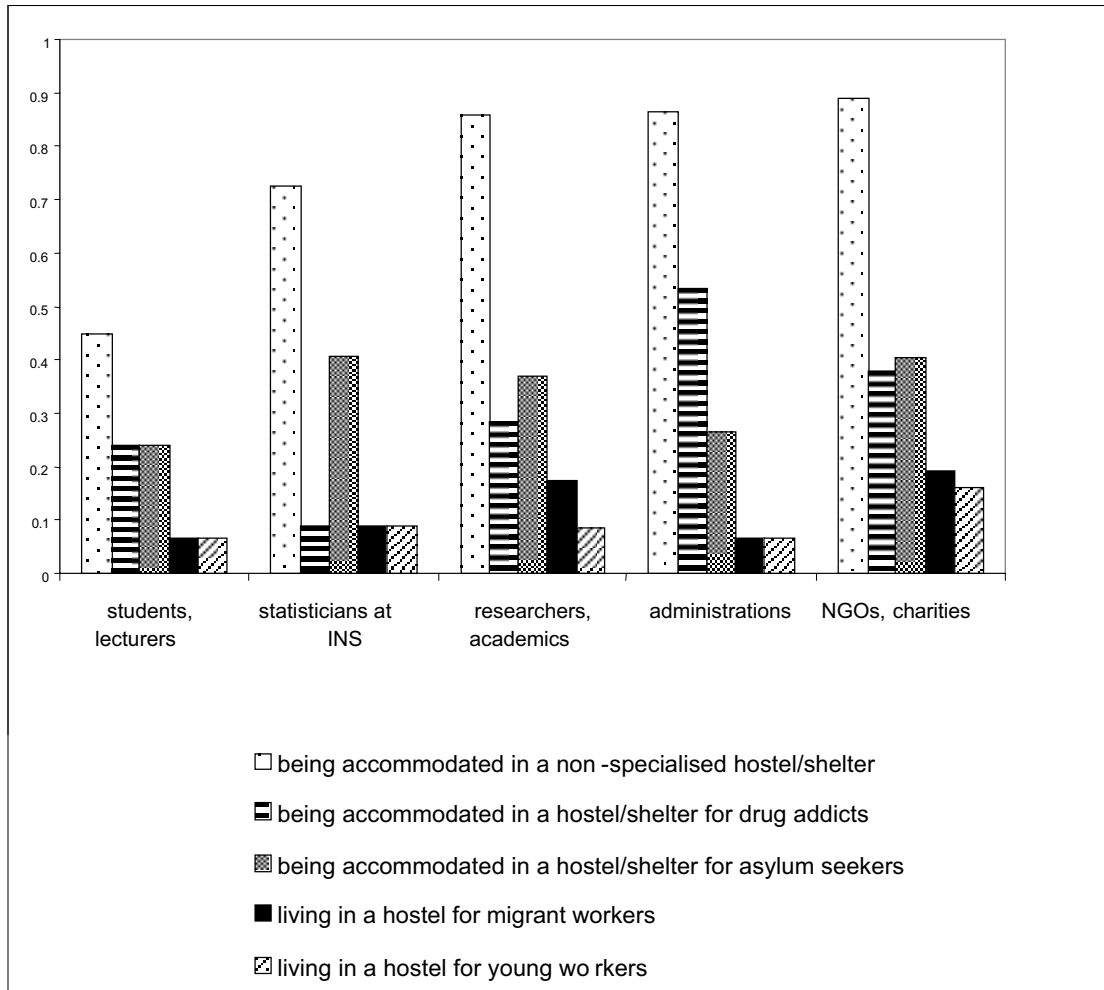
**Graph 1. Number of respondents by profession who classed people in specific family situations as homeless**



Notes: 1 statistician in 20 thinks that people living with friends because they have no accommodation of their own are homeless, but this proportion is 5 out of 10 for representatives of NGOs (charities).

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.

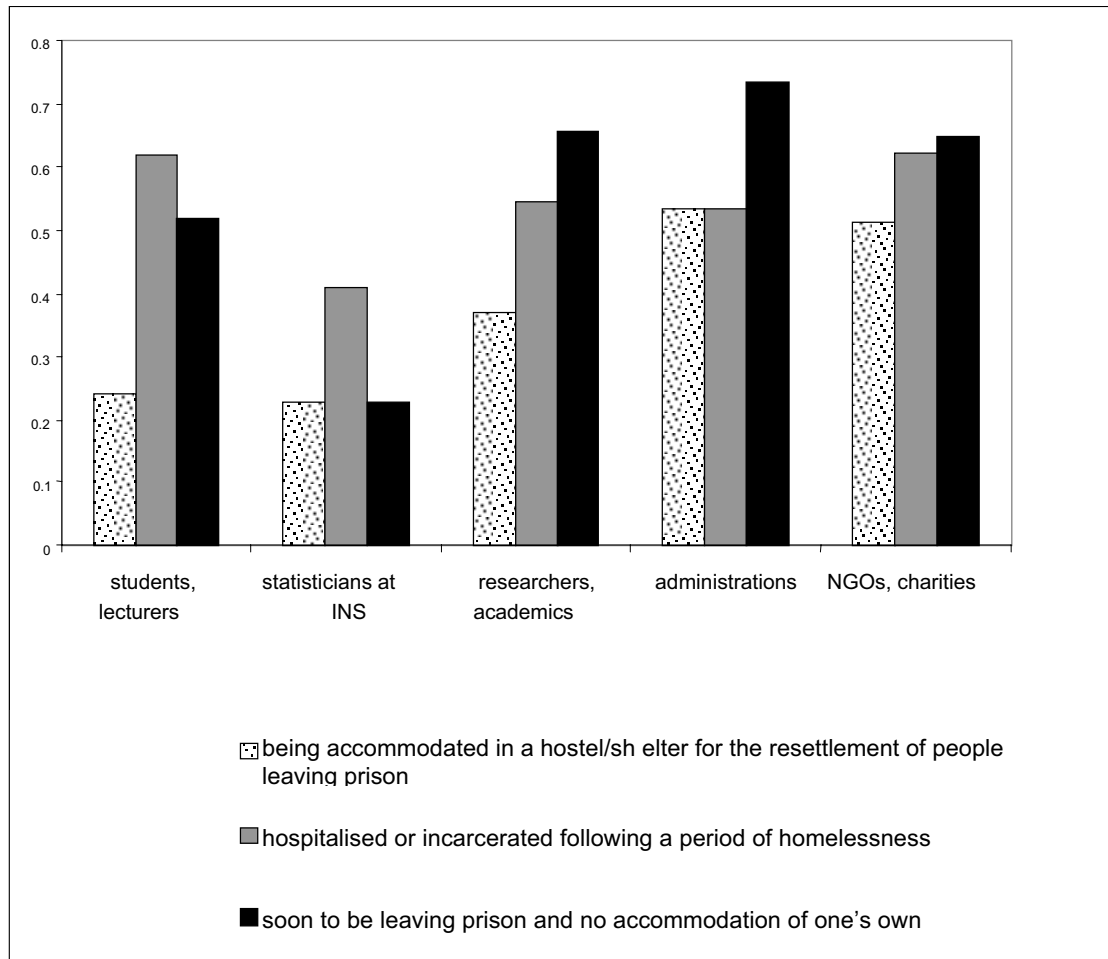
**Graph 2. Number of respondents by profession who classed people staying in specialist centres as homeless**



Notes: fewer than 1 statistician in 10 thinks that people staying in hostels for drug addicts are homeless, but this proportion is 5.5 out of 10 for representatives of government administrations.

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.

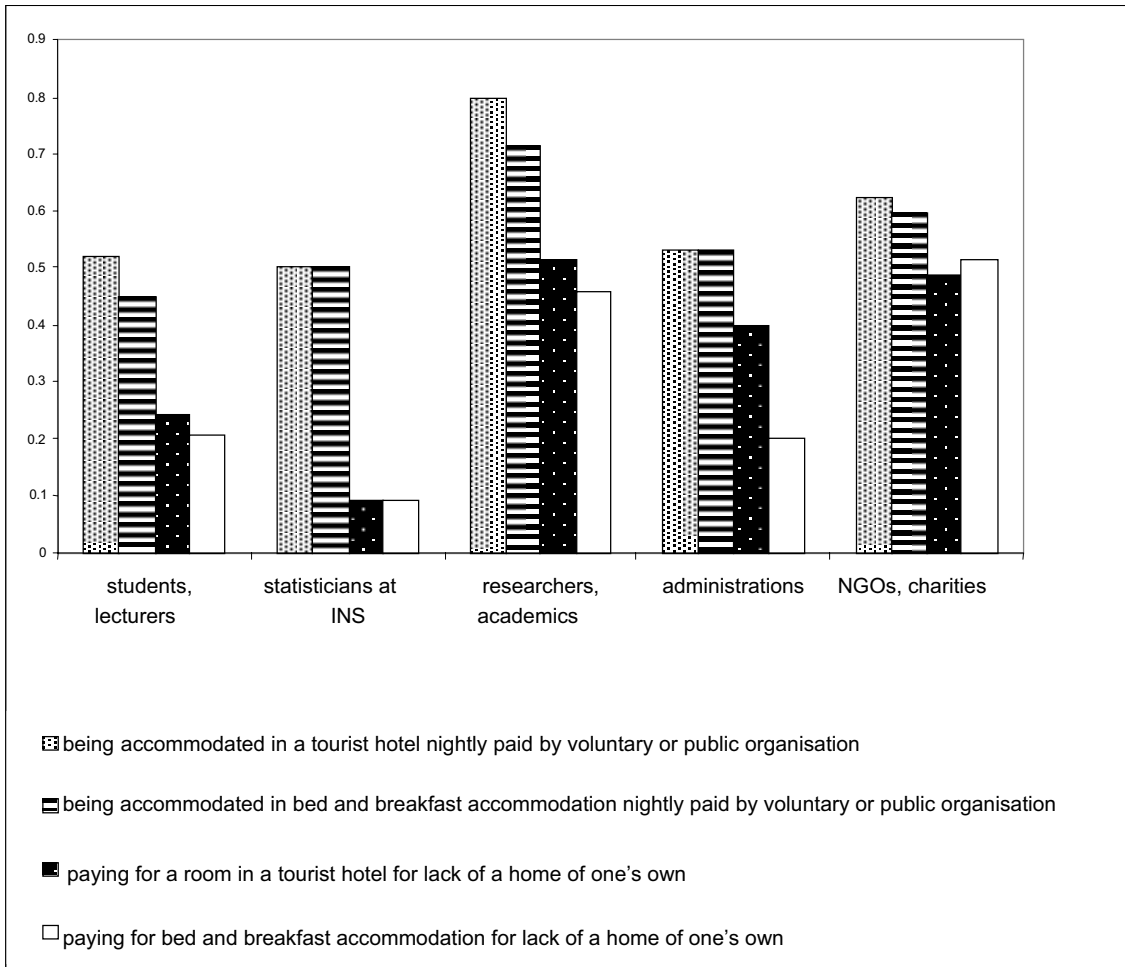
**Graph 3. Number of respondents by profession who classed people leaving prison and ex-homeless detainees as homeless**



Notes: 2 statisticians in 10 think that people who are soon to be released from prison and do not have a home to go to are homeless, while 7 out of 10 representatives of government administrations think they are.

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.

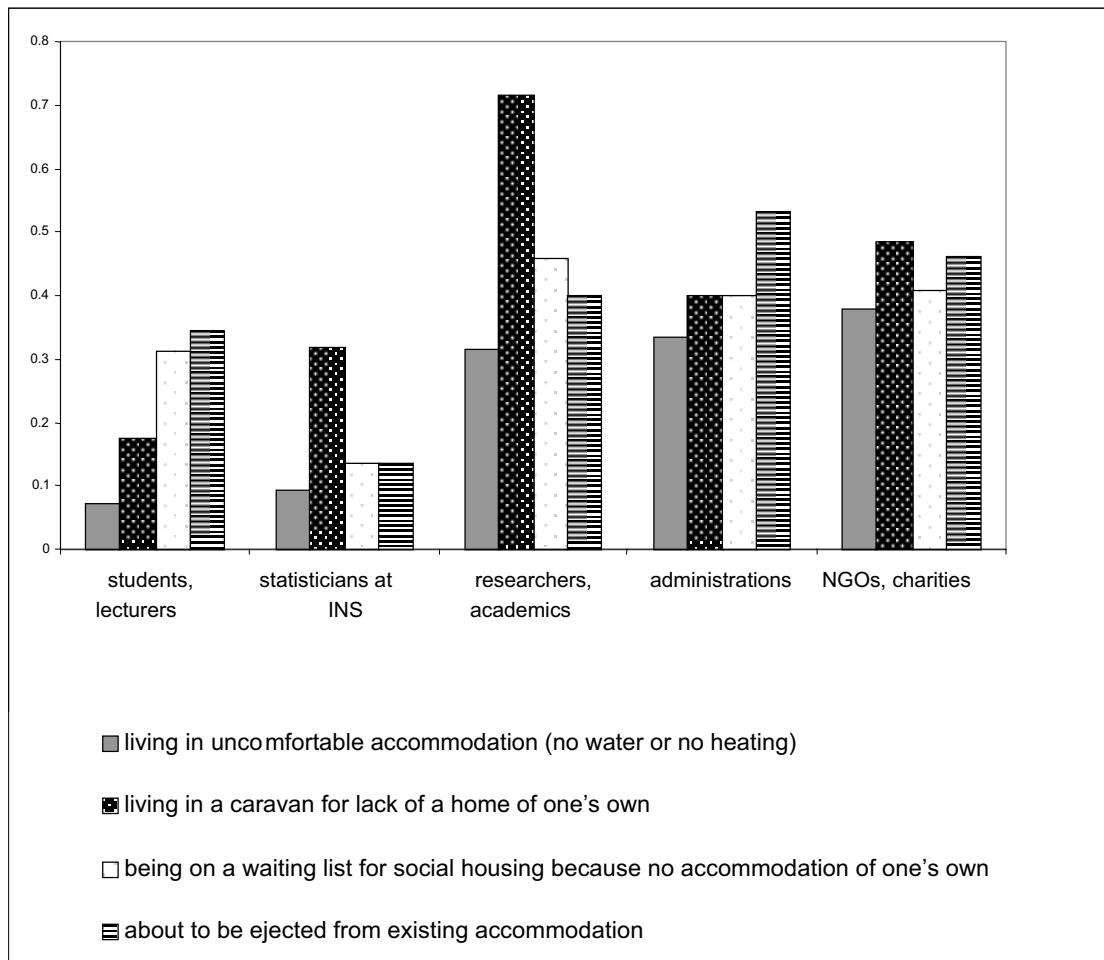
**Graph 4. Number of respondents by profession who classed people staying in hotels or bed-and-breakfast accommodation as homeless**



Notes: fewer than 1 statistician in 10 thinks that people paying for bed-and-breakfast accommodation are homeless, but this proportion is 5 out of 10 for representatives of NGOs (charities).

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.

**Graph 5. Number of respondents by profession who classed people whose housing conditions are defined by criteria relating to housing as homeless**

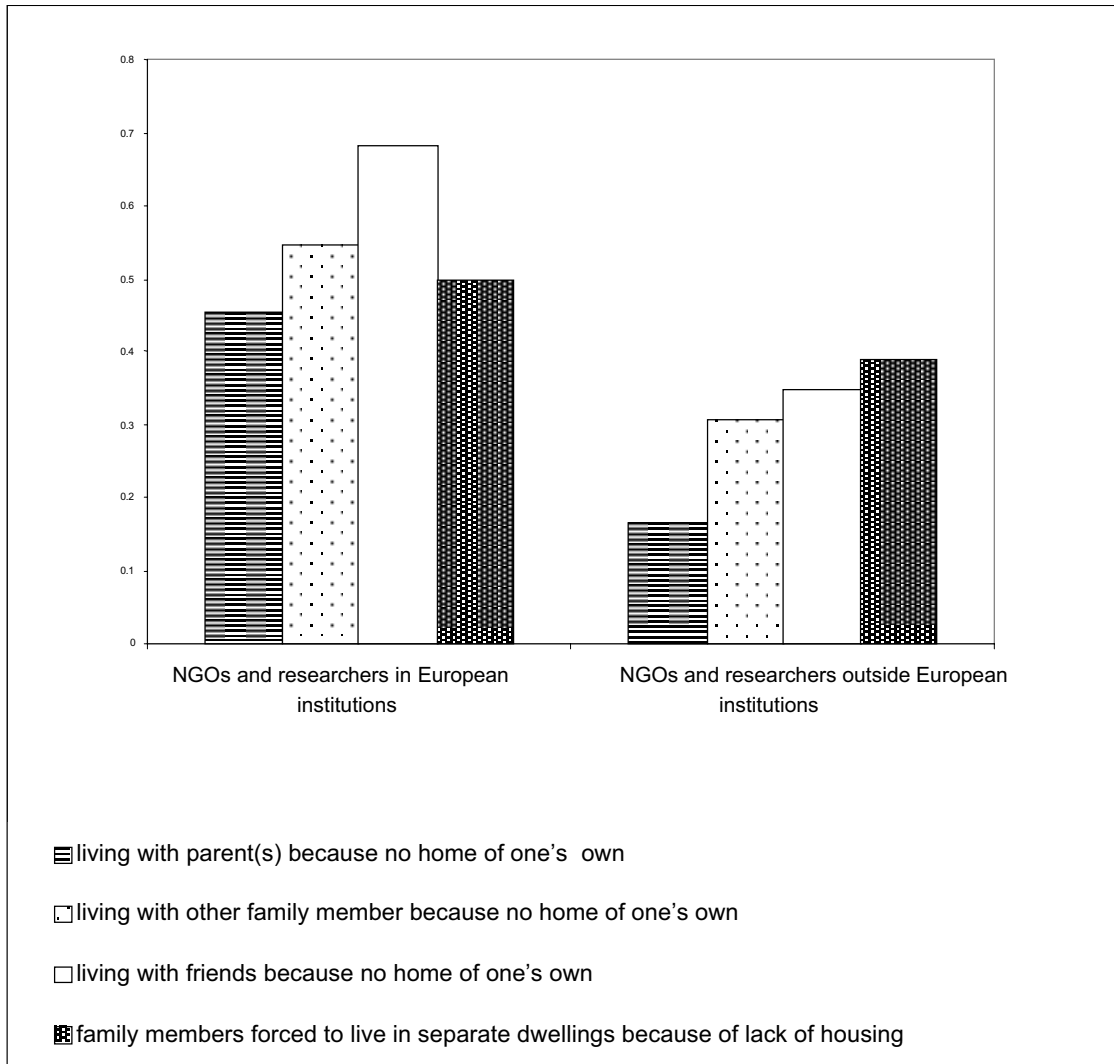


Notes: fewer than 2 students/lecturers in 10 think that people living in a caravan are homeless, but this proportion is 7 out of 10 for researchers/academics.

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.



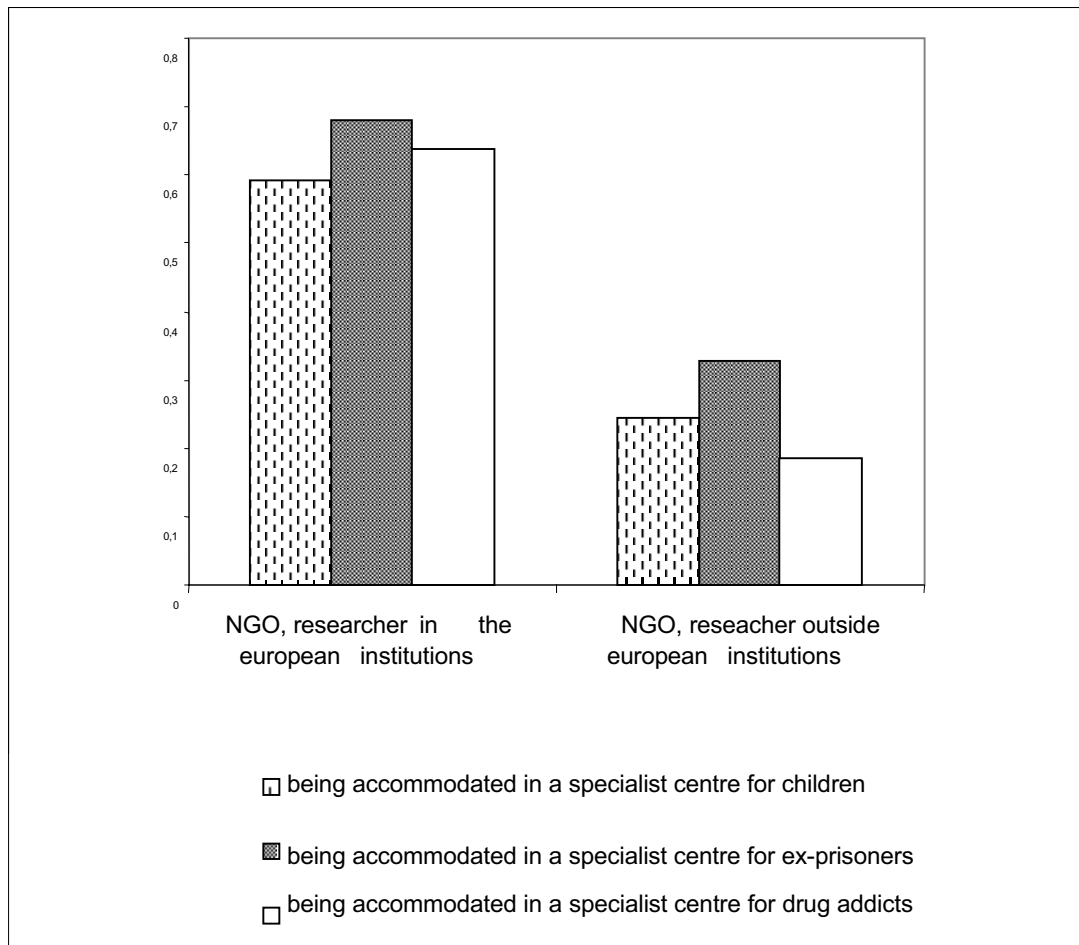
**Graph 6. Number of respondents (researchers or members of NGOs/charities) who, depending on their proximity to the European institutions, classed people in specific family situations as homeless**



Notes: among researchers and members of NGOs/charities, 7 out of 10 of those working with the European institutions think that people living with friends because they have no home of their own are homeless compared with slightly more than 3 in 10 of those not working with European institutions.

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.

**Graph 7. Number of respondents (researchers or members of NGOs/charities) who, depending on their proximity to the European institutions, classed people staying in specialist centres as homeless**



Notes: Among researchers and members of NGOs/charities, 6 out of 10 of those working with the European institutions think that people staying in hostels for drug addicts are homeless compared with slightly fewer than 2 in 10 of those not working with European institutions.

Source: consultation on the definitions of the term 'homeless', Eurostat, 2003.

**Box: multiple factor analysis of the classification of housing conditions**

Graphs 8 and 9 show the results of a multiple factor analysis. A multiple factor analysis involves using a wide range of indicators that are heavily interdependent to find a smaller number of factors or axes that provide the best synthesis of the differences between individuals according to these indicators – here, the differences of opinion over the definition. Individuals represented by  $p$  variables corresponding to  $p$  indicators entered into the model, are represented by a cluster of points in a space of  $p$  dimensions. It is the spread of this cluster of points that helps to identify the direction and existence of the main divergences between individuals and enables the construction of the axes objectifying the major differences in opinion identified, in the space (axes of maximum dispersion). The graphs correspond to the four main planes of the factor analysis and the professional groups are represented in them. Their positions on these planes show which types of population are most likely to hold the opinions identified previously. Only the principal variables for which the contribution is highest and the additional variables with good representation on the factor planes are shown.

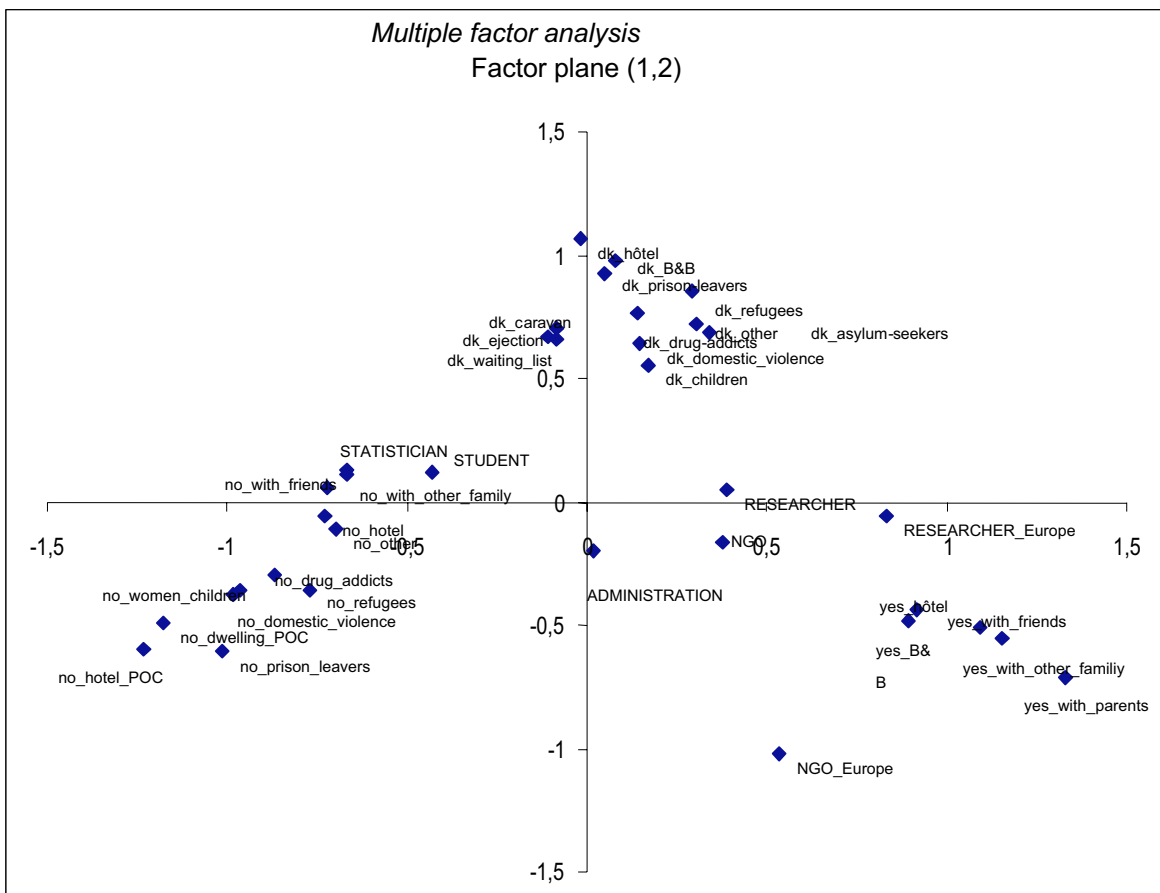
**Table 1. Description of the main variables used in the multiple factor analysis**

Description of the situation	Name of variables corresponding to a favourable opinion	Name of variables corresponding to a lack of opinion	Name of variables corresponding to an unfavourable opinion
Paying for bed-and-breakfast accommodation for lack of a home of one's own	yes_B&B	dk_B&B	no_B&B
Being accommodated in bed-and-breakfast accommodation nightly paid by voluntary or public organisation	yes_B&B_POC	dk_B&B_POC	no_B&B_POC
Living in a caravan for lack of a home of one's own	yes_caravan	dk_caravan	no_caravan
Living with friends because no accommodation of one's own	yes_with_friend	dk_with_friend	no_with_friend
Living with other family member because no accommodation of one's own	yes_with_other_family	dk_with_other_family	no_with_other_family
Living with parent(s) because no accommodation of one's own	yes_with_parents	dk_with_parents	no_with_parents
Being accommodated in a self-supporting community (for example Emmaüs)	yes_self-supporting_community	dk_self-supporting_community	no_self-supporting_community
Being on a waiting list for social housing because no accommodation of one's own	yes_waiting_list	dk_waiting_list	no_waiting_list
Being accommodated in a hostel/shelter for asylum seekers	yes_asylum_seekers	dk_asylum_seekers	no_asylum_seekers
Being accommodated in a hostel/shelter for children	yes_children	dk_children	no_children
Being accommodated in a hostel/shelter for women accompanied by dependent children	yes_women_children	dk_women_children	no_women_children
Living in a hostel for migrant workers	yes_hostel_migr_workers	dk_hostel_migr_workers	no_hostel_migr_workers
Hospitalised or incarcerated following a period of homelessness	yes_hospital_prison_after_hlsns	dk_hospital_prison_after_hlsns	no_hospital_prison_after_hlsns
Paying for a room in a tourist hotel for lack of a home of one's own	yes_hotel	dk_hotel	no_hotel
Being accommodated in a tourist hotel nightly paid by voluntary or public organisation	yes_hotel_POC	dk_hotel_POC	no_hotel_POC
About to be ejected from existing accommodation	yes_ejection	dk_ejection	no_ejection
Living in a hostel for young workers	yes_young_workers	dk_young_workers	no_young_workers
Soon to be released from prison and no accommodation of one's own	yes_released_prison	dk_released_prison	no_released_prison
Living in uncomfortable accommodation (no water or no heating)	yes_uncomfortable_accom	dk_uncomfortable_accom	no_uncomfortable_accom
Being accommodated in self-contained dwelling arranged by voluntary or public organisation with no tenancy agreement	yes_dwelling_POC	dk_dwelling_POC	no_dwelling_POC
Being accommodated in a hostel/shelter open to the public (not specialised)	yes_not_specialised	dk_not_specialised	no_not_specialised
Being accommodated in a hostel/shelter for refugees or repatriates	yes_refugees	dk_refugees	no_refugees
Sleeping in the open air, in an enclosed public area, or sleeping in an enclosed private area (abandoned building, cellar, vehicle)	yes_street	dk_street	no_street
Family members forced to live in separate dwellings because of lack of housing	yes_separate	dk_separate	no_separate
Being accommodated in a hostel/shelter for reinsertion of people leaving prison	yes_prison_leavers	dk_prison_leavers	no_prison_leavers
Occupying a vacant dwelling without permission (unregistered squat)	yes_illegal_squat	dk_illegal_squat	no_illegal_squat
Occupying a vacant dwelling with permission (registered squat)	yes_legal_squat	dk_legal_squat	no_legal_squat
Being accommodated in a hostel/shelter for drug addicts	yes_drug_addicts	dk_drug_addicts	no_drug_addicts
Being accommodated in a hostel/shelter for women who are victims of domestic violence	yes_domestic_violence	dk_domestic_violence	no_domestic_violence

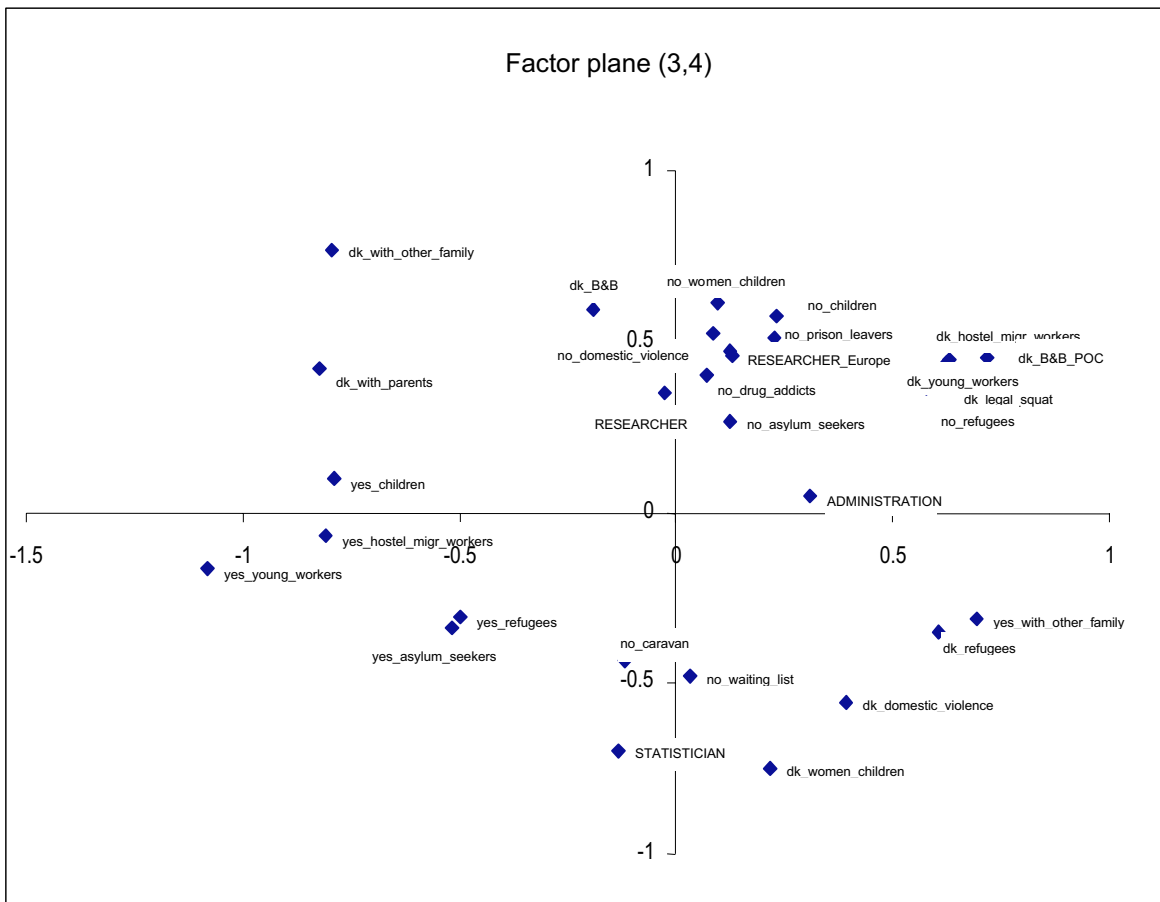
**Table 2. Description of the additional variables used in the multiple factor analysis**

Description of groups of respondents	Name of variables
Statisticians from a national statistics office	Statistician
Students from an interpreting school and language lecturers	Student
Researchers, academics, research directors	Researchers
Members of a government administration	Administration
Members of a charity or NGO	NGO
Researchers, academics, research directors who are members of the FEANTSA Observatory	Researcher_Europe
Members of a charity or NGO who are members of FEANTSA	NGO_Europe

**Graph 8. Classification of various housing conditions according to whether or not they can be defined as homelessness**



**Graph 9. Classification of various housing conditions according to whether or not they can be defined as homelessness**



## **ANNEX 3: Sources of European, North American and Australian data**

- 3.1 Spain: enumeration of people living in hostels
- 3.2 Germany: BAG W figures for homelessness
- 3.3 Germany: the work carried out by the Federal Statistics Institute
- 3.4 United States: the survey carried out by the Bureau of the Census
- 3.5 Canada: Institut de la statistique du Québec Health survey
- 3.6 France: survey by the National Statistics Institute
- 3.7 Australia: the census of the homeless

### **Annex 3.1: Spain: enumeration of people living in hostels**

This annex is drawn from the document entitled:

CARITAS ESPAGNE, 2000, *La accion social con personas sin hogar en Espana*, Edita Caritas espanola año 2000. 213 p.

In total, 229 hostels stated that they offered overnight accommodation. 218 answered the question on the number of beds: in total there are 6 260 beds, which means 28.7 beds on average per hostel. After adjustment to take account of those that failed to answer, the number of hostels providing overnight accommodation has been assessed at 340. With 28.7 beds per hostel, we can assume that the number of beds available for the homeless across Spain is around 10 000. This figure could nevertheless be something of an overestimate, because we know that larger hostels generally respond to questionnaires more readily than smaller ones. But this overestimate should not be too great. A survey conducted in 1994 by the Ministry of Social Affairs on accommodation for itinerant people identified 168 hostels with an average of 32.9 beds. The homeless are a much broader category than the itinerant, which explains why there are more hostels for them, though the average number of beds is similar.

The number of beds available and the data collected on maximum and minimum hostel occupancy provide an initial approach to putting a figure on the homeless. If we assume that all hostel beds are occupied and that for each bed occupied there is another person sleeping on the street, we reach a figure of 20 000, which is a generous estimate.

#### **Estimation of the number of homeless**

##### Method 1

According to the survey, the average occupancy rate in winter is 75% and in summer 65%. We should be aware that this could be an expression of hostel admission policies and not of actual demand. If average daily occupancy is 18.7 people and we know that there are 28.7 beds, we have a rate of 65%. We could actually use an average occupancy rate of 70%, which would make the number of homeless using hostels 7 000.

##### Method 2

Instead of using hostel occupancy data, this time we will use the answers to questions put to the hostels about whole town centres. Obviously there are as many different responses as there are hostels, because this is a subjective assessment rather than one based on actual figures. So for Madrid, we have twelve different estimates where one extreme is double the other, but the general size is the same. We will use the mean of the responses. Data are not available for all geographical areas, since there is not complete coverage of the country. We therefore have to use an extrapolation. We will do this from the population and the number of homeless in the areas covered. The population in the areas covered is 14.6 million, and we know that Spain has a total population of 40 million.

From the statements made (and taking the average for each area covered), there are 4 263 homeless, and after extrapolation on the basis of the total population, we reach a figure of 11 600 homeless in the whole of Spain. We can also calculate a homeless figure for these areas using the occupancy rates method (method 1). By extrapolating this figure to the whole of Spain (on the basis of population), we make the number of homeless 6 700, a figure which is close, though slightly lower, to the figure obtained using method 1 applied directly to the whole of Spain.

In the end 9 000, the median of 11 600 and 6 700, was selected as a probable figure. But this is only an estimate of the number of people using hostels.

**Duration of stay**

In total 152 responses were used. The average duration of stay is 67 days, but there are wide variations. More than half of stays are less than three days.

duration	as%
1 day	28
2 days	15
3 days	10
4 to 6 days	9
7 to 14 days	7
15 days to 1 month	5
from 1 to 6 months	16
from 7 months to 1 year	7
1 year or more	3



## **Annex 3.2: Germany: BAG W figures for homelessness**

Every year, "Bundesarbeitsgemeinschaft Wohnungshilfe", BAG W, produces an estimate of the number of homeless. This estimate is based on figures for growth in the housing market and employment market, data on immigration, and social support statistics (ed.: mainly data on income support (Sozialhilfe) and Wohnungslosenhilfe, as opposed to Sozialleistungen, which corresponds to other welfare benefits). The estimates distinguish between people in households consisting of several people (family, single parent, childless couple), single people and 'Aussiedler' in temporary accommodation (ed.: 'Aussiedler' are Germans who emigrated before the Second World War, some more than a century before but who are German because in German law it is *jus sanguinis* that determines nationality except in certain cases).

The difficulty of collecting these data means that only the estimates for 2000 and 2001 can be provided. For 2002, we will have to make do with a forecast.

### **Definition of concepts**

Any person who does not have accommodation together with a tenancy agreement is considered to be homeless. They are:

**People benefiting from statutory measures** permitting them to use accommodation: accommodation without a contract provided only for temporary use or as makeshift accommodation.

### **People receiving social support**

People provided with accommodation without a contract, whose costs are paid by the local authority or a charity.

People staying in hostels, institutions, night shelters, refuges, women's refuges (ed.: who are in distress).

People paying their own rent in low-cost boarding houses.

People living temporarily with parents, friends, acquaintances.

Rough sleepers (tramps).

### **Returning long-term emigrants ('Aussiedler')**

Germans who cannot find accommodation to rent and who are staying in hostels. Asylum seekers who cannot find accommodation are included in this category, but because no reliable data are available, they are not counted.

### **Estimate**

In 2000, there were thought to be 500 000 homeless people (estimation as described above). This figure was down 9% on 1999. There were 390 000 people from households (single parent households and others) compared with 440 000 in 1999: down 12%. For households of only one person (single people), the fall is confirmed by social security statistics (170 000 in 2000 compared with 180 000 in 1999). There were 110 000 'Aussiedler', the same figure as for 1999. The reduction in the number of 'Aussiedler' in hostels observed over the previous years did not continue, and can no longer be used to explain the fall in the number of homeless in Germany (ed.: this demonstrates how the problem of homelessness should not be confused with the problem of rooflessness; this is a problem of housing at an affordable price that needs to be resolved, rather than a problem of insecurity in the social sense).

### **Difference between the new Länder and those of the former GDR**

In the West, there were 340 000 homeless in 2000 (not including Aussiedler) compared with 390 000 in 1999.

In the East, there were 50 000 (this figure remained constant between 1999 and 2000).

### **Women, children and teenagers**

There were 34 000 women in single parent households out of a total of 90 000 (23% of the homeless), 10 000 fewer than in 1999. Young people represent 22% (85 000) and adult males 55% (215 000).

**Roofless**

24 000 people, of whom 2 000 to 2 500 are women living on the streets (14% of the homeless).

**2001 estimate**

For the old Länder (former GDR), the number was estimated at 310 000 in 2001 (down 10% compared with 2001); in the new Länder the same figure is expected, or possibly even a slight rise. The reduction in the West is the result of efforts by the municipalities or private organisations (ed.: probably associations and charities) to keep people who cannot afford their rent in their homes by paying it themselves. In any case, the decrease in the number of homeless is markedly slower than in previous years (ed.: sadly figures are not available covering a long period), showing that the beneficial effect associated with a large number of new homes coming on to the market from 1994-1999 has tended to ease off (ed.: a wealth of housing came on to the market until 1997. Subsequently, the construction of new homes decreased sharply leading to the current slump in the construction sector).

**A probable rise in homelessness in 2002**

The number of homeless is expected to grow again following a rise in the rate of unemployment and an increase in the number of households in difficulty borne out by the rise in the number of people claiming social support (ed.: benefit figures confirm these statements). In large towns and cities, since the middle of 2001, a reversal in the trend of homelessness figures has been observed, and this trend seems likely to spread.

**Request by BAG W**

BAG W has asked the federal government to table a bill to establish an official homelessness statistic. A feasibility study was conducted in 1998 by the Statistisches Bundesamt and tests carried out in North Rhine-Westphalia enabled technical obstacles to be eliminated from the collection process. BAG W is asking for this survey to be carried out annually, including a section of questions that would help to determine the number of people likely to lose their homes in the near future, to facilitate preventive measures. The report on wealth and poverty in Germany has also highlighted the lack of data on homelessness. Furthermore, regular monitoring of the number of homeless would make it possible to measure housing demand and would be used as guidance for the housing market (ed.: particularly social housing).

### Annex 3.3: Germany: the work carried out by the Federal Statistics Institute

Two documents were used as the basis for this synthesis:

KÖNIG C., 1998, *Machbarkeitsstudie zur statistischen Erfassung von Wohnungslosigkeit*, Hrsg.: Statistisches Bundesamt, Wiesbaden.

LANDESAMT FÜR DATENVERARBEITUNG UND STATISTIK NRW, 2002, *Statistische Berichte, "Obdachlosigkeit in Nordrhein-Westfalen am 30. Juni 2002"*, Bestell-Nr.F01 3 2002 00.

#### Feasibility study by the Federal Statistics Institute

This study was carried out by the Statistische-Bundesamt on the initiative of a task force that included representatives of the Ministry of Infrastructure and Housing and the Ministry of Social Affairs (literally, of the family and the elderly). Along with researchers from the GISS (a research organisation looking at social reform and planning), the group was considering the problem of housing for the destitute. The Länder of Hamburg, Bavaria, Mecklenburg-Western Pomerania and North Rhine-Westphalia participated in the follow-up to this feasibility study.

At the request of the Ministry of Infrastructure and Housing, the study was conducted in close liaison with BAG, an association of the major charities, and administrative and para-administrative organisations involved in social issues. BAG asked on many occasions for a statistical approach to the issue of homelessness.

#### Objective

To determine the problem of homelessness by defining clearly the concepts used.

To make a list of possible ways to count the homeless using different channels ranging from data collection from municipalities or hostels to direct interviews with the homeless living on the streets (American method). To make a list of studies on the subject (particularly those carried out by GISS) and carry out a critical analysis of existing statistics (particularly those published by BAG).

To propose a method for counting the homeless within the framework of official statistics.

#### Procedure

Delimit the field and concepts by looking at the homeless, those at risk of becoming homeless in the near future and those in inadequate accommodation.

List all the interesting variables (characteristics) to be sought with respect to these people, then sort them and keep only the essential ones that can realistically be determined using a survey.

#### Definition of concepts

Administratively speaking, 'Obdachlos' are considered to be people who have been the subject of an administrative decision taken by an authority (public order measures) and of whom many have been sent to a hostel. People living on the streets without any shelter are known as 'Nichtsesshafte' or 'roofless'. But this distinction is not the end of it. People in insecure accommodation are not taken into consideration (staying with family, no proper tenancy agreement, those paying for their own accommodation in a hotel or hostel), nor are those in inadequate accommodation.

In the Städtetag (Association of Cities) the following definition was used, and it makes a distinction between three categories:

- people currently without accommodation;
- people likely to lose their accommodation in the near future;
- people living in unacceptable or unviable conditions (cramped or unhealthy accommodation, existence of constant or escalating conflicts, unaffordable rent).

In NRW (North Rhine-Westphalia), the "Paritätische Bildungswerk" expands this definition further by including people with no legal tenancy agreement. The GISS uses the same idea, distinguishing sub-groups that each require a tailored form of assistance.

This study refers to the following classification:

1. People currently without a home

Homeless and without accommodation in a hostel

-without shelter

-with shelter but not institutional shelter

-staying with friends, parents or others

-paying for own accommodation in a hotel or guesthouse

-staying in a hostel at present but having exceeded the maximum length of stay (at compulsory departure stage)

Homeless but in institutional accommodation

-in accommodation following intervention by a competent authority (paid for by that authority, in practice by the State or Land)

-in accommodation paid for by normal social support system

2. People at risk of losing their home imminently

2.1 Loss caused by ejection or non-renewal of lease

2.2 Imminent release from prison

2.3 Benefit award period has run out

2.4 Conflict or imminent destruction of building

3. People living in unacceptable conditions

3.1 Very cramped accommodation

3.2 Total lack of comfort

3.3 Extreme dilapidation of building

3.4 Meagre resources and high rent

3.5 Deteriorated health and social condition

3.6 Conflict situation

4. People enjoying the status of 'Aussiedler' living in hostels for Aussiedler

5. Asylum seekers

(Variable) characteristics to find out about these people

A longer four-page list was sifted by the monitoring group, which produced the following list:

An initial division is made between households currently without a home (in the sense of a contract) and those at risk of becoming homeless in the near future.

1. Socio-demographic characteristics of the person

- connection to household (father, mother, son, etc.)

- sex

- date of birth

- marital status

- nationality

- employment status (employee, unemployed with benefit, etc.)

- net income

- professional training

Then for the homeless:

2. Characteristics associated with the origin and duration of homelessness

(three groups distinguished: no accommodation at all anymore; in non-institutional accommodation; in institutional accommodation)

Questions asked:

Group 1: duration of homelessness; reasons: around ten options

Group 2: type of housing: six options

Group 3: type of temporary accommodation: eight options

For households at risk of losing their home

- Current accommodation: seven options
- Why loss of housing is very likely: twelve options

Information and statistical studies currently available

#### 1. Official statistics (statistics offices of Bund and Länder)

These can rely on data collected within the context of social welfare, both for long-term and short-term assistance. They also have data from the housing section included every four years in the Mikrozensus since 1998 (1/100 survey carried out every year). Finally, housing benefit information is systematically used for statistical purposes.

#### 2. Statistics on the 'Obdachlosen' in North Rhine-Westphalia

Not to be confused with the trial survey of the Koenig method.

Carried out for the first time on 30 June 1965, this relates to homeless referrals to hostels by an authority. People known to be facing an imminent threat of homelessness are also counted. Information is provided by the municipalities. In addition to a straightforward count, the information includes the type of household, reasons for homelessness, and duration and type of temporary accommodation.

#### 3. Data available from the municipalities

These are very diverse and are not comparable because the data collected do not use the same definitions. In some of the new Länder (Mecklenburg-Western Pomerania, Saxony and Thuringia), local data are more homogeneous following a request by the Ministry of Social Affairs.

#### 4. BAG estimates

Estimates relate to the number of people who have been homeless during the year and are not the outcome of a snapshot of a single day. BAG updates its data every year.

The methodology used is described only very briefly and is not very transparent. In 1990, a change in the methodology led to a reduction in the number of homeless from 630 000 to 490 000, though nobody really knows why.

However, it seems that the figures for 1992 were used as a basic estimate. They were subsequently updated on this basis from information widely felt to be reliable (in particular the growth in the number of households and single people, the number of unemployed, the number of people receiving social support, the growth in the amount of social housing). But nobody knows how these indicators are actually used to make estimates. GISS feels these estimates are excessive.

In terms of FEANTSA data at European level, the differences between the estimates produced by Mr Daily in 1992 and those used by Mr Avramov two years later make one inclined to be rather sceptical.

#### 5. Data from charities

5.1 The BAG report on those receiving support from NGO-services for the homeless : it is a separate source of information from the estimate described above. It contains mainly qualitative assessments of homelessness. Most of it concerns single people who are the main recipients of support. This is also not a very scientific approach to the population concerned.

5.2 The "Deutsche Caritasverband" report is a source that in some ways competes with the report described above, and also has the same faults.

#### 6. Estimates by GISS (Bremen)

These are studies commissioned by the Ministries of Infrastructure and the Ministries of Social Affairs (there is one of each per Land), carried out in several Länder, in particular NRW. They constitute a very comprehensive approach, both qualitatively and quantitatively. Various sources have been used (including statistics on housing). In

addition to surveys of all types of hostels and shelters, interviews have also been conducted with people affected by homelessness.

In NRW, 97 municipalities were contacted. 57 had a simplified questionnaire of 14 questions and the 40 others had a full questionnaire of 34 questions. The municipalities were chosen because they fulfilled certain precise criteria of size and location. An attempt at a national extrapolation was also made. All in all, this amounts to a seemingly cumbersome, serious approach. However, the quality of the estimates at national level is not guaranteed because an insufficient number of municipalities were interviewed.

## 7. Estimates by the Institute of Housing and the Environment (Darmstadt)

This survey was conducted on 30 September 1994 in the Land of Hesse. The methodology was fairly similar to that used by GISS. A survey was conducted among 53 duly selected municipalities (39% of the population of Hesse). Figures for accommodation lacking totally in comfort were taken from official statistics, as they were by GISS for its own studies. The approach is very scientific and well documented. However, the method is cumbersome and, for that reason, difficult to generalise.

Mr Koenig's proposal

### 1. Procedure for an enumeration within the framework of official statistics

Only statistics relating to social support can be used to determine the number of people currently without any real home of their own. These statistics were developed in 1994. They involve the collection of a fairly large amount of data relating to the person receiving the support.

Definition: for social support purposes, a home is somewhere one can perform normal household tasks. This assumes for example that a home includes a fridge and a kitchen area.

For Mr Koenig, social support is the starting point, and the related administrative form is the source of information for the statistic. Two comments need to be made: 1) not all potential beneficiaries apply for social support and as a consequence they may be excluded from the homelessness statistic (if indeed they should be in it). 2) simply receiving social support does not mean that a person is homeless, even within the meaning used above. Mr Koenig's approach is therefore to sort those receiving social support into the homeless and others. Furthermore, Mr Koenig proposes some additional ways to determine the number of cases classed as categories 2 and 3 in the 'Städtetag'.

### Enumeration of the homeless

Following the social support reform of 1994, it has been possible to distinguish between people receiving regular support payments and those who have to withdraw the money either daily or once a week from the social security office. In the latter case it is felt that the person is not really capable of managing the money given to them. Most of the homeless (in the extreme sense of the term) fall within this category. Unfortunately the data available for this category are very minimal: nationality (German or not), age group, sex, with or without own home. Those without their own home may be people living on the streets or people spending an occasional night in a night shelter or hostel.

Whatever the case, this method gets close to the concept of homelessness in its most extreme sense, and enables the production of an initial indicator, though it will be a gross approximation.

One modification to the current form for awarding social support would enable existing statistics to be refined. This would be to add a question of the type 'lives mainly on the streets' for the homeless. This would mean a slight alteration to a question already included on the form adopted under social support legislation and would therefore not require new legislation to be introduced.

### Enumeration of people accommodated in shelters or hostels by non-institutional means

This concerns the enumeration of people receiving social support who are staying in hostels but were not referred there by an authority. There are therefore no housing files open in their name. The question is, how would it be possible to modify the social support form so that these people – who are in accommodation – are not excluded

from the statistic for homelessness (in the sense of having no tenancy agreement), while avoiding a double-count of those whose accommodation was organised by an institution and who are counted elsewhere? One possible solution would be to include a 'sorting' question on the social support form such as "Was your accommodation arranged by a municipality or some other authority? If the response is no, the person in question cannot be included in the count of those allocated accommodation by an authority or municipality, so they need to be added to the statistic.

One other solution would be to question the organisations directly that run the accommodation allocated to these people. However, this approach would require additional administrative effort to distinguish between the different categories of the population in temporary accommodation, and this would be impracticable.

Ed.: this all seems rather laborious. In his text, Mr Koenig seems to be saying that the question would need to replace the question "do you live mainly on the streets". It strikes me that both questions would need to be asked in order to distinguish between the different cases, but it is true that it is a way of expressing a more general question, and there would be no need for an additional box on the form. We mustn't forget that he is trying to avoid the need for new legislation. Anyway, there would still be the initial sifting of those who receive their money regularly and those who have to collect it bit by bit. The latter would mainly be roofless (this could be established by the question "lives mainly on the streets" yes/no). Then from those receiving regular social support payments, you could try to distinguish between those whose accommodation was arranged by institutions and others using the question "was your accommodation arranged by an authority". Once you are sure there are no double-counts, you can add them all up. Enumeration of people staying in places other than permanent hostels

No practicable solution really seems to emerge for the different situations such as: staying with parents or friends or any other insecure living arrangement of this type.

#### 1.4 Enumeration of people whose accommodation was arranged by an institution

This category will be described more comprehensively because it is here that the investigative approach can be defined more clearly. The proposed system is broadly similar to the survey carried out in NRW.

### 2. Survey of people whose accommodation has been arranged by an institution

We should point out firstly that the envisaged survey would be conducted among the municipalities and the district offices that handle social support applications where a household has been allocated housing.

Three important constraints must guide the process

- to avoid giving too much extra work to the organisations being questioned
- to avoid double-counts
- to facilitate the work of the organisations by using tailored questionnaires, two types of survey being possible: a continuous survey with regular recording throughout the year, or a snapshot of a particular day; both approaches could be used at the same time.

#### 2.1 Not overloading the organisations participating in the survey

To achieve this, one would have to make do with questions that already appear on the social support form. Any additions are mainly intended to separate out categories of people so the field of observation is clearly delimited, and to respect the definitions established at the start. As shown above, a snapshot of a particular day seems much more onerous to carry out than a continuous survey. We will come back to this.

#### 2.2 Avoiding double-counts

The problem is that people can be referred to hostels either by an authority (not the municipality) and in this instance the authority will temporarily pay accommodation costs, or by the municipality following an application for social support. In the first case, once a person is taken into a hostel, the hostel will check to see if he is eligible for social support, and if he is, a municipality will have to pay for the accommodation and will open a new file. Obviously there is a real risk of double-counts with this system. To avoid them, you need to use either the principle of 'the referring authority', in which case who pays for the accommodation seems irrelevant; or the principle of the 'paying authority' (being aware of the fact that the costs paid by the referring authority will be refunded in full if social support is subsequently awarded). It would seem that the first solution entails distinctly less effort from an administrative point of view, whether the survey is continuous or a snapshot survey.

### 2.3 Distinguishing between questionnaires

To avoid double-counts, different questionnaires should be used for accommodation arranged by authorities and for accommodation arranged as a result of an application for social support. In practice, the questionnaires should include the same questions, but different colours should be used. In the survey conducted in NRW this was not done. Distinctively different questionnaires should also be used for continuous surveys and snapshot surveys of a single day, because different information is required in each case. In fact:

- In the case of continuous surveys, it would be possible to find out the entire path of a person or all the people in a household using the following structure: composition of the household, age of the various people and nationality of the head of household; why the household is in need; dates of arrival and departure from the hostel (see questionnaires sent separately by post). Mr Koenig also recommends continuous data collection (one grouped dispatch per quarter) with photocopyable questionnaires on three pages, where the first sheet is sent to the statistics office. The questionnaire would finally be completed when the household moved out of homelessness and the departure date was known. On that day, the second sheet would be sent to the statistics office with the departure date (see bottom of second sheet = blatt 2). The third sheet, identical to the second, would remain with the handling office.

- With a snapshot survey of one day, that kind of detail would be unthinkable because it would require reference to all individual files. With a one-day survey, the questions should provide information simply for a summary table of homeless people (or rather, people without a tenancy agreement on that specific day). The tables to be submitted would be the result of regularly updated data on admissions and departures. One assumes that this would be necessary anyway for good management of the facility, even if one were not trying to find out the number of homeless. But in any case, just one slip per household is all that would be needed. Consequently it would not be possible to cross-compare variables as you could with the continuous survey.

In this sense the continuous survey provides a much greater depth of information.

Trying to achieve more in a one-day survey than just a summary table for all households would mean that housing support offices would have to get out every file individually, which of course could not be contemplated because of the workload it would entail. In that case, one might as well do a continuous survey!

All in all, the continuous survey gives more detailed results for what apparently is not much more work. Unfortunately, it does not fit in with current legislation which stipulates expressly that only 10 000 units can be surveyed. Although a one-day survey would be well below that threshold, because households are summarised in a single table (so one questionnaire), the same obviously cannot be said for a continuous survey where there would be as many questionnaires as households. So new legislation would be required. In NRW, sampling has been used and legislation passed. So why can't sampling be used over the whole of Germany? The reason is that you cannot use sampling if you don't have any reliable information on the whole population. (snowball??? capture-recapture???) Let's not forget that in NRW there is at least basic annual monitoring.

#### Limitations of the Koenig operation

This approach has the merit of fitting in well with an operation that is not purely statistical, namely social support (and particular housing support) as already laid down by law. This is an asset. However, if you only look at people who are already being looked after in some way, there must be others who do not come to light. In addition, the approach described does not tackle problems often mentioned by social support offices and charities: anticipation to prevent problems occurring (overdue rent, the emergence of conflict in existing accommodation, release from prison and unsuitable accommodation, and even demolition of a property within a short period of time, overcrowded accommodation). These are all situations that the 'Städtetag' included in its definition of homelessness.

Mr Koenig also confronts these issues, and even prepares a specific questionnaire for households with rent arrears likely to lead to eviction. He also suggests solutions for tackling the problem of unhealthy or overcrowded accommodation (housing section every four years in the 1/100 survey or Mikrozensus), and thinks that other cases could be dealt with through administrative channels.

In the trial survey in NRW, against Mr Koenig's recommendations, an attempt was made to tackle some of these questions, but with mixed success. However, the trial survey suggested that it was unnecessary to use a double questionnaire for the continuous survey (a single questionnaire was used from the start without any problem). It also showed that the single survey on a particular day could be too much effort, and in the end it was abandoned.



## The trial survey in North Rhine-Westphalia

### Objective

To test the recommendations of the feasibility study by Mr Koenig of the Statistisches Bundesamt: to enumerate the homeless using opportunities currently provided by official statistics. The feasibility study was carried out between September 1995 and March 1998. The following areas participated in the study: the Länder of Bavaria, Mecklenburg-Western Pomerania, North Rhine-Westphalia and Hamburg.

Definition of those who could be affected: field of possible homeless

Definition from the Städtetag, 1987, i.e.:

Three categories:

- people currently without a home (without any accommodation or in insecure accommodation arranged by social support or an official authority)
- people facing imminent loss of their home (private accommodation or hostel)
- people in inadequate accommodation (cramped accommodation or accommodation lacking all comfort); people having to pay unaffordable rent; people faced with ongoing or escalating social conflicts.

Initial observations

- people who are homeless and have not been provided with accommodation by an institution can only be partially counted using social support statistics;
- data on the homeless living in hostels, arranged either directly by the municipality as part of social support or by other authorities, are easy to detect;
- people at imminent risk of losing their home cannot be counted, though information on exorbitant rents can be found;
- the concept of inadequate accommodation has not yet been defined, so no real count is possible;
- the Aussiedler are declared, so the data can be used.

The survey in NRW

In accordance with the feasibility study, only people living temporarily in hostels were surveyed. The Land of NRW was responsible for carrying out the trial survey for 2000.

Concepts and approach used for this survey

People could have been referred to hostels in two different ways: either through an application for social support, or by an authority. In the second case, it is possible that a file concerning eligibility for social support was subsequently opened and retained. Depending on the case, the accommodation is paid for by the referring authority (for those not eligible for social support) or by social support. In any case, if the referral is made by an authority, a double-count is a possibility if social support takes over. To prevent this happening, there are two possible ways of counting: either with reference to the paying authority, or with reference to the referring authority. Once one of these two principles has been chosen, it is necessary to adhere to it strictly.

Field: The homeless were defined as those who did not own their own homes and did not have a tenancy agreement.

For the count, the plan was to keep continuous records throughout the year and to conduct a survey on one specific day. In practice, a survey was carried out on the first day, 31 December 1999, then continuous records were kept throughout 2000 and a separate survey was planned for 31 December 2000, though this did not materialise. The questionnaires are described in the feasibility study. Although the study planned to use two separate questionnaires for homeless people referred by an authority and homeless people referred through the social support system, in fact only one questionnaire was used with a question concerning the route of arrival at the centre. The aim was to answer the question on the method of entry at the same time as the question on the receipt of support (cf. the two principles described above).

Contrary to the feasibility study's recommendations, a decision was made to count those at risk of losing their homes too. This count was carried out on a quarterly basis. A maximum of 10 000 homeless households from

between ten and twenty municipalities was established. Within the candidate areas, all hostels and shelters (of all kinds) were contacted, the aim being to count all those fulfilling the definition of homeless (i.e. having no tenancy agreement). All those not admitted to hostels or shelters (staying with friends, sleeping on the streets and not spending a night in a hostel at all during the year, paying for their own room in a hotel or guesthouse, and the 'Aussiedler' by agreement) were not included in the survey (those conducting the survey knew this).

#### Recorded data

Concerning the stay: start of stay, administrative basis of accommodation provision, reason, route by which accommodation was accessed, end of stay and reason for leaving. Concerning the household: number of people plus nationality, arrival and departure of each, eligibility for social support. A battery of questions was also included as part of the quarterly survey to find out how many people were at risk of losing their homes (particularly a question about the level of rent paid).

#### Sampling process

To determine the sampling scheme, information from the 1997 homelessness survey was used (this is a regular survey in NRW, but it is not always carried out using exactly the same procedure). 4 730 households were finally used as the starting point. 44 municipalities were contacted, 24 of which declared their interest in participating. They were classified in strata according to population size. The cities of Bonn and Bielefeld withdrew after a very short time (too great a workload). Eight cities were unable to resolve matters satisfactorily with non-institutional hostels (often charities). These argued that the people living in them actually had a tenancy agreement!

#### Comments

Several municipalities commented that a definition relying on the absence of a tenancy agreement was too restrictive and led to the underestimation of those living in hotels and guesthouses paid for by themselves, but also in some cases where these were paid for by an institution where landlords had a contract (although often very short term). The municipalities felt that in future it would be better to remove the tenancy agreement filter and for all hostels to be surveyed, including organisations that did not feel they were affected (with an obligation to respond). With regard to the survey, it was the 'referring authority' principle that was used rather than the 'paying authority' principle. But in fact the risk of double-counts turned out to be very limited.

#### Survey of a particular day and continuous survey

To avoid giving the municipalities too much work, the end-of-year survey was not carried out. As one might expect, the variance between the two approaches was greater where duration of stay was shorter. A theoretical simulation showed that the variance between the two methods was 20 to 25%. The continuous survey showed that 7.5% of people in temporary accommodation change every month, but for the category of people coming for only a very short-term stay, the variation is as high as 93%. The municipalities are at odds over the respective amounts of work for the continuous survey and the one-day survey. It actually seems as though the continuous survey is ultimately less onerous because it only counts changes. Comparison between the results of the trial survey and the survey conducted normally on the 'roofless' (Obdachlosen) in NRW (this provided a sampling framework as indicated above). The trial survey gives slightly higher results, though substantially similar. In terms of design, the first of the two is not defined by tenancy contracts but nor does it take account of 'free' or non-institutional hostels (some charities, etc.).

#### Problems associated with short-term or emergency accommodation

With accommodation run by non-official organisations there is often poor record keeping (no legal obligation). With hostels for women, it is very important to respect their anonymity to ensure their protection.

#### With regard to the questionnaire:

The municipalities surveyed were adamant about the need to keep a detailed breakdown of the reasons for losing one's home in the questionnaire, and also a detailed breakdown of the type of accommodation being offered. The reasons for leaving the temporary accommodation also need to be analysed in detail. There has often been poor coverage of this last item of information, and as a result we know little about what happens to people later on. The quarterly questionnaire on people at risk of becoming homeless was completed in different ways by the municipalities, and would be better abandoned in future. So we are back to the position defended by Mr Koenig in his feasibility study.

### Annex 3.4: United States: the survey carried out by the Bureau of the Census

This description is based on a synthesis of two documents:

TOURKIN S., HUBBLE D., 1997, *National Survey of Homeless Assistance Providers and Clients: Data Collection Methods*. Suitland, MD: U. S. Department of Commerce, Bureau of the Census.

BURT M. R., ARON Y. A., LEE E., VALENTE J., 1999b, *Helping America's Homeless: Emergency shelter or affordable housing?* The Urban Institute Press, Washington, D.C.

The data were collected by the Bureau of the Census between October 1995 and November 1996. Funding was provided by twelve federal agencies<sup>53</sup> under the auspices of the *Interagency Council on the Homeless*, a working group of the White House Domestic Policy Council. For the first time ever, the Bureau of the Census was conducting a national survey of people using homeless support services. The method implemented by the Bureau was similar to the one used in 1987 by the Urban Institute (Study of National Homelessness, Burt and Cohen 1989?) as part of the survey carried out in cities with a population of more than 100 000. The survey was not designed to produce a count of the number of homeless people but to gather information on three key areas. The first was the characteristics of support services: their target clientele (particularly war veterans and people suffering from mental illnesses), calendar of opening, occupancy rates and sources of funding. The second was to present the characteristics of homeless people using the services and to highlight any changes between 1987 and 1996. And finally they wanted to find out more about certain subjects such as the prevalence of drug addiction, mental illness, HIV/AIDS and tuberculosis, previous episodes of homelessness, triggers to homelessness, the accommodation occupied prior to becoming homeless. The survey also enabled the collection of comparative data concerning people on very low incomes who were using support services without actually being homeless at the time of the survey. The information produced was representative of urban and rural areas but could not be used at regional or local level. The Bureau of the Census was responsible for data collection, and the organisations providing funding looked after the analysis of the data.

The sampling scheme was designed to construct a representative sample of the organisations providing support (support services) and the people using these services, whether or not they were homeless. It comprised three levels of selection. The first level was to select 76 geographical areas divided in the following way:

- the 28 largest metropolitan statistical areas (MSA<sup>54</sup>s) in the land (selection probability of 1);
- 24 small and medium-sized metropolitan statistical areas: stratified selection according to size and region (North-East, South, Mid-West, West);
- 24 rural counties based on CAA<sup>55</sup> divisions (groupings of counties for administrative purposes in the fields of health and social services): stratified selection according to size and region (North-East, South, Mid-West, West).

#### 1) Survey of homeless support services (October 1995 – October 1996)

A list of assistance programmes was drawn up in the 76 primary units. The programmes had to be addressed specifically but not exclusively to the homeless (except in rural areas where the programmes simply had to be used by the homeless even if they were not the main target). To prepare this list, the Bureau of the Census referred to the legal definition of homelessness in force since 1987 (Stewart B., McKinney, Homeless Assistance Act).

*An individual who lacks a fixed, regular, and adequate night-time residence; and*

*An individual who has a primary night-time residence that is:*

- *a supervised publicly or privately operated shelter designed to provide temporary living accommodation (including welfare hotels, congregate shelter, and transitional housing for the mentally ill;*
- *a public or a private place that provides a temporary residence for individuals intended to be institutionalised; or*

<sup>53</sup> These agencies include the Departments of Housing and Urban Development, Health and Human Services, Veterans Affairs, Agriculture, Commerce, Education, Energy, Justice, Labor, and Transportation as well as the Social Security Administration and the Federal Emergency Management Agency.

<sup>54</sup> Metropolitan Statistical Area

<sup>55</sup> CAA: Community Action Agency.

- a public or private place not designed for, or ordinarily used as, regular sleeping accommodation for human beings.

The final condition was that these programmes had to be operating in the selected geographical areas and deal directly with the homeless. Sixteen categories of programme had been defined in advance:

- emergency shelters;
- transitional housing programmes;
- permanent housing programmes for formerly homeless people;
- programmes distributing vouchers for emergency accommodation for a defined period (hotels, motels, guest houses, etc.);
- programmes accepting vouchers for accommodation;
- food pantries for people on low incomes;
- soup kitchens;
- mobile food programmes;
- physical health care programmes (excluding mental health);
- mental health care programmes;
- alcohol/drug programmes (prevention, detoxification, education);
- HIV/AIDS programmes (prevention, nutrition, medication);
- outreach programmes (mobile services for people sleeping on the street, providing care, blankets, accompaniment to a hostel);
- drop-in centres (shower, laundries, television);
- migrant labour camps used to provide emergency shelter for homeless people off-season;
- other programmes (professional training, clothing distribution, for example);

The list of facilities (name, address, telephone number, contact name, etc.) was built up in several stages. An initial list was produced from information provided by various institutions, starting with the Federal Agencies contributing to the funding of homeless support programmes, national associations defending the homeless or badly housed, and national organisations working for the homeless. The Bureau of the Census had to contact those running the facilities on several occasions to make sure they were within the survey field and were not duplicates of other facilities. After removing duplicates, the Bureau contacted all the facilities, asking them to update and complete the list of programmes available within their city.

From the telephone survey (CATI) (*Providers Survey*) it emerged that 6 307 facilities matched the survey fields and they were running 11 983 different programmes. Using the questionnaire, the Bureau of the Census obtained various types of data (nature of the programme, supervising organisation (government, non-profit making organisation), sources of funding (public/private, type of government department), number of clients (split into single adults, families, unaccompanied minors, men/women, single parent/two-parent), specific target clientele).

In addition, half of these programmes (5 694) answered a self-administered questionnaire sent to them by post, in which one member of staff had to evaluate the needs of the clientele and the capacity of the facility or district to meet them.

## **2) Survey of clients of support services (October – early November 1996)**

The Bureau of the Census then moved on to the second level of selection. From each of the initial units of selection, a sample of programmes was selected that would be representative of all types of programmes on the basis of their characteristics. Selection was made proportionately to size (defined as the number of clients using the service on an average day in February). 4 207 clients (from 11 983 programmes?) were then selected at random and interviewed over the course of 700 visits. Six to eight people were interviewed per visit. Minors were only eligible to take part if they were not accompanied by one or more adults.

Teams from the Bureau of the Census cooperated with members of staff of the establishments selected in order to determine the most suitable time to conduct the interviews and the best way of recompensing clients at the end of the interview. People contacted by outreach programmes were interviewed the next day at a place agreed in advance.

## **3) Calculation of weightings**

Various adjustments had to be made, particularly because the data collection was not carried out in February as planned but in the autumn. So the Bureau of the Census used data relating to the size of the services surveyed

during the telephone survey, which applied to February, to adjust the results obtained at the end of data collection. The initial file included service use during one month. This had to be converted to a weekly file of service users. This was done by unduplicating the weight attached to each service used (i.e. to each respondent) by dividing it by the number of times the respondent used the service during the week before the survey, which was known from the questionnaire.

#### **4) Definition of the 'currently homeless' category and results (Burt, 1999b)**

The data were sent to the Urban Institute, which performed the first detailed analyses. This required the establishment of a definition of homelessness. The definition was constructed as follows: a person is said to be currently homeless if they fulfil one of the eight criteria defined below:

If on the day of the survey or during the seven-day period prior to being interviewed they slept:

- 1) in an emergency shelter or transitional housing programme;
- 2) in a hotel or motel paid for by a shelter voucher;
- 3) in an abandoned building, a place of business, a car or other vehicle, or anywhere outside;  
or the client;
- 4) reported that the last time they had "a place of [their] own for 30 days or more in the same place" was more than seven days ago;
- 5) said their last period of homelessness ended within the last seven days;
- 6) were contacted at an emergency shelter or transitional housing programme;
- 7) reported getting food from the shelter where they live at least once within the last seven days;
- 8) said they stayed in their own or someone else's place but could not sleep there for the next month without being asked to leave.

On an average week in October/November 1986, 646 000 different people used the support system at least once. Of this total, 53.5% are homeless (346 000 adults and 98 000 children (440 000)). The first criterion enables 34.9% of clients to be classed as currently homeless, the second adds 1.7% and the third 10%. The five other criteria add 7.1%, so that in total 53.5% of clients of support programmes are homeless at the time of the survey. All the criteria feature in the McKinney Act with the exception of the last, which only adds 0.3% of people.

### **Annex 3.5: Canada: Institut de la statistique du Québec Health survey**

This presentation is a synthesis of two documents:

FOURNIER L., CHEVALIER S., OSTOJ M., CAULET M., COURTEMANCHE R., PLANTE N., *Dénombrement de la clientèle itinérante dans les centres d'hébergement, les soupes populaires et les centres de jour des villes de Montréal et de Québec 1996-97*, Institut de la statistique du Québec.

FOURNIER L., 2001, *Enquête auprès de la clientèle des ressources pour personnes itinérantes des régions de Montréal-centre et de Québec*, 1998-1999, volume 1, Collection la santé et le bien-être, Institut de la statistique du Québec, 142 pages.

#### **A) Objectives, context, field**

The aim of this survey was to evaluate the fifth objective of the Policy of the Department of Social Affairs, which was to wipe out itinerancy by 2002, particularly in Montreal and Quebec, to lessen its consequences and to encourage the social reintegration of itinerants. It involved updating and completing an epidemiological study carried out in 1987-88 focusing on the mental health of the homeless in Montreal.

The work was funded by the Department of Social Affairs, the Public Health Directorate for central Montreal, the Regional Health and Social Services Authority for Quebec, Montreal City Council, Quebec City Council, the Department of Income Security, and the Fondation Marcelle et Jean Coutu. A steering committee of representatives of financial partners and those working in the field monitored the survey.

The work was carried out in two stages. First, the ISQ counted the population using the network of services in Montreal and Quebec City (66 centres and services), then it conducted a survey of a representative sample of clients of this network in order to estimate the number of clients and describe their socio-demographic characteristics, residential instability, physical and mental state of health and use of services.

The hostels category was delimited in the following way: all hostels whose primary mission is to look after the homeless and those hostels whose clientele is made up to a large extent of homeless people. However, the following did not fall into the survey field: hostels or parts of hostels constituting a permanent residence, centres for women who are victims of domestic violence and transitional accommodation.

The population using the network of services corresponds to what is commonly referred to in Quebec as the 'itinerant population' or the 'itinerant'. Defined as such, this category includes a high proportion of roofless or homeless people but also a vast number of people with homes who still use soup kitchens and drop-in centres.

Although the target population is the clientele of service networks, the study enables a distinction to be made between the homeless and the roofless. The following definition is used:

Being homeless is defined by its opposite. "Having a home means having a flat, room or house of one's own or to share, or living with one's parents. A person with a home can return to it whenever they want to and intend to."

This method of collection is not very well suited to the case of itinerants who do not use the support network available to them. But there are relatively few of them, as shown by a blanket survey launched in Montreal of a sample of 186 people contacted outdoors, in public places or disused buildings. Three quarters of the people contacted in this way agreed to take part in the survey. It turned out that those three quarters had already stayed in a hostel during the last twelve months and nearly 84% had used a soup kitchen or a drop-in centre during the same period. This additional study showed that nine tenths of itinerants can be reached through community resources.

#### **B) Enumeration of the itinerant clientele of hostels, soup kitchens and drop-in centres in Montreal and Quebec, 1996-97**

The survey involved the production of an estimation of the number of people who had paid at least one visit during the year to one of these resources in the urban communities of Quebec and the Regional Health and Social Services Authority of Montreal-centre, i.e. at least one hostel, soup kitchen or drop-in centre.

The count took place between 1 January and 31 December 1996. The main difficulty was to avoid counting the same person several times. This was achieved by use of three methods:

Firstly, double-counts had to be avoided between three sectors of the clientele: residents of hostels, users of soup kitchens and users of drop-in centres. The following rule was adopted:

- 1) In hostels, all clients are eligible.
- 2) In soup kitchens, only people who have not visited a hostel during the last twelve months are eligible.
- 3) In drop-in centres, only people who have not been to either a hostel or a soup kitchen during the last twelve months are eligible.

Secondly, an attempt was made to estimate the number of persons frequenting such services, whilst taking into account the number of visits to similar services during the year. To achieve this, the ISQ used methods specific to each resource category.

### **Method applied to hostels**

The ISQ used two methods for hostels. In most cases, it was given access to admissions data for the period from 1 January to 31 December 1996. It was therefore possible to identify those who had been admitted to different centres by taking information such as surname, first name, sex, date of birth (or age), marital status, social insurance number, medical insurance number, social support number and dates of visit.

At centres that did not agree to use this method, members of staff were asked to interview a sample of residents (and to note the number of refusals) in order to collect the frequency of use of that hostel, use of other hostels, sex and age. The questionnaires were filled in between June and October 1997. From the answers to the questionnaire, Persons who frequented one of the centres covered by the first method were excluded from this enumeration because already counted. Remaining persons were weighted on the basis of their visits to different accommodation centres and statistics of the total numbers of visits to each centre. Adding together the weight of each subject and dividing by the number of subjects gives the proportion to be applied to the number of different clients welcomed during the year in question according to the centre's statistics.

### **Method applied to soup kitchens and drop-in centres**

Data collection began at the end of September and ended in the middle of December 1997. The evaluation of the number of people in soup kitchens was based on the number of meals served in each centre over a period of thirty days according to data supplied by centre managers. An interviewer also administered a questionnaire to a sample of users of soup kitchens on three days in the month, at the start, middle and end of the month. The questionnaire covered their use of hostels during the last twelve months, visits to other soup kitchens, the frequency with which they used the soup kitchen where they were being interviewed, their homeless status, sex and age. On the basis of this information, respondents were given a weighting in order to estimate the number of persons who visited at least one soup kitchen during the year but did not visit any accommodation centres included in the list which were surveyed.

The method used in drop-in centres was identical except that the questionnaire contained additional headings (the use of soup kitchens during the last twelve months, visits to other drop-in centres, frequency of use of the drop-in centre where the survey was taking place) (see questionnaire). By weighting the respondents, an estimate can be obtained of the number of persons frequenting at least one day centre during the year but not visiting any of the other centres or soup kitchens included in the list which were surveyed.

### **Methods of calculation and results**

The estimations show that over a period of a year (1996-97), 10 371 different people used hostels for homeless people in Montreal and Quebec. In addition there were 29 138 people who did not use the accommodation network but did visit soup kitchens and drop-in centres. So the network supports 39 509 people annually. Obviously not all of these clients are necessarily homeless, as shown by the estimate of the number of itinerants or ex-itinerants according to two definitions: 22 425 have already been homeless during their lifetimes and 16 255 have been homeless during the last twelve months.

**Table: Number of itinerant-years in Montreal and Quebec according to three definitions (hierarchical calculation)**

	Definitions	Hostels	Soup kitchens, drop-in centres but not hostels	Total
Montreal-centre region  24 hostels, 793 beds, 23 soup kitchens or drop-in centres	Clients	8 253	19 961	28 214
	Homeless during lifetime	8 253	8 747	17 000
	Homeless during last 12 months	8 253	4 413	12 666
Region of the Urban Community of Quebec  9 hostels 180 beds, 9 soup kitchens or drop-in centres	Clients	2 118	9 177	11 295
	Homeless during lifetime	2 118	3 307	5 425
	Homeless during last 12 months	2 118	1 471	3 589

In Montreal, 36% of the clientele of hostels had only stayed there for one night during the year and 63% had stayed for seven nights or less. The result for Quebec is similar (but the calculation could only be made for centres with admissions data).

### **C) Survey of the itinerant clientele of hostels, soup kitchens and drop-in centres in Montreal and Quebec, 1996-97?**

December 1988 – August 1999

*“The population studied was all ‘person-days’ that had visited hostels, soup kitchens and drop-in centres for itinerants during the survey period. Within that daily population, a person is represented by as many person-days as the number of days they were present in one or other of the centres targeted by the survey.” Estimates based on this type of population consequently characterise heavy users of these services more.*

*It is essential to note here the difference between the daily population and the annual population. The annual population refers to all the people who have visited one of the centres at least once during a year, irrespective of the number of times they visited. For example, a person who visited a centre on three different days counts as three person-days in the daily population but only as a single person in the annual population.*

The survey was conducted in 39 of the 66 centres identified for the survey.

The sampling scheme uses three levels of selection. Very small centres were selected at random, and certain centres refused to participate. This had the effect of excluding minors from the survey altogether, whilst persons aged less than 25 and persons who only visited small centres are under-represented.

Then, for each centre separately, a certain number of days were sampled from the days the centres were open during the data collection period. The selection was made proportionately to the size of the centres as collected during the enumeration phase. The second level consisted of the selection of one or more people from the clientele in each drop-in centre. The number of people selected was not fixed in advance, the aim being to obtain a respondent for each day using a replacement procedure as necessary. In all, 1 168 people had to be contacted for 757 interviews to be conducted, i.e. 71.5% of respondents (unweighted response rate). In hostels, the most frequently applied selection method was based on selection from registration lists. In emergency hostels, the number of new registrations was not really known until the next morning, which meant that centre managers had to



be contacted again. In soup kitchens and drop-in centres (once the time span for the survey had been chosen), several rules were followed: selection of the next person to stand up, enter (or leave) the room, selection of the first person to sit down on entering. Interviews lasted 2 hours 30 minutes for the first version of the questionnaire, but this was reduced to 1 hour 50 minutes when the second version was introduced.

To eliminate the problem of multiple use of services on the same day, the ISQ implemented a 'hierarchical selection' method. In meal distribution services, people were only interviewed if they had not spent the previous night in a hostel that was part of the survey field. In drop-in centres, people were only interviewed if they had not spent the previous night in a hostel and they had not eaten during the last 24 hours at the surveyed meal distribution services. This hierarchy was not enough to obtain one-to-one correspondence between a service and a unit of daily population (one person could be selected more than once on one particular day if they had visited two soup kitchens, for example), but information from the respondent made it possible to make an approximate adjustment of the selection probabilities on which the weighting was based. Anyway, in hostels, people were only interviewed if they had not slept in that centre the night before the survey day; in other words, they only had one chance of being contacted throughout their present stay. The aim was to make estimations on the annual population as well as the daily population. Because this concerns hostels, estimations on the daily population can be achieved by adjusting weights (or probabilities of selection) for varying lengths of stay.

## Annex 3.6: France: survey carried out by the national statistics institute

This annex quotes the following publication in its entirety:

BROUSSE C., de la ROCHERE B., MASSE E., 2002?, "L'enquête de l'Insee auprès des usagers des services d'hébergement et de distribution de repas chauds. Une méthodologie inédite pour étudier la population des sans-domicile", *Courrier des statistiques*, n° 9.

And several items from the study:

BROUSSE C., de la ROCHERE B., MASSE E., 2004, L'enquête auprès des sans-domicile usagers des services d'hébergement et des distributions de repas chauds, *INSEE Méthodes* (awaiting publication).

The survey was conducted at the start of 2001 in 80 towns and cities in mainland France with a population of more than 20 000. Besides the socio-demographic characteristics of the respondent (and their family), the main subjects covered were as follows: employment status, income, level of debt, use of support services, state of health, access to healthcare and family history. Particular attention was paid to the residential history, difficulties with access to housing and daily living conditions.

### An operational approach

Within the meaning of this INSEE survey, the homeless are people sleeping on the street or in makeshift shelters, or being sheltered by organisations offering free (or very low cost) accommodation for several days or months in communal centres, hotel rooms, or standard flats.

Not having a sampling base to reach these people, INSEE decided to look specifically at the case of users of hostels and (free or almost free) hot meal distribution services<sup>56</sup>. Obviously this operational approach only provides imperfect coverage of the above definition: homeless people may never use any of the services in question; conversely, people with a home of their own may use hot meal distribution services. We will come back to this.

#### Support services for people in difficulty used in the survey field

- accommodation services provided by hostels and social rehabilitation centres, mother and child centres, social hostels and charity- or council-run hostels that are not subsidised by Social Support;
- provision of emergency places in young workers' hostels, migrant workers' hostels and social services homes;
- provision of hotel rooms rented by charities or public authorities;
- accommodation services provided by self-supporting communities;
- hot meal distributions<sup>1</sup>.

1. Food aid is available in two different forms: distribution of food parcels and hot meal distribution. Only the second type of food aid was used because food parcels are mainly intended for people with their own home.

### Just over 4 000 people surveyed

Data collection took place over a 20-day period, from Monday 15 January 2001 to Monday 12 February 2001, excluding Saturdays, Sundays and Monday 22 January. More than 300 'sampling' or 'interviewing' researchers took part, collecting a total of 4 195 questionnaires of which 4 084 could actually be used. On average, each interview took nearly an hour.

### Random draw of sampled towns...

The geographical field of the survey was limited to towns with a population of more than 20 000; outside these, very few hostels and free hot meal distributions exist, as initial estimates produced earlier showed.

<sup>56</sup> Other types of service could have been used, such as drop-in centres and clothing distributions, or health care or legal support. However, a qualitative operation confirmed that only a very small number of homeless people use *only* these services.

The random draw of the sampled towns was made proportionately to a criterion of size defined as a combination of the total population and the capacity for accommodating people in difficulty as assessed by the FINESS file of health and social services establishments. In total, 80 towns and cities were selected in this way, covering around 80% of the total population of towns and cities in mainland France with a population of more than 20 000.

Taking account of the geographical distribution of these sample towns, the data collection involved 17 of the 22 regional departments of INSEE in mainland France.

### ... and constitution of the sampling base

Production of the list of support services was performed in several stages. First, an initial list of support services for people in difficulty in the 160 selected towns was prepared from the file of health and social services establishments and other sources (FNARS charity files, business directory). The verification process required much contact with those involved in the provision of social support (charities, local communities and government administrations). Additional research was also conducted by means of a postal survey sent to around 3 000 places of worship and 1 700 town halls. Altogether the verified and updated lists included around 2 700 facilities.

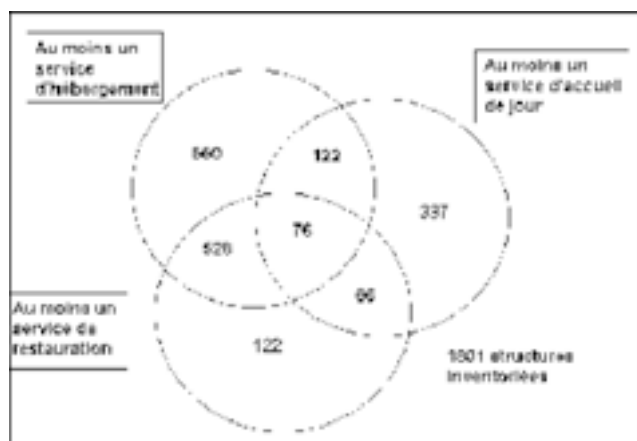
In March 2000, a telephone survey of these 2 700 facilities was carried out to gather additional information on the nature and characteristics of the services they offered and the average daily levels of use. The telephone survey took place over three months (from February to mid-April 2000 and three weeks in September for the additional survey). It was important to complete it by 15 April, the date on which some centres suspend their activities. The telephone interview lasted on average twenty minutes, plus the time taken for the centre manager to come to the phone and the time spent reading through the questionnaire. Before the survey, all facilities received a letter of notification explaining the aims of the survey.

Only six facilities refused to take part in the survey and a few could not be contacted, but overall acceptance by the various organisations and charities contacted was very good. The problem was finding the right person to answer the survey questions, because the centre manager was not always available or easily identifiable in facilities with several services. Furthermore, of these 2 742 facilities, nine were outside the geographical area of the survey and 84 were in towns with between 5 000 and 20 000 inhabitants (ratio?).

In fact, a third of them turned out to be outside the survey field because they offered neither accommodation nor hot meals. In July 2000, the lists of remaining facilities were sent to the charities or organisations running them, to be checked and updated.

The final base contained 1 801 facilities in the 80 towns and cities. The services provided were then classified according to a classification of eight different types of service: grouped accommodation (short- or long-term), dispersed accommodation (in temporary housing, hotel rooms, young workers' hostels, etc.), fixed catering (lunchtime or evening) and mobile catering (lunchtime or evening), drop-in centres. Because a single facility could offer several different types of service, our sampling base included 2 398 services in total, the term 'service' meaning here a service of a particular type offered by a particular facility (e.g.: grouped accommodation service offered by facility X, fixed catering service also offered by facility X, dispersed accommodation service offered by facility Y, etc.). The breakdown of services in October 2000 was as follows: 1 276 accommodation services, 792 catering services and 601 drop-in centres (of which 337 were not linked to a hostel or meal distribution centre).

### Diagram: Breakdown of 1 801 facilities according to the services they offer



#### Key:

Au moins un service d'hébergement = At least one accommodation service

Au moins un service d'accueil de jour = At least one drop-in centre

Au moins un service de restauration = At least one catering service

1801 structures inventoriées = Inventory of 1801 facilities

Source: base of services resulting from telephone survey; INSEE, October 2000.

With regard to visits, significant differences were observed between user numbers in January 2000 obtained through the telephone survey and user numbers in January/February 2001, measured at the time of the user survey. On average, the data from the telephone survey were 37% higher than those measured by researchers conducting the headcount during the individual sampling phase within the facilities themselves (Diagram 1).

### **Second level of sampling: services x survey days**

The units sampled during the second level of the survey belonged to the set consisting of the Cartesian product of 'service x survey day'. Before the selection, the sampling base was stratified by type of service and, for the first two types of service (grouped accommodation and dispersed accommodation), by the type of clientele they welcome (single men, single women, mixed).

The random selection was carried out proportionately to average daily use as stated during the telephone survey in March 2000, deflated by the probability of drawing the town. For reasons relating to the data collection workload, Paris, which represented more than a third of the sampling base, was under-sampled.

In the end, a sample of 1 225 'service x survey day' units was produced in this way, corresponding to 903 separate services (some large services were actually visited several times).

### **Third level of sampling: services provided**

The third level of sampling was applied to the services provided: two or four services per 'service x survey day' unit (i.e. as a first estimate and taking account of the information that had been collected during the telephone survey in March 2000, an average sampling rate of around 10%) to be drawn at random on site on the day of the survey using a sampling table: four in the most standard cases, only two in the case of the provision of hotel rooms rented by an association or public body or provision of emergency places in hostels for young workers, migrant workers or social services homes<sup>57</sup>.

Naturally, 'surveying services provided' amounted in practice to surveying those receiving the services in question. The surveyed service provisions were selected either at random from the list of service users or, in the absence of a list (essentially in the case of hot meal distributions), according to the order in which users passed a particular point: the entrance, the exit or the meal distribution counter.

Where users refused to take part, could not speak French, or proved to be 'unreachable' the researchers had to find someone else to replace them (the hypothesis being, of course, a service provision drawn at random from a list of users). However, at the fifth failed attempt, the questionnaire had to be considered lost.

### **Regarding the weight distribution method**

The elementary weight of the survey service provisions on a particular day in a particular *facility* as part of a particular service is the result of dividing the total number of services provided on that day in that centre as part of that service by the number of service provisions surveyed, so information also had to be gathered on that total number of services.

Based on the weight distribution method [Ardilly & Le Blanc, 2001; Lavallée, 1995], the calculation of elementary weightings relating to people who had been provided with the surveyed services also required the collection of a second item of information: the number of times the person had used an accommodation or hot meal distribution service during a particular reference period. In practice, this 'intensity of use' was measured over a week, the week leading up to the survey day, using a weekly time sheet included in the survey questionnaire. This additional set of questions was aimed more precisely at establishing a list of the places where the person had eaten and slept during the week in question<sup>58</sup>.

---

<sup>57</sup>. This rule of surveying two or four services was nevertheless not sacrosanct. The number of services to be surveyed had in fact been set at eight or twelve for the largest 'service x survey day' units, and even sixteen for midday meals served by the Grand Ramier social services centre in Toulouse.

<sup>58</sup>. It would have been better if the questions could have covered a longer period, but difficulty with remembering would have had an adverse effect on the quality of the data.

**Box: (very simplified) example of the application of the weight distribution method**

*During the reference period of the survey, a total of ten services were provided, five of which were accommodation services, labelled A1 to A5, and five of which were free catering services, labelled C1 to C5.*

*Five of these service provisions were drawn at random: A1, A2, C2, C3 and C4, all with the same probability of being drawn ( $5/10 = 1/2$ ).*

*Four people, one of whom relates to two service provisions, were interviewed about these five service provisions: P1 about A1, P2 about A2 and C2, P3 about C3, P4 about C4. The last of these, P4, stated that he had received two other service provisions during the reference period of the survey. However, people P1, P2 and P3 stated that they had not received any service provisions other than those about which they were being interviewed. In total, then, the four people interviewed had enjoyed seven provisions of service. In application of the weight distribution method, the weight of an individual is equal to the sum of the weights of the service provisions about which he has been interviewed divided by the total number of service provisions that he has received. Using this hypothesis, and since all the service provisions surveyed are allocated the same weight, in this case  $10/5 = 2$ , the weights of P1 and P3 are 2 and the weight of P2 is also 2 ( $= 4/2$ ). The weight of P4 is  $2/3$ .*

*The total number of people who have received at least one service provision during the reference period of the survey will therefore be estimated at  $2 + 2 + 2 + 2/3 = 6.67$ . This result can be reconciled with a theoretical maximum of seven (if the three remaining service provisions had been served to three different people) and a theoretical minimum of five (if these three service provisions had been served to the same person).*

*Assuming that it was impossible to establish the fact that service provisions A2 and C2 were received by the same person, and that it was believed that five people were interviewed: P1 about A1, P2 about A2, P3 about C3, P4 about R4, and a fifth person, P5, about C2.*

*In this case, because P2 and P5 would (normally) have stated that they had received a second service provision during the reference period of the survey, the total number of people who had received at least one service provision during this period will continue to be estimated at 6.67: the weights of P1, P3 and P4 remain the same, but that of P2 becomes 1, and there is also a weight for P5, which is also 1.*

**Preparation and organisation of collection**

A novel method of organisation based on teamwork was implemented following six trials carried out in seven regional offices and covering a total of 300 questionnaires. Following these trials, it had been decided that each survey team would include a 'sampling' researcher responsible for selecting the people to be interviewed and counting the services provided, and one or two 'interviewing' researchers: only one where there was a list of users (the sampler would then also have time to conduct interviews), and two if there was no list.

Particular care was taken with training: 3.5 days for the 135 samplers, 2.5 days for the 190 interviewers. Each time, trial runs were carried out in the drop-in centres. This *in situ* training was felt to be useful or very useful by 95% of those trained.

In terms of the specific work of the sampling researchers, stress was placed on the problems that could be involved in counting the number of services provided without a list of users. They were asked to make sure they did not give in to the temptation to let an element of subjectivity come into the selection of people to be interviewed, given that this was, on the face of it, a difficult clientele.

Each of the 903 services sampled was the subject of a pre-visit: 57 were removed from the list, some because they had closed for good since the sampling base was drawn up, and others because they were no longer within the field of the survey.

**In the field...**

Although the division of labour between the samplers and interviewers was strictly defined in principle, flexibility was required in the field, and both would lend each other a hand whenever possible. One time in four (out of a total of 1 036 visits), the interviewers helped the samplers to make contact with the people selected; one time in ten, they helped with counting. Conversely, when there were heavy time constraints (at soup runs, where service is very fast), samplers conducted interviews.

Very few services selected at random refused to cooperate (1%). This low refusal rate is explained by the support of the main charities, which had been consulted throughout the survey preparation process, the impact of the pre-visits, the high levels of motivation of researchers and the efforts of the regional managers of the survey who accompanied the researchers to the services that were considered on the face of it to be the most 'difficult'.

In the end, 95% of visits took place on the date planned. Service provisions were counted under good conditions in 88% of the *services* visited. In 87% of these, the service provisions surveyed were selected using the sampling table.

### **Individual non-responses**

Around a third of people associated with the randomly selected service provisions did not want to take part in the survey: 6% could not be contacted (service provisions drawn at random from lists of users), 12% turned out to be 'unsuitable' (essentially because they did not speak French), and 15% refused to reply.

Overall, the spontaneous acceptance rate ranged from 32% at mobile catering services in the evening to 74% at non-emergency grouped accommodation services. The most frequently used reasons for not taking part were lack of time or interest.

In total, 6 361 contacts had to be made to obtain the 4 084 useable questionnaires, almost all completed in full: on average, less than 2% of questions remained unanswered on questionnaires administered at hot meal distributions, and scarcely more than 1% on questionnaires administered in services.

### **A fairly well received survey**

The researchers felt that conversations with users almost always went well (in 97% of cases) and that a sense of trust usually developed as the interview proceeded: although 19% of people interviewed showed some distrust at the start of the interview, only 8% continued to express suspicion at the end of it; three quarters of them understood the questions well or very well, and only 4% misinterpreted them.

Some problems were mentioned, however, in mobile soup kitchens, where 10% of interviews were very strained and some were even interrupted before the end: the reasons mentioned most frequently by researchers were alcohol and drug-taking or the use of medication.

### **The effects of memory on the quality of weekly time sheets**

Again according to researchers, 4% of respondents had difficulties remembering where they had slept during the week leading up to the survey day, and 11% had difficulty remembering where they had eaten during the same week. This problem was evident to a greater or lesser extent depending on the type of service. Only 6% of people interviewed from a dispersed or non-emergency accommodation service had difficulty answering questions on meals, while 32% of people interviewed at mobile evening soup kitchens had difficulty and 37% of those who had slept on the street the previous night.

Completing the weekly time sheets therefore required some effort of memory. However, the non-response rates seemed in the end to be fairly low. *Adjustment relied on the closest donor method.*

### **55 000 user days in large cities**

The average number of service provisions made daily to people aged 18 or over in all towns and cities with a population of more than 20 000 during the reference period, not including weekends, was estimated at 98 000, of which 25 000 were midday meals, 28 000 evening meals and 45 000 overnight stays. The number of people receiving these services was estimated at 54 500: around 30% of these users were receiving all three service provisions, 20% two service provisions (most often an evening meal and overnight accommodation, more rarely a midday and evening meal or midday meal and overnight accommodation), and 50% a single service provision (most often overnight accommodation).

Over an average week, or more accurately an average seven-day period (irrespective of the first day, including Saturdays and Sundays), the number of users was estimated over the same geographical field to be 70 800. This figure is naturally higher than that of user-days, but by a relatively limited proportion (30% higher). The reason for this is that the support services are mainly visited, at least over a short period, by a clientele of 'regulars'. So 78% of those interviewed stated that they had also used an accommodation or hot meal distribution service on each of the seven days leading up to the day they were interviewed.

The number of homeless users of accommodation or hot meal distribution services was also estimated over an average week on the basis of an 'operational' approach: it was in fact agreed that people who stated in the interview that they had passed the previous night in a hostel or a place not fit for human habitation (on the street or in a makeshift shelter) should be classed as homeless. In towns and cities with a population of more than 20 000, 75% of the user-weeks of accommodation or hot meal distribution services were classed as homeless, which is slightly more than 53 000 adults.

## Review of individual weightings

The variances between the elementary weightings of service provisions turned out to be greater than expected. This is explained by the variances between average daily use as declared during the telephone interview in March 2000 and the number of service provisions actually made on the day of the survey: broadly-speaking, the use of certain 'major' services turned out to be higher than anticipated, and that of certain 'minor' services lower than expected<sup>59</sup>.

Similarly, greater variances than expected can be observed between the elementary weightings of users linked to the service provisions surveyed. We should remember here that when the weight distribution method is applied, the weight of a particular user is proportional to the weight of the service provision about which he was interviewed and inversely proportional to the total number of service provisions he received during the reference period of the survey.

During analysis, particular attention was naturally paid to questionnaires that *overall* had the greatest weighting: an extreme case is that of people interviewed in Paris (remember that Paris was under-sampled to reduce the data collection workload), at major services used much more than anticipated, who had not received any other service provision during the survey reference period apart from the one about which they were being interviewed.

**Table: survey calendar**

1999	January-June	Exploratory work
	June	Selection of towns
	May-September	Preparation of questionnaire First trial (Rhône-Alpes region) Public meeting on the draft survey
	November	Second trial and questionnaire (Ile-de-France)
	October-November-December	Enrichment of the facilities database by regional offices Consultation of charities about the questionnaire
2000	January-March	Telephone survey of facilities Third trial (Brittany and Provence-Alpes-Côte d'Azur)
	April	Fourth trial (Nord-Pas-de-Calais)
	June	Fifth trial (Rhône-Alpes)
	June-October	Update of facilities file Sixth trial (Alsace, Midi-Pyrénées)
	16 October	Selection of sample for visits
	November	Training of sampling researchers
	1 to 15 December	Training of interviewing researchers
2001	15 December 2000 to 15 January 2001	Pre-visit (researchers) Organisation of data collection by regional offices
	15 January to 15 February	Field survey: organisation and conducting of interviews Follow-up of data collection
	March-June	Coding-capture
	June-November	Auditing (first phase) Adjustment, calculation of weightings
2002	December 2001-January 2002	Start of analysis Distribution of initial results
	February-April	Auditing (second phase)
	May-July	Analysis and documentation of the survey

<sup>59</sup>. On average the actual use, as measured by the sampling researchers turned out to be significantly lower (by around 37%) to the use declared during the telephone survey.





## Annex 3.7: Australia: the census of the homeless

### The enumeration of the homeless in Australia in 1996 and 2001

Australia is the only country to have estimated the number of homeless on one particular day on the basis of a broad definition including two other categories in addition to people sleeping in places not fit for human habitation and residents of hostels: tenants in cheap boarding houses and people staying temporarily with friends or family members. In Australia, this is known as the 'cultural definition of homelessness' (Chamberlain and MacKenzie, 2003, Ch.1). The first enumeration was carried out in 1996 and was repeated, without any major changes, at the time of the 2001 census. The Australian Bureau of Statistics (ABS) worked closely with two sociologists (Associate Professor Chris Chamberlain of RMIT University and David MacKenzie of Swinburne University), delegating responsibility for the statistical part of the operation to them. In the end, the 1996 results were published by the ABS as an occasional paper, and the 2001 results were published as part of the 'Australian Census Analytic Program'. However the responsibility for the estimation fell more heavily on the shoulders of the researchers than the national statistics institute. Here we outline the method used in the 1996 census and explain the institutional context that made them possible and the method used.

### The combination of census and the collection of data from hostels

The specific interest of the Australian approach lies in its use of two different sources of information. On the one hand, it uses a census to contact those living in hostels, tenants in cheap boarding houses, and people living in places unfit for human habitation, and on the other, it uses a collection of data produced by hostels in Australia that belong to a common organisation (SAAP).

Founded in 1985, SAAP (Supported Accommodation Assistance Programme) represents all non-governmental organisations providing temporary accommodation to the homeless, including young people and women who have suffered domestic violence (FOPP, 1996), and in receipt of funding from the State and the Commonwealth. The unification of accommodation services had in fact been recommended as early as 1983 in a report entitled the *Crisis Accommodation Review: Assisting men, women, young people and their dependents...* (Howe, 1985). It was therefore decided that a single accommodation organisation would be set up to represent all hostels irrespective of their target clientele, the reasons why they lost their homes and the type of support they need. We are going to consider in turn each of the methods used to take a census of the four categories of homeless people:

1) people staying in hotels and guesthouses; 2) people using SAAP services; 3) people living with other households because they have no accommodation of their own; 4) people living in makeshift accommodation, tents or sleeping on the streets.

#### 1) Homeless people staying in hotels or guesthouses

As well as individual or private housing, the census distinguishes 19 categories of non-private (communal) housing, including 'Hotels and motels' and 'Boarding houses and guesthouses'. This distinction draws attention to the fact that there are significant differences between conventional hotels used by travellers or holidaymakers and boarding houses (often called 'guesthouses') where one room can be rented for between \$10 and \$30 per night.

On the night of the census, 35 730 individuals were counted in boarding houses. To ensure that only the homeless were included in the count, it was necessary to subtract the owners and members of staff (1 400 people) from this figure, then people on the move who had chosen this type of accommodation because it was cheap but who also had a permanent address (12 000 people) and finally foreign tourists who were staying in boarding houses used by trekkers (5 700). At the end of this operation, 16 500 people remained.

However, the research team identified a few boarding houses where most of the residents had a job. For example, in one provincial town, all 18 residents at a boarding house had a job, and some of them indicated that they were earning more than \$1 000 per week. Conversely, the team identified some 'hotels' that constituted the permanent address of most of their residents, who also had very low incomes of less than \$300 per week. In reality, these 'hotels' were more like boarding houses.

The decision to classify an establishment as a boarding house or hotel is down to the census officials. Taking account of the margin for interpretation, a few boarding houses had been classed as hotels and a few hotels as boarding houses.

After examining a number of cases, the decision was made to reclassify boarding houses as hotels if more than 60% of their adult residents were working and 60% were earning more than \$400 per week. 5% of boarding houses were thereby removed (98 hotels).

The decision was also taken to reclassify hotels as boarding houses if they had the following characteristics:

- 1) more than 20% of their residents indicated that they were living there permanently
- 2) more than 75% of residents were either unemployed or inactive and their income was less than \$400 per week. As a result, 8% of hotels (647 establishments) were recoded as boarding houses. The average number of people in these establishments was 6.6. Hotels are normally much larger than that.

Two additional adjustments were necessary. There were still 1 314 individuals left in the 'hotel/motel' category who did not give a permanent address, and were either unemployed or inactive, and had an income of less than \$300 per week. They could not have stayed in conventional hotels, paying as much as \$100 per night. They were included as part of the boarding house population. Finally, there were a small number of people in other non-private housing, who indicated that it was "not their permanent address" on the night of the census. They included 150 people in psychiatric institutions, around 300 in other types of hospital, 140 in other social institutions, a small number who were probably in prison and a few staying temporarily with religious communities. The decision was made to include slightly more than 1 000 people in other non-private accommodation as part of the population of boarding houses. The final number of residents of boarding houses on the night of the census was 23 300, of whom four fifths (81%) indicated that that was their home and one fifth said they had "no permanent address".

## **2) People being accommodated by accommodation services (SAAP)**

The census of non-private housing includes a category for "homeless hostels, night shelters or refuges". After excluding staff, there were 5 799 people staying in hostels and shelters on the night of the census. However, information taken from the SAAP national data collection indicated a total of 12 926 for the same night (8 187 adults and 4 739 children), which is a substantially higher figure.

The difference between the two sources is explained by the difficulty census officials experienced in identifying Australia's 240 centres for women and children who were victims of violence. In most cases, non-private accommodation is clearly identified by a sign outside saying 'Hotel', 'Motel', 'Hospital', etc. (ABS 1996a, p.20), but this is not true for women's refuges which are kept secret to prevent women being bothered by their former partners. Outside they look just like ordinary homes. This is why some were not included by census officials, unless they made appropriate enquiries or an occupant of the refuge told them.

There are similar gaps in the figures for young people's hostels, of which there are 400. They often pass unnoticed not because deliberate measures are taken to preserve their anonymity, but because they are small and look like any suburban home.

## **3) Identification of the homeless living temporarily with other households**

In order to identify the homeless living temporarily with friends or family members on the night of the census, ABS introduced a new option for answering the question "What is your usual address?" into the census form. In previous censuses, when a respondent had no usual address, the instructions stipulated that he had to indicate that he lived at the address where he was staying at the time of the census. But from 1996, respondents without a permanent address were instructed to write 'no usual on the census form.

In total, 36 498 people (adults and children) indicated that they had no permanent address. However, it was necessary to make an adjustment to prevent double-counts. In the previous section we saw that the census had counted 5 799 people staying in hostels and refuges on the night of the census, but SAAP data produced a total of 12 926. In other words, the census had 'missed' 7 127 people. Most of these 7 127 people lived in refuges for women or young people but had been classed with occupants of private houses. If these people had stated that they had no usual address, then they would have been counted as being homeless twice: once because they were staying in an SAAP centre and once because they stated they had no usual address.

The estimate of these double-counts should have been corrected. Ideally, it would have been necessary to know the number of respondents who stated they had no usual address out of the 7 127 people. Unfortunately they could not be identified. How did they answer the question about their usual address? The solution was to apply the same response rate to these people as for those counted in SAAP centres, i.e. 14%. In other words, the double-count

was evaluated at 998 individuals ( $7 \times 127 \times 14\% = 998$ ). In the end, the number of people living with friends or family on the night of the census was therefore estimated at 35 500 ( $36\,498 - 998 = 35\,500$ ).

#### 4) Makeshift dwellings, tents, people sleeping on the streets

In 1991, the census included a category for 'makeshift dwellings, campers'. However, it was not possible to distinguish between camping holidaymakers and the homeless, who had nowhere else to sleep. In 1996, the category was modified to 'makeshift dwellings, tents, people sleeping on the streets' to include people sleeping in sheds, derelict buildings or other makeshift shelters, people sleeping on benches, in parks and other rough-sleeping arrangements. Tents occupied on the night of the census also fell into this category if they were not pitched on proper campsites (ABS 1996b, p.160).

This sub-group is more difficult to take a census of than the others. To reduce the risk of under-evaluation, census officials must have a good knowledge of their area and know where improvised accommodation, squats and people sleeping on the streets can be found. Significant efforts were made to count this population but coverage was patchy over the whole country.

This category could also cover some holidaymakers who would be excluded by the criterion of usual address (elsewhere in Australia or abroad). In the end, 19 579 individuals remained. Slightly over 95% indicated that they were at their 'usual address'. One imagines that most of them were living in improvised shelters.

Half were indigenous Australians. However, in the Northern Territory, 89% were indigenous, in Western Australia this figure was 54%, dropping to only 7% in New South Wales and 1% in Victoria.

The overall figure so far is 91 300 of whom 23 300 were living in one room on the night of the census, 12 900 in SAAP facilities such as hostels, shelters and refuges, 35 500 staying temporarily with friends or family and 19 600 living in improvised dwellings, tents or sleeping on the streets.

#### 5) Counting of children with no usual address

The method described above is not very good for identifying homeless teenagers because it depends on statements made by adults in the household which indicate, in particular, whether the young person staying with them on the night of the census has a 'usual address' or not. Now, many adults state that the young person staying with them has a usual address elsewhere, even though the young person may actually be going from one temporary residence to another. As a result these young people are coded as 'visitors', the researchers checked the census figures against findings from a national census of homeless school students, carried out in 1994. They concluded that there was an underestimate of 14,000 homeless young people. The researchers made a technical adjustment to correct for this.

#### 6) Conclusion

Table 1 compares the number of homeless people at the 1996 census with the number enumerated in 2001. There were 105,300 homeless people in 1996 and 99,900 in 2001. Chamberlain and MacKenzie (2003) conclude that the number of homeless people goes up and down – because people move in and out of homelessness – but for policy and planning purposes, it is reasonable to quote a national figure of 100,000. These estimates have been widely accepted by policy makers and service providers in Australia.

**Table 1:** Number of persons in different sectors of the homeless population, census night 1996 and 2001

	1996	2001
Boarding houses	23,299	22,877
SAAP accommodation	12,926	14,251
Friends and relatives	48,500	48,614
Improvised dwellings, sleepers out	20,579	14,158
	105,304	99,900

**Source:** Chamberlain and Mackenzie (2003, p.2).

## **ANNEX 4: Plans of national reports using data on the homeless**

- Belgium
- Spain
- France
- Italy
- Finland
- Sweden
- United Kingdom (England)

**BELGIUM****8<sup>ème</sup> rapport sur l'état de la pauvreté en Région de Bruxelles Capitale**

(Eighth report on poverty in the Brussels-Capital region)

Observatoire de la santé et du social Bruxelles

(Brussels Health and Social Affairs Observatory )

1. Introduction
2. Table of contents
3. Summary
4. Poverty indicators, 2000
  - 4.1 Introduction to the annual report on poverty
  - 4.2 Aid granted by the CPAS
 

Number of files relating to income support, Dependents of people receiving income support and its equivalent, Types of household receiving income support, Age of people receiving income support, Annual total versus snapshot, Average length of income support claims, Partial income support, Other forms of benefit, The homeless, People with refugee and asylum-seeker status, Employment and training
  - 4.3 Other poverty indicators
  - 4.4 Studies of interest relating to poverty in the Brussels-Capital region
  - 4.5 Conclusion
5. Housing and poverty
  - 5.1 Introduction
  - 5.2 Methodology
  - 5.3 Information about the housing stock and the population
  - 5.4 The ineffectiveness of the right to housing is an affront to human dignity
  - 5.5. Strategy to guarantee the right to housing
  - 5.6 Evaluation of the recommendations of the combined Assembly made in 1998
6. Conclusion
- 7 Proposals of the Observatory of Health and Social Affairs

**SPAIN****La accion social con personas sin hogar en Espana, Caritas et Université Comillas (Madrid)**

(Social action against homelessness in Spain)

"Who are they?"

Context

The network of centres and services

Geographical distribution

Delegation and management

The different types of centre and services for the homeless

Accommodation and catering

Visibility of the network

Available resources

Staff: paid and voluntary

"How much have we spent?"

The population being cared for

"How many homeless people are there?"

The number of homeless in Spain

Type of population being cared for

New homeless groups

Homeless women

Homeless immigrants

The collective imagination and social action: the social construction of the problem of homelessness (sin-hogarismo) in our country

Who are they?

Causes: "what are the origins?"

Recent changes

The principal problems

Objectives

What can we do?

Conclusions

## FRANCE

**Observatoire national de la pauvreté et de l'exclusion sociale, Rapport 2001-2001, La Documentation française, Paris, 2000.**  
(National Observatory of Poverty and Social Exclusion, Report 2001-2001, La Documentation française, Paris, 2000.)

### Introduction

Part one: From economic revival to economic slowdown: changes in poverty and its manifestations

Chapter 1. The delayed effect of the economic situation on poverty

The delayed effects of the 1997 revival

The development of certain situations of serious exclusion

The economic slowdown of 2001

Chapter 2. Manifestations of poverty and exclusion and how they have changed

Comparative analysis of manifestations of poverty and exclusion

Manifestations: a construction based on opposing systems

Manifestations that allow the simplification of a complex reality

Part two: Territorial approach to the phenomena of poverty

Chapter 1. Poverty of means: a very uneven distribution

Chapter 2. Differentiated forms of poverty

Employment, long-term unemployment and low pay

Single parent families and employment

Poor households and housing

Chapter 3. The complexity of the dynamics at work

Part three: Access to fundamental social rights

Chapter 1. Access to healthcare and health inequalities

Chapter 2. Two faces of poverty and serious exclusion

Homeless people

Foreigners

## ITALY

**Commissione di indagine sull'esclusione sociale 2000b, Rapporto annuale sulle politiche contro la povertà e l'esclusione sociale 2000, Dipartimento per gli Affari sociali, Presidenza del Consiglio, Roma.**

### Part one

Evaluation of policy in respect of poverty and social exclusion

I. 1 The new integrated system of social services

I.2 The trial of job-seeker's allowance

I.3 An assessment of the policy of redistribution in favour of families

### Part two

Poverty in Italy in 2000: characteristics, sources of data and problems with measurement

II.1 Relative poverty and absolute poverty

II.2 Poverty of children and their families

II.3 Lasting poverty

II.4 The homeless in Italy: personal characteristics and institutional responses

**FINLAND****Report on the housing market prepared by the Finnish Housing Fund (Valtion Asuntorahasto)**

Kunnan asuntomarkkinaselvitys (15 November 2002)

Housing:

- 1) households on a waiting list for subsidised rented accommodation
- 2) size of households
- 3) type of subsidised rented flat required
- 4) rent levels of subsidised rented accommodation in November 2002
- 5) monitoring of maximum rents
- 6) empty subsidised rented accommodation
- 7) rented accommodation financed by subsidised loans
- 8) monitoring of tenant selection by landlords
- 9) rented accommodation with free finance

The different population groups

- 10) young people
- 11) the elderly
- 12) refugees

**13) the homeless**

Local authority policy

- 14) planning local housing policy
- 15) local policy on tenements

**SWEDEN****Social Report 2001**, Socialstyrelsen (National Directorate for Public Health and Social Security)

1. Introduction
2. Preparing a social report: theory and practice
3. Labour and the labour market
4. Living standards and poverty
5. Incomes and living conditions of the sick or disabled
6. Social vulnerability
7. The most vulnerable
  - Alcoholism and drug addiction
  - Criminality
  - Homelessness (Hemlöshet)
  - Prostitution
8. (Socio-economic and ethnic) segregation
9. Discussion

**UNITED KINGDOM (England)****Housing Investment Programme (1 April 2003)**

- A) dwelling stock position in authority area at 1st April
- B) condition of other 'private' sector housing
- C) the housing register: Household on the housing register at 1st April
- D) local authority lettings
- E) other lettings, nominations and mobility schemes
- F) houses in multiple occupation (HMO)

**G) homeless households****H) rough sleeping**

- I) housing capital expenditure
- J) cash incentive scheme grants
- K) private sector renovation grants
- L) private sector clearance
- M) disabled facilities grants
- N) provision of affordable housing

## **ANNEX 5: A classification of housing conditions applied to France**

1. Classification of accommodation types
2. Criteria for assessing the quality of the housing
3. Classification of accommodation statuses
4. Classification of stability/instability



Extract from: CLANCHÉ F., 1998, "Le classement des situations de logement: les sans-domicile dans les nomenclatures générales. Note méthodologique", *Société contemporaine*, n°30, pp. 181-196.

### 1. CLASSIFICATION OF ACCOMMODATION TYPES

<b>1. Single-family house</b>	1. On a farm (dwelling part of farm)
	2. Not on a farm
<b>2. Accommodation in a communal building</b>	1. In a building of less than 5 housing units
	2. In a building of between 5 and 9 housing units
	3. In a building of 10 or more housing units
<b>3. Accommodation in a building also used for a purpose other than housing</b>	(e.g.: warden's lodge of a factory, sports arena, staff house in a school, station or hospital)
<b>4. Hotel room</b>	1. Tourist hotel
	2. Furnished hotel
<b>5. Separate room with its own entrance</b>	(e.g.: maid's room, converted garage or garden room: room attached to an ordinary house but physically separate from it)
<b>6. Hostel or shelter</b>	1. Accommodation in hostel (independent living, communal management) or social residence
	2. Communal hostel (communal life) on a permanent basis. e.g.: hostel for disabled or dependent people
	3. Temporary accommodation centre open all year
	4. Seasonal accommodation centre
<b>7. Other communal household</b>	1. Healthcare facility, hospital
	2. Prison
	3. Military barracks
	4. Religious community or congregation
	5. School boarding facility, university hall of residence
<b>8. Mobile accommodation that is actually moving (travellers, sailors, etc.)</b>	Mobile caravan, mobile barge, motor caravan, motor home
<b>9. Temporary private dwelling (or dwelling designed to be temporary)</b>	1. Fixed caravan or barge (not likely to move in current state), site hut
	2. Mobile home, Portakabin, that cannot move on its own, single household
	3. Mobile home, Portakabin, communal (several households)
<b>10. Private makeshift accommodation where one can leave one's belongings (accommodation only for the person or the household to which he belongs)</b>	1. Cellar, car park, attic, cabin (or any more or less enclosed, brick-built place)
	2. Car, railway carriage, boat (but not a barge cabin or caravan)
	3. Factory, office, warehouse, farm building or disused service machinery room
	4. Ruin, construction site, cave, tent (non-enclosed place)
<b>11. Communal makeshift accommodation where one can leave one's belongings (accommodation is shared with other households)</b>	1. Cellar, car park, attic, cabin
	2. Car, railway carriage, boat
	3. Factory, office, warehouse, farm building or disused service machinery room
	4. Ruin, construction site, cave, tent

<b>12. Makeshift accommodation where one cannot leave one's belongings</b>	1. Cellar, car park, attic, cabin
	2. Car, railway carriage, boat
	3. Communal areas of a building (corridor, stairwell, landing)
	4. Factory, office, warehouse, farm building or disused service machinery room
	5. Factories, offices, warehouses, farm buildings service machinery rooms used during the day
	6. Ruin, construction site, cave, tent
<b>13. Use of public places</b>	1. Underground, station, corridors of a shopping centre, public building
	2. Street, bridge, park, railway track

## 2. CRITERIA FOR ASSESSING THE QUALITY OF THE HOUSING

– Are there any WCs inside your accommodation?
– Is there a shower or bath inside your accommodation?
– How many habitable rooms are there in the accommodation (not counting the kitchen if it is less than 12 m <sup>2</sup> , the bathroom and corridors)?
– How many people are living there?
– During the last 12 months, have there been any problems with damp in your accommodation (penetration, leaks, floods)?

## 3. CLASSIFICATION OF ACCOMMODATION STATUSES

<b>1. Owner-occupier</b>	1. Responsible for repaying a loan <ul style="list-style-type: none"> <li>• With State aid</li> <li>• Without State aid</li> </ul>
	2. Not responsible for repaying a loan
<b>2. Tenant of an unfurnished property</b>	1. Council housing
	2. Non-council social housing
	3. Private landlord
<b>3. Tenant of a furnished property</b>	1. Tourist hotel
	2. Furnished hotel
	3. Furnished flat
<b>4. Accommodated free of charge (with accommodation for oneself alone or one's household)</b>	1. Staff house
	2. Farmer or sharecropper
	3. Accommodation provided by family or friends
	4. Accommodation provided by an organisation, charity or other legal entity

<b>5. Staying with private individuals (as part of household living in the accommodation)</b>	1. The person providing the accommodation is a family member
	2. The person providing the accommodation is a friend
<b>6. Sub-letting from a tenant of a furnished or unfurnished property</b>	(the sub-tenant is a legal occupant of the accommodation, with a tenancy agreement)
<b>7. Resident, sub-tenant or guest at a facility run by social services, a charity, association, religious order or other</b>	1. Accommodation and Rehabilitation Centre (CHRS) <ul style="list-style-type: none"> <li>• subject to payment or in return for work</li> <li>• free of charge</li> </ul>
	2. Hostel (including emergency hostel), wardened accommodation <sup>60</sup> or social services residence, irrespective of its legal form (except CHRS). <ul style="list-style-type: none"> <li>• subject to payment or in return for work</li> <li>• free of charge</li> </ul>
	3. Association whose chief function is not to provide accommodation <ul style="list-style-type: none"> <li>• subject to payment or in return for work</li> <li>• free of charge</li> </ul>
	4. Other facility whose chief function is not to provide accommodation (except association) <ul style="list-style-type: none"> <li>• subject to payment or in return for work</li> <li>• free of charge</li> </ul>
<b>8. Other occupant without legal right to occupancy</b>	1. With the agreement of the owner (illegally, evicted but staying in premises)
	2. Without agreement of owner
<b>9. Homeless</b>	1. With a contact address
	2. Without an address

#### 4. CLASSIFICATION OF STABILITY/INSECURITY

1. Owner, tenant, sub-tenant or resident free of charge without apparently being at risk of having to leave the accommodation within a year
2. Owner, tenant, sub-tenant or resident free of charge at risk of having to leave the accommodation within a year against his wishes
3. Has housing or temporary accommodation for a period of apparently more than a year, but no guarantee
4. Has secure housing or temporary accommodation for a period of six months to a year
5. Has secure housing or temporary accommodation for a period of one to six months
6. Has no security of accommodation beyond one week
7. Has no security but is sleeping in the same place almost every day
8. Has no security or regularity

<sup>60</sup> FTM: hostel for migrant workers; FJT: hostel for young workers; FPH: hostel for disabled people; FPA: hostel for the elderly.

## **ANNEX 6: National survey questionnaires**

- 6.1 Denmark:  
Den Sociale Database/The Social Database
- 6.2 Finland:  
Municipal Housing Market Survey 1987-2002
- 6.3 France:  
On a given night survey
- 6.4 Poland:  
Portret zbiorowosci ludzi bezdomnych wojewodztwa pomorskiego/Portrait of the homeless community in the Pomerania district
- 6.5 Spain:  
La accion social con personas sin hogar en Espana 1999/Social action with homeless persons in Spain 1999
- 6.6 United Kingdom:  
Rough Sleepers Initiative – Target monitoring
- 6.7 United Kingdom:  
Scottish Household Survey Homelessness 2003
- 6.8 United Kingdom (England):  
The CORE (COntinuous REcording) system
- 6.9 Sweden:  
Survey by the National Directorate for Public Health and Social Services

## **Annex 6.1: Denmark: Den Sociale Database/The Social Database**

## **Guidelines for statistical reports on users of accommodation provided under Article 94 of the Social Services Act (hostels, etc.)**

November 1998

---

### **Aim of statistical reports.**

Since 1 January 1999, all arrivals and departures of users of accommodation facilities provided for under Article 94 have been recorded for statistical purposes. This statistical record aims to provide a clearer picture of the type of people using temporary accommodation, hostels, etc. (the accommodation facilities defined in Article 94), and to produce more accurate statistics regarding the occupancy and use of the resources of these facilities.

These statistics were determined following an agreement between the Ministry of Social Affairs, the County Council associations, the district councils of Copenhagen and Frederiksberg, and associations belonging to the Federation of Accommodation Facilities in accordance with Article 94 of the Social Services Act (SBS Art. 94).

The statistics provide information on arrivals and departures from accommodation facilities managed on the basis of Article 94 of the Social Services Act. The information is collected by the county councils and the district councils of Copenhagen and Frederiksberg. The independent Kofoeds Skole and Møltrup Optagelseshjem institutions produce a separate report.

The information is sent to the Social Services Department, which is responsible for recording it. The Department publishes the statistics on an ongoing basis from the reports submitted by the county councils, etc.

### **Who needs to produce a statistical report on Article 94 accommodation?**

The county councils and district councils of Copenhagen and Frederiksberg must submit details of every arrival and departure from accommodation facilities managed under Article 94 of the Social Services Act for the purpose of producing statistics at national level. The county councils must also send information for these statistics, on arrivals and departures of users from municipal accommodation facilities established on the basis of the agreement between the department and the county councils concerned. Finally, the independent Kofoeds Skole and Møltrup Optagelseshjem institutions must send details of the arrivals and departures of users from the facilities they offer.

The county councils and the district councils of Copenhagen and Frederiksberg must also send the Social Services Department a description of the accommodation facilities within their county/local council area that have been established and are run on the basis of Article 94 of the Social Services Act and that also fulfil the conditions listed below, enabling them to be included in the statistical report. This description must include the name and address of each accommodation facility, the standardised number of places at each facility, making a distinction between 24-hour places (including places in transit accommodation included in the facility), overnight places and daytime places. This description is updated on an ongoing basis, as changes occur, for example when new accommodation facilities are opened and old ones closed, the number of places changes, etc.

### **Which accommodation facilities should be included in the statistical report?**

Information on arrivals and departures, etc. should be transmitted for statistical purposes for the following accommodation facilities:

1. The facility should be managed in accordance with Article 94 of the Social Services Act. Statistics should include accommodation provided by the county councils direct, local authority accommodation run under an agreement between the county council and the district councils of the department in question – and independent and private accommodation run under an agreement or contract with the county council in which expenditure is subject to the rules on repayment by the State in Article 131 of the Social Services Act.
2. The reports will relate only to accommodation facilities providing accommodation 24 hours a day. No information is to be sent concerning the users of hostels and similar accommodation centres that do not provide proper accommodation 24 hours a day, such as emergency night shelters for example.

3. 24-hour accommodation set up and run as part of a larger project directly linked to an existing facility run on the basis of Article 94 are to be included in the statistics. Other accommodation provided, for example, as part of a larger project that is not funded on the basis of Article 94 of the Social Services Act should not be included in the statistics.
4. The following accommodation facilities *should not* be included in the statistics:
  - a) Crisis centres.
  - b) Accommodation facilities run in accordance with Article 91 of the Social Services Act.

### Which users should be included in the report?

For the accommodation facilities listed above, managed on the basis of Article 94 of the Social Services Act and offering 24-hour accommodation, the arrivals and departures, etc. of all users should be reported.

The statistics therefore relate to:

- users receiving 24-hour accommodation in a proper accommodation unit (24-hour clients) including users of beds in sobering up units;
- users staying in transit accommodation, provided that it is run subject to Article 94 and provides 24-hour accommodation. They also relate to users of separate transit accommodation as laid down in Article 94, set up directly by a county council, without links to a particular accommodation facility or institution.
- users spending the night, for example, in emergency reception facilities within an accommodation centre (overnight clients), but who do not receive any other offer of social housing;
- users receiving an offer of daytime accommodation with 24-hour accommodation, but who do not themselves live in the institution or attached transit accommodation.

### Deadline for sending information

The county councils and the district councils of Copenhagen and Frederiksberg will send a full statement of arrivals and departures of users at accommodation facilities under Article 94, to the Social Services Department every quarter. This information will be sent within one month of the end of the quarter at the latest. So for the quarter beginning in January, it will be sent at the latest by 1 May; for the quarter beginning in April, it will be sent at the latest by 1 August; for the quarter beginning in July, it will be sent at the latest by 1 November; and for the quarter beginning in October, it will be sent at the latest by 1 February.

Information on the arrivals and departures of users of accommodation provided in independent Kofoeds Skole and Møltrup Optagelseshjem institutions will be sent in the same way within one month of the end of the quarter, at the latest.

At the same time as the reports of arrivals and departures, the county councils and the district councils of Copenhagen and Frederiksberg, along with the independent Kofoeds Skole and Møltrup Optagelseshjem institutions, will send a description of the accommodation facilities for which the statistics have been produced. This description is only sent when there are changes with respect to the description sent previously.

### How are the reports produced?

The county councils and the district councils of Copenhagen and Frederiksberg are responsible for gathering the information regarding the arrivals and departures of users of accommodation facilities subject to Article 94, for the whole of the county/district council area. This information is collated and addressed to the Social Services Department.

The independent Kofoeds Skole and Møltrup Optagelseshjem institutions will send their information separately to the Social Services Department.

The information must be sent to the Social Services Department on a disk, preferably by post.

To record the arrivals and departures, etc., the "Boform" software (accommodation facility) may be used. This can be installed and used by district councils, hostels, etc. as required.

The district councils, etc. must always use the export function of the software ("Boform:<file><export><to disk>") when submitting their quarterly report to the Social Services Department.

All records of users of accommodation facilities subject to Article 94 must be converted using the programme's export function, as encrypted data that can only be read by the Social Services Department, cf. computer systems advice on records kept under the terms of Article 94.

County councils that are already recording the users of accommodation facilities subject to Article 94 of the Social Services Act can import this information into the “Boform” programme from comma-delimited files and from disks.

### When must the reports on each user be produced?

A report must be drawn up for statistical purposes:

- 1) when users arrive for 24-hour, daytime or overnight accommodation,
- 2) when the accommodation status of a user changes (if they switch to overnight, daytime or 24-hour accommodation)
- 3) on departure from the accommodation facility.

**Concerning point 1)** When the user **arrives**, only slip 1 needs to be filled in: **Registration on arrival** This is to be completed on each arrival, whether or not the user has previously been registered at this accommodation facility – and even if it will be a short-term stay.

**Concerning point 2)** When the status of the user **changes** during his stay at the accommodation facility (for example, switch from overnight client to 24-hour client), slip 2 needs to be filled in: **Registration of changes to the user’s accommodation status during the stay**. Box 2 is used whenever a user has a new status during his stay in an accommodation facility subject to Article 94.

**Concerning point 3)** On **departure**, box 3 needs to be filled in: **Registration on departure of user**.

A statistical report must be filled in every time a user who has already been registered at the accommodation facility arrives. When a user who was previously registered at an accommodation facility arrives for a new stay, that stay must be recorded and entered in a report for statistical purposes – even though some users register several times a year.

---

### Advice on specific issues

The name of the sender should be indicated (county council, district council of Copenhagen or Frederiksberg, Kofoeds Skole or Møltrup Optagelseshjem). In addition, please specify the name of the contact responsible for filling in the report slip, and their telephone number and extension (if applicable).

The name of the accommodation facility (of the institution) should be stated, along with the name of the council area in which it is located. The 3-digit code for this area should also be given.

---

## Slip

**1**

### Registration on arrival

The arrivals registration slip should be filled in for each new arrival, whether or not the user has previously been registered at the accommodation facility.

If the user was already using this facility before and has simply changed status, for example by switching from being an overnight client to a 24-hour client, only the change of status slip should be filled in.

**Point 1.1** Enter the 10 digits of the identification number

**Point 1.2** Enter the name of the district where the user was born. If unknown, enter 999.

**Point 1.3** Enter the date of registration of the user – day, month, year. For example: day 07, month 04 and year 1999 for 7 April 1999.

**Point 1.4** If the user is a Danish citizen, enter 1 here.

(Danish nationality includes Greenland and the Faeroes). Enter 2 if the user is a citizen of the EU/a Scandinavian country, etc. Citizens of the EU and Scandinavian countries do not include Danish citizens. Scandinavian countries include Iceland and Norway in addition to the EU Member States – and stateless persons.

**Point 1.5** A slip should be filled in each time a client registers as a user of the accommodation facility (users of 24-hour, overnight or daytime accommodation). Enter a single response according to the accommodation status:



**24-hour accommodation** is accommodation in which the user can stay all day and all night. It covers only proper 24-hour accommodation, stays in transit housing and places in sobering up units within the accommodation facility.

**Overnight accommodation** is generally accommodation available only overnight, with which the user receives no other support or services except breakfast.

**Daytime accommodation** is accommodation where it is not possible to spend the night, but where the user can take part in activities, etc. during the day.

When a user registered as a 24-hour user also receives daytime accommodation at *another* facility, he must be registered as a 24-hour client at the facility where he is staying. Similarly the user must be registered as a day client at the facility in which he is receiving daytime accommodation.

**Point 1.6** Only one response will be accepted concerning who actively referred the user to the accommodation facility.

If the user came by himself, enter 1. If the user was sent by another facility subject to Article 94 at which he was registered, enter 3. If the user has come from another structure subject to Article 94 at which he was not staying, e.g. because it was full, indicate who referred the user to the first facility.

Referrals by social services also include referrals by 24-hour district services. Enter 4 if the user was referred to an accommodation facility subject to Article 94 by a medical or psychiatric hospital, particularly district emergency and psychiatric services. Other possibilities include referral by the police and private charities.

**Point 1.7** Enter the user's income at the time of registration. If the user has several types of income, indicate the one considered to be the main income.

If cash support and other forms of assistance in accordance with the law on active social policy (particularly rehabilitation) are being received, enter 1. State pensions include recipients of early retirement allowances and pensions. Sickness and maternity benefits include daily benefits in accordance with the law on sickness and maternity benefits.

Unemployment benefits also include job start allowances in accordance with the law on an active labour market policy.

Other public support includes, in particular, income support, partial emergency benefits, transitional support, holidays and training support. They also include non-public assistance, except for normal professional income. If the user is not eligible for benefits, enter 7 for Other.

---

## Form 2

### Registration of changes to the user's accommodation status during the stay

The registration slip concerning the user's change of accommodation status during his stay is filled in every time the user's accommodation status changes during his stay (24-hour client, daytime client, overnight client) as long as the user is still registered at the facility. Concerning the definition of the user's accommodation status, please refer to the guidelines in **point 1.5**.

This slip should be filled in every time the user's accommodation status changes, even if it changes several times during his stay.

**Point 2.1** Enter the 10 digits of the identification number

**Point 2.2** Enter the category in which the user was registered immediately before the change (24-hour client, daytime client, overnight client). Only one response is allowed.

**Point 2.3** Enter the user's new status after the change. If the change is from a daytime client to a 24-hour client, indicate 24-hour client status and enter 1. Only one response is allowed.

**Point 2.4** Date the user's status changed within the accommodation facility, giving day, month and year. For example: day 24, month 08 and year 1999 for 24 August 1999.

---

## Form 3

### Registration on departure of user

The departure slip for the user should be filled in when he leaves, whether this is by common agreement between the user and the accommodation facility or when the facility notices that the user has left or has not come back on his own initiative.

**Point 3.1** Enter the 10 digits of the identification number

**Point 3.2** Date of departure of the user, giving the day, month and year. For example: day 23, month 11 and year 1999 for 23 November 1999.

**Point 3.3** Enter the conditions of departure. Only one response is allowed.

If the departure was planned in accordance with an action plan of by a clear *agreement* between the facility and the person staying there, enter 1. Enter 2 if the departure was made without agreement, for example if the person staying planned the departure on his own initiative – where this was not part of an action plan or an agreement to find alternative accommodation.

Enter 3 if the departure was made without the person staying at the facility giving notice of his departure, and where there is no action plan or agreement to find alternative accommodation.

**Point 3.4** Enter here the type of accommodation the user has gone to after staying in an Article 94 facility. Only one response is allowed.

Enter 1 for own home, if the user has returned to his previous home or has gone to a new home he has found himself.

Enter 2 if the accommodation facility and/or district council directed the user to accommodation when he left the accommodation facility.

A municipal accommodation facility subject to Article 91 of the Social Services Act includes transitional stays for people requiring specific support. Indicate departure for a hospital when the person is sent directly to hospital.

If the accommodation facility does not know where the user went when he left, enter 9.

## **Annex 6.2: Finland: Municipal Housing Market Survey 1987-2002**



THE HOUSING FUND OF FINLAND

## MUNICIPAL HOUSING MARKET SURVEY 15.11.2002

User  
identification

Please return completed form to the Housing Fund before 9/12/2002, either by post or as an e-mail attachment ([kirjaamo.ara@ara.fi](mailto:kirjaamo.ara@ara.fi)).

Municipality	Municipal code	Province	
Contact person(s)	E-mail	Fax	Telephone

## EXTRACT FROM QUESTIONNAIRE

**13. HOMELESS PERSONS** (see guidelines for completing the questionnaire)13.1 Single homeless persons during the period in question, **November 2002**

(we recommend completing the questionnaire in collaboration with staff from social and health services)

	Number of persons
Outdoors, in stairwells, night shelters, etc.	_____
In collective shelters or centres due to lack of accommodation	_____
In units provided by accommodation services, classical care centres, reeducation units, hospitals or other establishments due to lack of accommodation	_____
Ex-prisoners who have no accommodation	_____
Persons living temporarily with parents and friends for lack of accommodation	_____
<b>Total single homeless persons</b>	_____
of which Women	_____
Young (less than 25)	_____
Emigrants	_____

## 13.2 Families and couples distributed amongst accommodations

provisionally for lack of accommodation \_\_\_\_\_

of which Emigrants \_\_\_\_\_

## 13.3 Number of homeless persons living in the municipality in 2002

**Total single persons. Total families.**

13.4 How did the municipality manage to accommodate these homeless persons in 2002 ? Primary measures ? In which cases was the accommodation most suitable / in which cases were there problems ? Accommodation of emigrants ?

13.5 What are the trends in the evolving situation of the homeless ? Are new measures / new services necessary to alert and reduce the phenomenon of homelessness ?

## **Annex 6.3: France: On a “given night” survey**

On a given night survey conducted amongst persons living in Centres for accommodation and reintegration (CHRS) at the initiative of the Information on Poverty and Social Exclusion Agency (Mission d'Information sur la Pauvreté et l'Exclusion Sociale), by the Ile-de-France Regional Directorate of Social and Health Affairs (Direction Régionale des Affaires Sanitaires et Sociales d'Ile-de-France) and the National Federation of Welcome and Social Reintegration Associations (Fédération Nationale des Associations d'Accueil et de Réinsertion Sociale).

**FINESS N° of the CENTRE**

**Card N°**  
(Leave blank)

**Name and address of centre**

Post code :

To complete the questionnaire tick boxes as shown :

**1 – PERSON ACCOMMODATED**

1-1 Male..... Female.....

1-2 Age.....

1-3 Marital status ? bachelor... married... divorced... widowed...

1-4 Are you a couple ..... Yes ... No...

Will you spend the night with your partner ..... Yes... No...

If not, will they be accommodated in another centre. .... Yes... No...

Do you have children aged less than 18 ..... Yes... No...

	Boy	Girl	Age	Where will they spend the night ? (reply line-by-line)		
child n°1	ou		<input type="text"/>	with you in this centre....	in another centre .....	other...
child n°2	ou		<input type="text"/>	with you in this centre....	in another centre .....	other...
child n°3	ou		<input type="text"/>	with you in this centre....	in another centre .....	other...
child n°4	ou		<input type="text"/>	with you in this centre....	in another centre .....	other...
child n°5	ou		<input type="text"/>	with you in this centre....	in another centre .....	other...
child n°6	ou		<input type="text"/>	with you in this centre....	in another centre .....	other...

1-5 Are you ? of French nationality or legally resident...  
an asylum seeker...  
illegally resident...

1-6 What level of education have you achieved ?

Primary school... Lower secondary school (1<sup>st</sup> to 4<sup>th</sup> year)... Vocational training<sup>61</sup>...  
Upper secondary school (5<sup>th</sup>-6<sup>th</sup> year)... Tertiary education...

**2 – HOUSING CONDITIONS :**

2-1 Are you living in: Individual room... Shared room (3-4 persons) ... Dormitory (more than 4 persons)...  
Individual apartment ... Shared apartment...

2-2 How long have you been in this centre :

Less than 15 days... Between 2 and 4 weeks... Between 1 and 3 months ...  
Between 3 and 6 months ... Between 6 and 12 months ... More than 1 year ...

2-3 Were you directed to this centre by :

Emergency telephone number (115)... An emergency shelter... A social service...  
Another organisation (eg. A hospital)... Spontaneously...

<sup>61</sup> Brevet d'Etudes Professionnelles, Certificat d'Aptitude Professionnel  
182

**2.4** During 2002, where did you stay **most often** ? (just tick one box)

In this CHRS centre...	In another CHRS centre ...	In an emergency shelter....
In the street ...	With a friend ...	With a relative...
In a hôtel...	In a 'squat'...	in prison...
In a health establishment...	In social housing (HLM)...	
In private accommodation...	In lodgings...	
In a retirement home...	Elsewhere (eg. Hostel for young workers, etc.)...	

**3- LAST KNOWN ACCOMMODATION****3-1** For how long have you not been a tenant or owner-occupier ?

Less than 1 month...	Between 1 and 3 months ...	Between 3 and 6 months...	
Between 6 and 12 months...	Between 1 and 2 years...	Between 2 and 5 years ...	More than 5 years...
I have never been a tenant or owner-occupier...			

**3-2** Where was your last accommodation situated : (tick appropriate box)

This district (département)...	Another district in Ile-de-France region...	Another region...
Another EU country ...	A country outside the EU ...	

**4 - SEARCH FOR ACCOMMODATION****4-1** Have you taken steps to find accommodation ? Yes... Not yet... No...**4-2** If yes, when did these begin ? Less than 6 months ago... Between 6 and 12 months... More than 1 year...**4-3** If yes, was this ?

Alone...	With a friend...	With a relative...
With social workers from the centre...		With other social workers...

**4-4** Are you entered in the District Register at the City Hall ? Yes... No... If yes, in which district ...  **4-5** Have you received an offer of accommodation ? Yes... No...**4-6** If yes, why was the accommodation refused ?

It was too expensive...	It was too far away...	It was too small...	It was run-down...
-------------------------	------------------------	---------------------	--------------------

**4-7** If you have not taken steps To find accommodation, can you indicate the main reasons why ? (tick up to three boxes)

- you don't have enough income to change your accommodation .....
- you don't want to change your current accommodation .....
- you don't know who to ask .....
- you don't have the necessary papers .....
- you don't think you will be successful.....
- you don't want to live alone.....
- you have outstanding rental payments.....
- other : please specify / \_\_\_\_\_ / .....

**5- ACTIVITY STATUS****5-1** Do you have a job ? Yes... No...

<b>If yes</b> , do you have	a full-time job	Yes...	No ...
	a part-time job	Yes...	No ...
	a contract of fixed duration (CDD)	Yes...	No ...
	a permanent contract (CDI)	Yes...	No ...

**If no**, how long have you been without work ?

Less than one year...	One year or more...	Never worked...
-----------------------	---------------------	-----------------

**5-2** During 2002 have you worked without declaring this activity ? Yes... No...**5-3** Are you undertaking professional training ? Yes... No...

**5-4** Are you taking active steps to find work (yourself, via the National Employment Agency (l'ANPE), temporary employment agencies ...?)

Yes... No...

**5-5** If you have never taken steps to find work, what are the main reasons ? (tick a maximum of two boxes)

- you are prevented from working for health reasons .....
- you are prevented from working for family reasons .....
- you don't know how to get help in finding work.....
- you don't have the necessary papers.....
- you don't think you will be successful.....
- other reason : please specify / \_\_\_\_\_ / .

**6- INCOME**

**6-1** Do you receive one or more of the following :

- A wage/salary... Income support benefit (RMI) ... Handicapped adults benefit (l'AAH)... Unemployment benefits...
- Single parent benefit (l'API)... Reintegration benefit for prisoners and other social groups...
- Other social benefits (please specify) / \_\_\_\_\_ /...

**6-2** On average how much do you receive each month (in Euros) ? ..... | | | | | | |

**If you have NO income, enter 0.**

**6-3** For how long have you been receiving this income ? Less than 1 year... Between 1 and 3 years...  
3 or more years...

**7- ACCESS TO CARE SERVICES**

**7-1** Do you consider yourself in : Very good health... Fairly good health... Fairly bad health... Very bad health...

**7-2** Have you received treatment during the last two months ? Yes... No...

**7-3** Are you covered by ? Social security Yes... No...  
Free treatment guarantee (l'AME) Yes... No...  
Treatment guarantee for those on low incomes without medical insurance (la CMU) Yes...

+ No...

5

**6 Guidance on completing the questionnaire**

**Question 1-4 :**

. For couples, children should be recorded on both questionnaires. These will be stapled together.

**Question 1-5 :**

This questionnaire is anonymous and information supplied will be treated as confidential. A single box should be ticked. For example, foreigners residing regularly in France with members of their family should tick the box "Of French nationality or legally resident". Likewise for persons granted refugee status.

**Question 2-2 :**

The limits should be understood as between 15 days and less than one month, between 1 month and less than 3 months...For example, a person who spent 6 months in the CHRIS would tick the box "Between 6 and 12 months".

**Question 3-1 :**

The period should be calculated starting from the date when the respondent lost the use of private accommodation (whether tenant or proprietor) and should include periods spent living in hotels, centres...

**Thus a person who was initially a tenant, then stayed with friends from May 2002, then entered the centre in September, should start counting from May 2002.**



**Annex 6.4: Poland: “Portrait of the homeless community in the Pomerania district”**

(Portret zbiorowosci ludzi bezdomnych województwa pomorskiego)

## Guidance notes for interviewers – tips and techniques for socio-demographic surveys

“Portrait of the homeless community in the Pomerania district”



**This project was undertaken by Pomorskie Forum na Rzecz Wychodzenia z Bezdomnosci**

**The purpose of the survey is to identify the number and principal characteristics of homeless persons who were present on a given date in the Pomerania district, and to assist previously unidentified homeless persons.**

**In order to collect credible information, the study was launched simultaneously in all areas of the Pomerania district on 12th December at 8pm (except in certain justified cases – for example in stairwells or railway carriages, where a later start was possible).**

1. *The first question to ask a respondent is whether they have already participated in this survey today ;*
  2. *The survey must reflect the number of homeless persons, and constitutes a survey amongst homeless persons ;*
  3. *Responses are recorded in boxes  by marking an **X** sign in the appropriate location ;*
  4. *Places where homeless persons stay include :*
    - *shelters, accommodation centres, prisons, hospitals, emergency medical centres ;*
    - *porches, garden huts, chalets, tents, garages and barns ;*
    - *rubbish chutes, heating sub-stations, cellars, stairwells, bicycle stores, rubbish-bins, attics ;*
    - *parks, squares, forests, benches ;*
    - *railway stations, railway carriages and off-ramps ;*
    - *houses earmarked for demolition, abandoned buildings ;*
    - *temporary lodgings (non-declaration of domicile, as temporary stay) ;*
    - *other ;*
  5. **Where it is difficult to obtain answers, simply record the sex and estimated age, and indicate why it was not possible to obtain a response under the rubric **OBSERVATIONS**, for example because the respondent was drunk, drugged, refused to reply, there were too many people present, etc. ;**
- If the homeless person was accompanied by one or more children, please record the number of children under the rubric **OBSERVATIONS** ;**
6. *The primary aim of the study is to identify the number of homeless persons – other information is of a complementary nature (in particular, point 5 need not be completed during the survey) ;*
  7. *The survey should be undertaken in teams of 2 persons  
NOTA BENE where possible it may be advisable to be accompanied by uniformed policemen ;*
  8. *Contact with interview respondents, especially outside shelters, should be short and concise (minimum necessary to complete the survey) ;*
  9. *Interviewers undertaking the survey outside shelters should carry torches ;*
  10. *At the end of the survey, interviewers should record a list of locations they were unable to enter, indicating the estimated number of people in each location ;*
  11. *If the interviewer identifies a risk of death or illness for a homeless person, they should contact the appropriate emergency services in the area.*

**Interviewers should transmit their results to the area coordinators (powiats) before 17th December 2001 (see list attached).**



“Portrait of the homeless community in the Pomerania district”

**Survey for an adult spending the night of 12th December 2001 in this centre**

Powiat / area .....

**Centre stationnaire** .....

**OBSERVATIONS** .....

Question number	<b>PERSONAL DATA</b>	Response
1.	Sex	a)
	- a) male - b) female	b)
2.	Age	a)
	- a) 17 to 25	b)
	- b) up to 40	c)
	- c) up to 50	d)
	- d) up to 60	e)
	- e) up to 70 - f) more than 70	f)
3.	Does the respondent have an identity card :	a)
	- a) yes - b) no	b)
4.	Last declaration of permanent domicile :	a)
	- <b>a) on the territory of the Pomerania district (voïvodie), area : .....</b> ) - <b>b) other district (voïvodie), area : .....</b> )	b)
5.	Is the respondent a Polish citizen :	a)
	- a) yes - b) no	b)

<b>HOMELESSNESS SITUATION</b>		
<b>6.</b>	Does the respondent receive retirement or other pension, allowances or medical insurance : - a) yes, several benefits - b) yes, one benefit - c) no	a)
		b)
		c)
<b>7.</b>	How long has the respondent been homeless : - a) up to 3 months - b) up to 6 months - c) up to 1 year - d) up to 2 years - e) up to 6 years - f) up to 10 years - g) more than 10 years	a)
		b)
		c)
		d)
		e)
		f)
		g)
<b>8.</b>	How long has the respondent been staying in this centre : - a) up to 7 days - b) up to 1 months - c) up to 3 months - d) up to 6 months - e) up to 12 months - f) longer	a)
		b)
		c)
		d)
		e)
		f)
<b>9.</b>	Is the respondent alone here : - a) alone - b) with a partner - c) with 1 or more children - d) with a whole family	a)
		b)
		c)
		d)
<b>10.</b>	Why is the respondent homeless : - a) they were chased out by their family / co-tenants - b) flight due to domestic violence - c) administrative eviction - d) loss of accommodation provided by previous employer - e) left orphanage on reaching maximum age threshold - f) voluntary departure - g) other reasons	a)
		b)
		c)
		d)
		e)
		f)
		g)
<b>11.</b>	Does the respondent intend to stay in the shelter for as long as possible : - a) yes - b) no - c) don't know	a)
		b)
		c)
<b>12.</b>	Has the respondent always stayed in shelters since becoming homeless : - a) yes - b) no, sometimes in other accommodation (with friends or family) - c) no, also in other locations such as lodgings, railway stations, heating systems, garden huts, carriages, empty buildings, stairways, etc.	a)
		b)
		c)

<b>HEALTH</b>		
<b>13.</b>	Is the respondent recognised to be ill : - a) yes - b) no	a)
		b)
<b>14.</b>	How does the respondent evaluate their health : - a) very good - b) fairly good - c) fairly bad - d) very bad	a)
		b)
		c)
		d)
<b>15.</b>	Does the respondent take care of themself : - a) yes - b) no, not necessary - c) no, but they should do	a)
		b)
		c)
<b>QUALIFICATIONS</b>		
<b>16.</b>	What is the highest level of education that the respondent has attained : - a) less than primary - b) primary, uncompleted vocational, uncompleted secondary - c) vocational - d) lower secondary - e) upper secondary - f) uncompleted post-secondarytertiary - g) post-secondary	a)
		b)
		c)
		d)
		e)
		f)
		g)
<b>17.</b>	Does the respondent have any professional qualifications : - a) yes - b) no	a)
		b)
<b>CURRENT SOURCES OF INCOME OUTSIDE THE CENTRE</b>		
<b>18.</b>	Does the respondent work and earn income : - a) yes, wage or salary employment - b) yes, other - c) no	a)
		b)
		c)
<b>DESIRE TO PURSUE FURTHER TRAINING</b>		
<b>19.</b>	Does the respondent wish to undertake training to find work : - a) yes - b) perhaps - c) difficult to say - d) no, they don't think it would help - e) no, because they are happy as they are - f) no, because they are handicapped, chronically ill, too weak	a)
		b)
		c)
		d)
		e)
		f)

**Form completed by (first name, family name, status) :**

## **Annex 6.5: Spain: la accion social con personas sin hogar en Espana (1999)**

**(Social action with homeless persons in Spain, 1999)**

**Questionnaire for centres**

Centre name

Address

Position of respondent

**Services offered by the centre**

Q1. (Expert ticks one box out of 20 to answer question 1)

You are from a service that you describe as a drop-in centre, emergency drop-in centre, reintegration service, workshop, service for the mentally ill, drug addiction centre, or you are a social worker working in the street, you are responsible for coordinating the ... project (list not translated exhaustively here)

Q2. What type of population are you concerned with? List of: men, women, couples, children. (Tick one or more boxes). Age range maximum and minimum

Q3. What type of services does your centre provide (several responses allowed)?

Of the 37 services mentioned, we will list: information and reception, help finding accommodation, professional training, legal assistance, social support, meals and healthcare services (medicine, eye care, dental care, etc.), hairdressing, access to the telephone network, assistance with transport.

Q4. For the area in which you operate, please indicate whether the demand for services is covered totally or inadequately: responses in two columns for totally and inadequately. One or more of the 37 boxes can be ticked:

Of the 37 services mentioned, we will list: information and reception, help finding accommodation, professional training, legal assistance, social support, meals and healthcare services (medicine, eye care, dental care, etc.), hairdressing, access to the telephone network, assistance with transport.

Q5. How is your centre accessed: seven possibilities listed (several responses allowed by marking those most frequently used)

- Free access
- Referral by social services
- From centres for the homeless
- Through a brochure sent to an organisation
- Through a health centre or hospital
- Through the police
- Through the prison service
- Through a night shelter
- Through another channel

Q6. What are the centre's three main objectives? (3x2 lines provided)

Q7. What are the three aspects of or contributions made by your centre that you feel are most worthy of note? (3x2 lines provided).

**Special section to be filled in by centres offering accommodation**

Q8. Is your accommodation service geared towards certain priority categories of the population (those leaving prison, pregnant women, etc.)? yes no if yes, please specify

Q9. Are there any restrictions limiting access to the centre? yes no if yes, please specify

Q10. What are the dates of opening and closure of the centre?

Q11. What are the normal opening hours? answer separately for Monday to Friday, Saturday and Sunday. Any comments





**Special section for services providing meals**

Q33. Is the meals service linked to an accommodation service?  
If not, go to question Q35

Q34 At least 95% of people eating here are accommodated by the centre. Yes no  
at least 95% of the people eating here use the drop-in centre. Yes no

Q35. What type of service do you offer? fixed, mobile (van or distribution on foot in the streets). Tick fixed or mobile for each of the following meals

	<u>Fixed</u>	<u>Mobile</u>
Full midday meal		
Full evening meal		
Full lunch		
Sandwich distribution		
Food parcel distribution		
Distribution of soup and hot drinks		
Other (please specify)		

Q36. How is your meals service accessed?

Q37. Is your meals service geared towards certain priority categories of the population (those leaving prison, pregnant women, etc.)? yes no if yes, please specify

Q38. Are there any restrictions limiting access to the centre? yes no if yes, please specify

Q39. Number of places available

Q40. Average use: in summer in winter  
Breakfast  
Lunch  
Evening meal

Q41. Total number of clients in 1998 (*does not specify whether a client can have eaten there more than once*)

Q42. Months of maximum use and minimum use Q23

Q43. Average number of occupants aged under 16 per day

Q44. Average number of occupants aged between 16 and 24 per day

Q45. Average number of temporary workers per day

Q46. Average number of women per day.

Q47. Average number of foreigners/immigrants per day

Q48. Average number of families or family groups per day

Q49. What are the dates of opening and closure of the centre: day/month

Q50. What are the normal opening times?  
answer separately for: Monday to Friday, Saturday and Sunday.  
And give opening times for: breakfast, lunch, evening meal  
(so there are 3x3x2= 18 items of information)  
Any comments.....

**Questions to be answered by all centres**

Q51. How many centres working with the homeless do you know of in your area?

Q52. Looking at it from the point of view of the users of your centre, what in your opinion are its most (and least) attractive characteristics and services:

Choose no more than three from the following list:

- |   | <u>most</u> | <u>least</u> |
|---|-------------|--------------|
| 1) the fabric (building, furniture)         |             |              |
| 2) the opening times                        |             |              |
| 3) geographical location                    |             |              |
| 4) the way it deals with users              |             |              |
| 5) the welcome                              |             |              |
| 6) the centre rules                         |             |              |
| 7) the conditions of admission              |             |              |
| 8) the conditions of hygiene                |             |              |
| 9) security                                 |             |              |
| 10) the workshops                           |             |              |
| 11) the healthcare services                 |             |              |
| 12) the social support service              |             |              |
| 13) the recreational and leisure facilities |             |              |

Q53. What are your largest sources of funding at present? Specify the percentage of the total represented by each.

- Local authority
- Autonoma
- Central government
- Private foundations
- Business
- Charities
- Church
- Caritas
- Gifts from private individuals or associations
- Other.

Q54. In order to estimate the cost of social action for the homeless, please would you indicate the annual operating costs of your centre. Between .....and.....pesetas

Q55. Is your accommodation service geared towards certain priority categories of the population (those leaving prison, pregnant women, etc.)? yes no if yes, please specify

Q56. Are there any restrictions on access to the centre (no alcoholics, drug addicts, people with pets, people suffering from mental illnesses, etc.)? yes no if yes, please specify

Q57. Are there any periods of the year when the centre is closed? yes no if yes, when?

Q58. Are there any closures during the week?

**Questions about people who use the centre:**

Q59. In your opinion, who are we referring to when we talk about the homeless? (*three lines for the answer*)

Q60. Do the people who use the centre take part in the tasks involved in keeping it running? What type of tasks are these? (*two lines for the answer*)

N.B.: In the questions that follow, the expert is asked to provide estimates concerning the homeless, being as accurate as possible (it says) and by giving a range.

Q61. Thinking about the town where you work, how many homeless are there (as a general rule) who ask for the following services on an average day: drop-in/meals, accommodation:

	Meals	Accommodation
-in summer	between.....and.....	between.....and.....
-in winter	between.....and.....	between.....and.....

Q62. In your opinion, approximately how many homeless people are looked after in your town throughout the year?

Q63. How many beds for the homeless are available in your town?

Q64. How many places are available to receive meals?

Q65. In some months the demand for accommodation is higher than in others. During which months is demand highest (and lowest)?

Q66. On the basis of your experience at the centre, would you say that over the last 10 years among users:

the number of young people has	increased significantly increased slightly been stable decreased slightly decreased significantly
the number of women has	increased significantly increased slightly been stable decreased slightly decreased significantly
the number of families or family groups has	increased significantly increased slightly been stable decreased slightly decreased significantly
the number of immigrants /foreigners has	increased significantly increased slightly been stable decreased slightly decreased significantly

Q70. Among immigrants/foreigners, which in order of size are the five nationalities most often found in centres?

### Questions about staff at the centre

Q71. How many people work as  
Paid employees of the organisation  
Volunteers  
Others

Q72. Among the management, how many people are:  
Paid employees (full-time equivalent)  
Volunteers

Q73. In terms of specialist staff (trainers, social workers, etc.) how many people are paid (full-time equivalent)?

Volunteers  
Specify their roles.

Q74. Among the medical or healthcare staff with university degrees, how many people are:

Paid employees (full-time equivalent)  
Volunteers  
Specify their roles.

Q75. Unqualified staff in socio-educational roles:

Paid employees (full-time equivalent)  
Volunteers  
Specify their roles.

Q76. Administrative and ancillary staff.

Paid employees (full-time equivalent)  
Volunteers  
Specify their roles.

Q77. Looking only at the paid staff, how many people perform the following functions:

Social worker  
Psychologist  
Social educator  
Nurse  
Doctor  
Teacher  
Other

Q78. Looking at all the services within your town, how many people are involved in providing support for the homeless?

Number of paid employees	Between .....and.....
Number of volunteers	Between .....and.....

**Finally, we would like to find out your opinion on certain general matters associated with exclusion and the homeless**

Q79. What are the three most significant reasons that lead to loss of housing and life on the street? *(3x2 lines provided)*

Q80. What are the three most striking consequences for those affected? *(3x2 lines provided)*

Q81. In your experience, what are the three main objectives that should be included in a programme of action to help the homeless? *(3x2 lines provided)*

Q82. What are the three greatest obstacles to helping the homeless? *(3x2 lines provided)*

Q83. Of the recent changes affecting the homelessness problem, which in your opinion are the three most important? *(3x2 lines)*

Q84. Which three policy measures do you feel would do most to improve the situation of the homeless? *(3x2 lines provided)*

## **Annex 6.6: United Kingdom: Rough Sleepers Initiative - Target monitoring**

Accommodation sheet

Please use this sheet to record details of 'Direct Access' accommodation for Rough Sleepers which is provided by your organisation. For night shelters, please estimate capacity as closely as possible

	Thursday 25 October  at 1.00 am (i.e. Wed night Thurs morning)	Sunday 28 October  at 1.00 am (i.e. Sat night Sun morning)
<b>Total available capacity</b> (i.e. total space irrespective of occupancy)		
Male		
Female		
Unassigned		
Couples		

<b>Number of spaces available (i.e. unfilled) for potential use by people sleeping rough, as at 1.00 am</b>		
Male		
Female		
Unassigned		
Couples		

<b>Numbers refused accommodation for whatever reason on night in question</b>		
Male		
Female		
Couples		

<b>IF ANY REFUSED ACCOMMODATION:</b> For each person, please indicate main reason for refusal.		
<b>Hostel issues:</b>		
No space available		
Couple wanting accommodation together		
No/not enough staff available at the time		
Banned from this accommodation		
Other.....		
<b>Individual issues which could not be accommodated:</b>		
Alcohol problem		
Drug problem		
Mental health problems		
Behaviour problems		
Combination of above		
Other.....		

Please use this space to write in any special circumstances/additional relevant information:

Please turn over:

**Does your Hostel/Shelter operate a banning policy?**                      Yes                      (delete as applicable)  
No

**If yes, please briefly give answers to the following questions:**

**What are the reasons for operating a banning policy?**

**What are the most common reasons for banning individuals?**

**Is there a way to review individual bannings?**                      Yes                      (delete as applicable)  
No

**Rough Sleepers Initiative – Target Monitoring**  
**(Please use one sheet for each client)**

(if possible, please use format: first and last initial, date of birth eg XX 01/01/01)

<b>Gender</b> (please tick)	Male <input type="checkbox"/>	Female <input type="checkbox"/>
<b>Age</b> (please estimate if unknown)	Known age: ..... / ..... / .....	<b>Or</b> Estimated age: ..... years
<b>Issues which may affect this client securing accommodation</b> (please tick all that apply)	Drink problems	
	Drug problems	
	Mental health problems	
	Behaviour problems	
	Hostel ban	
	No accommodation available	
	Other: .....	
<b>Please complete the following using Y for yes : N for no : ? for don't know</b>		
Has been a client for over 3 months?		
Has the person slept rough in last week?		
Client has been sleeping rough for:	3 months to 1 year	
	1 to 5 years	
	Over 5 years	

<b>Please complete ONLY THE DAYS YOU HAVE CONTACT with the client</b>			
<b>DATE</b>	Contact today? (please tick)	Client slept rough last night (Y/N)?	Client has accomm. for tonight? (Y/N?)
Wed 24/10/01			
Thurs 25/10/01			
Fri 26/10/01			
Sat 27/10/01			
Sun 28/10/01			
Mon 29/10/01			
Tue 30/10/01			



## **Annex 6.7: United Kingdom: Scottish Household Survey Homelessness 2003**

**[RA9]**

Info1

Have you ever been homeless, that is, lost your home with no alternative accommodation to go to?

Single1

- Yes [1]  
 No [2]

- Continue If [RA9]'1' Else Goto Label 342 On This Page

**[RA9an]**

Info1

How many times have you been homeless in the past two years, if at all?

INTERVIEWER: NUMBER OF SEPARATE TIMES BEEN MADE HOMELESS

Single1

- Once [1]  
 Twice [2]  
 Three times [3]  
 Four times [4]  
 Five times or more [5]  
 Don't know [6]  
 None [7]

**Label 342**

- Continue If [RA9]'1' Else Goto Label 343 On This Page
- Const String: [ra10txt] = ""
- Goto Form [RA10n] On Page 181

**Label 343**

- Const String: [ra10txt] = "You say you have never actually been homeless. "

**[RA10n]** (ra10txt)

Info1

RA10 SHOWCARD S {ra10txt}

I'd like to ask you a more specific question about different experiences some people have had regarding housing. Which of these has applied to you in the past two years, if any? Just read out the letters that apply.

MULTICODE OK

Multi1

- A - I have had to apply to the Council for housing because I was going to be asked/told to leave my home (i.e. threatened with homelessness). [1]
- B - I have had to apply to the Council for housing because I didn't have anywhere to live(i.e. actually homeless). [2]
- C - I have had to 'sleep rough' [3]
- D - I have had to stay with friends or relatives because I didn't have anywhere else to live [4]
- E - I have had to stay in emergency or temporary accommodation (eg hostel, refuge, B&B) [5]
- F - I have had to stay in some other form of insecure accommodation (eg under threat of eviction, with no legal rights etc) [6]
- None of these [7]

- **Ask All Questions Until Label 347 On Page 182**, [RA10nloop] Loop Over [RA10n] Exclude '1', '2', '7' Times.
- **Continue If** [RA10nloop].[Value] = '3' **Else Goto** Label 344 **On This Page**
- **Const** String: [RA10cons] = "sleep rough"
- **Goto Form** [RA11n] **On Page 182**

**Label 344**

- **Continue If** [RA10nloop].[Value] = '4' **Else Goto** Label 345 **On This Page**
- **Const** String: [RA10cons] = "stay with friends or relatives because you didn't have anywhere else to live"
- **Goto Form** [RA11n] **On Page 182**

**Label 345**

- **Continue If** [RA10nloop].[Value] = '5' **Else Goto** Label 346 **On This Page**
- **Const** String: [RA10cons] = "stay in emergency or temporary accommodation (eg hostel, refuge, B&B)"
- **Goto Form** [RA11n] **On Page 182**

**Label 346**

- **Continue If** [RA10nloop].[Value] = '6' **Else Goto Form** [RA11n] **On Page 182**
- **Const** String: [RA10cons] = "stay in some other form of insecure accommodation (eg under threat of eviction, with no legal rights etc)"

**[RA11n]** ([RA10cons])

## Info1

RA11 You mentioned that you had to *{itemra10n}*. For how long did you *{itemra10n}* in total over the two years?

## Single1

- Less than two weeks [1]
- Over two weeks, up to a month [2]
- Over a month, up to three months [3]
- Over three months, up to six months [4]
- Over six months, up to one year [5]
- More than one year [6]

**Label 347**

- **Continue If** ([RA9]'1') Or ('7' lsec [RA10n] = ) **Else Goto** Label 349 **On Page 184**

**[RA11an]**

## Info1

RA11a What kind of accommodation or tenure were you living in immediately before you became homeless?

## Single1

- Local authority or housing association tenancy [1]
- Private rented tenancy [2]
- Tenancy with voluntary organisation [3]
- Owner-occupied property [4]
- Other institution (e.g. care, prison) [5]
- Other *{Write in}* [6]

**[RA11bn]**

## Info1

RA11b And what was the 'first' type of permanent accommodation or tenure you moved into after being homeless?

## Single1

- Local authority or housing association tenancy [1]
- Private rented tenancy [2]
- Tenancy with voluntary organisation [3]
- Owner-occupied property [4]
- Other institution (e.g. care, prison) [5]
- Other (Write in) [6]

**[RA11cn]**

Info1

RA11c SHOWCARD T During your most recent episode of homelessness, which of these, if any did you approach for help?

Multi1

- Family [1]
- Friends [2]
- LA housing/homelessness department [3]
- LA social work department [4]
- Advice service (voluntary or statutory) [5]
- Voluntary/specialist homelessness accommodation or support agency [6]
- Healthcare services [7]
- Other [8]
- None of these [9]

**[RA11dn]**

Info1

RA11d SHOWCARD T AGAIN And from which, if any, did you receive help, regardless of whether you approached them?

Multi1

- Family [1]
- Friends [2]
- LA housing/homelessness department [3]
- LA social work department [4]
- Advice service (voluntary or statutory) [5]
- Voluntary/specialist homelessness accommodation or support agency [6]
- Healthcare services [7]
- Other [8]
- None of these [9]

- **Continue If '9' Isec [RA11dn] <> Else Goto Label 348 On Page 184**

**[RA11en]**

Info1

RA11e SHOWCARD U From this card, what kind of help did you receive from any of those sources?

Multi1

- Financial support [1]
- Advice and information [2]
- Accommodation and resettlement support [3]
- Healthcare [4]
- Work and related opportunities [5]
- Social or personal (emotional) support [6]

**Label 348**

- **Continue If Not** ([RA11cn] IsSubset [RA11dn]) **Else Goto** Label 349 **On This Page**

**[RA11fn]**

Info1

RA11f SHOWCARD V From what you know, why were you unable to receive help from some of the individuals / agencies you approached?

Multi1

- Not eligible for support [1]
- Waiting period for support too long [2]
- Support not available (i.e. lack of resources) [3]
- Support not available (i.e. unwilling to help) [4]
- Available support did not match needs [5]
- Other (Write in) [6]

**Label 349**

- **Continue If** ItemCount([Over16]) > 1 **Else Goto** Label 350

**[RA12]**

Info1

RA12 Is there anyone currently living in this house/flat, or staying here sometimes, because they have no home of their own, or no stable base of their own?

INTERVIEWER NOTE: THIS DOES NOT INCLUDE LODGERS

Single1

- Yes [1]
- No [2]

## **Annex 6.8: United-Kingdom (England): The CORE (COntinuous REcording) system**

**PLEASE ENSURE YOUR CORE DATA IS ACCURATE**

## CORE Lettings Log 2004/05 - STRICTLY CONFIDENTIAL

Log number (JCSHR use) \_\_\_\_\_

---

### LANDLORD/LETTINGS DETAILS

**1a. Type of Letting**  *one only*

General Needs Letting	Supported Letting
Housing association <input type="checkbox"/> 1	<input type="checkbox"/> 2
Local authority <input type="checkbox"/> 3	<input type="checkbox"/> 4

---

**FOR GENERAL NEEDS HOUSING ONLY**

**1b. Who is the landlord on the tenancy agreement?**

This landlord  1 Another HA/ALMO/VTMO  2

If another HA/ALMO/VTMO: \_\_\_\_\_ HC Reg Code/ALMO/VTMO Code \_\_\_\_\_

Name \_\_\_\_\_

---

**FOR SUPPORTED HOUSING ONLY**

**1c. Please enter the management group and scheme code for the property.**

Management group code	Scheme code
<input type="text"/> <input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/> <input type="text"/>

DO NOT LEAVE BLANK

**1d. Is this a first letting in a supported housing unit/bedspace which has been newly built, converted or newly acquired?**

Yes  1 No  2

---

### TENANCY DETAILS

**Tenant code**

**2. Type of tenancy**  *one only*

Fair rent/secure <input type="checkbox"/> 1	Licence agreement <input type="checkbox"/> 5
Assured <input type="checkbox"/> 2	(supported housing/armshouses only)
Assured shorthold (supported housing only) <input type="checkbox"/> 4	Starters/introductory tenancy <input type="checkbox"/> 6
	Other <input type="checkbox"/> 3

---

### HOUSEHOLD DETAILS

*If Interview Refused (Q3 - 12)*

**3. HOUSEHOLD CHARACTERISTICS.** Enter age, sex, economic status and relationship to person 1 of all household members. Enter occupation code only for household members working full or part-time. Refer to show card for occupation codes.

	Age	Sex M/F	Relationship to Person 1	Economic status	Occupation	Economic status
Person 1	<input type="text"/>	<input type="text"/>	<input checked="" type="checkbox"/>	<input type="text"/>	<input type="text"/>	1 = Full-time work (24 hours or more per week)
Person 2	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	2 = Part-time work (less than 24 hours per week)
Person 3	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	3 = Govt.ing/New Deal
Person 4	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	4 = Job seeker
Person 5	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	5 = Retired
Person 6	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	6 = Not seeking work
Person 7	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	7 = Full-time student
Person 8	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	8 = Long term sick/disabled
Person 9	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	9 = Child under 16
Person 10	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	0 = Other adult

Relationship to Person 1 - P = Partner C = Child X = Other

**5. Does any household member consider him/herself to have a disability?** Yes  1 No  2 Don't know  3

**6. Does any household member use a wheelchair?** Yes  1 No  2 Don't know  3

---

**7. Tenant's, or tenant and partner's net weekly income**  
Excluding Child Tax Credit, housing benefit, council tax benefit and interest from savings

**Take home pay** (net earnings from any paid work, after deductions of tax and national insurance but including Working Tax Credit (excluding Child Tax Credit)) £

**Child benefit** £

**Occupational pension** (incl. SERPS) - amount received £

**Other state benefits** (incl. state pension, but excluding housing benefit) £

**Other income** (excl. income from investment) £

**TOTAL INCOME** (sum of the above) £

Please  if only partially completed or refused

---

**8. Savings/capital/investment of tenant, or tenant and partner**

**Total amount** (to nearest £10) £

Please enter the amount in pounds, no pence

---

**9. Sources of income of tenant, or tenant and partner** (other than child, housing and council tax benefits, or tax credits)

All from state benefits/ state pensions  1 No state benefits/ state pensions  3

Partly from state benefits & state pensions  2 Don't know  4

---

**10. Does either the tenant or partner receive an occupational retirement pension (including SERPS)?**

Yes  1 No  2 Don't know  3

---

**11. Will the tenant qualify for housing benefit?**

Yes  1 No  2 Don't know  3

---

**12. What was the main reason the household left their last settled home?**  *one only*

Required to move by current landlord (e.g. to allow for redevelopment) <input type="checkbox"/> 1	Property unsuitable because of overcrowding <input type="checkbox"/> 12
Left home country as refugee <input type="checkbox"/> 2	Property unsuitable because of ill health/disability <input type="checkbox"/> 13
Discharged from prison or from longstay hospital or other institution <input type="checkbox"/> 3	Property unsuitable because of poor condition <input type="checkbox"/> 14
Loss of tied accommodation <input type="checkbox"/> 4	Couldn't afford rent or mortgage <input type="checkbox"/> 15
End of Assured Shorthold tenancy <input type="checkbox"/> 5	
Eviction or repossession <input type="checkbox"/> 6	To move nearer to family/friends/school <input type="checkbox"/> 16
	To move nearer to work <input type="checkbox"/> 17
Domestic violence <input type="checkbox"/> 7	To move to accommodation with support <input type="checkbox"/> 18
(Non-violent) relationship breakdown with partner <input type="checkbox"/> 8	To move to independent accommodation <input type="checkbox"/> 19
Asked to leave by family or friends <input type="checkbox"/> 9	Other <input type="checkbox"/> 20
Racial harassment <input type="checkbox"/> 10	
Other problems with neighbours <input type="checkbox"/> 11	

---

**4a. Ethnic group of person 1 as defined by applicant**  *one only*

**a. White**  1 British  2 Irish  3 Other

**b. Mixed**  4 White & Black Caribbean  5 White & Black African

6 White & Asian  7 Other

**c. Asian or Asian British**  8 Indian  9 Pakistani  10 Bangladeshi  11 Other

**d. Black or Black British**  12 Caribbean  13 African  14 Other

**e. Chinese or other ethnic group**  15 Chinese  16 Other

**f. Refused**  17

---

**4b. Does Person 1 consider that any other member of the household is of a different ethnic group to themselves?** Yes  1 No  2



<p><b>13. Type of accommodation in which the household lived immediately prior to rehousing</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:50%; border:none;">                 General needs local auth tenant <input type="checkbox"/> 1                  General needs HA tenant <input type="checkbox"/> 2                  Private rented <input type="checkbox"/> 3                  Owner occupier <input type="checkbox"/> 5                  Tied home or renting with job <input type="checkbox"/> 4             </td> <td style="width:50%; border:none;">                 Hospital <input type="checkbox"/> 10                  Prison <input type="checkbox"/> 11                  Approved probation hostel <input type="checkbox"/> 12                  Direct access hostel <input type="checkbox"/> 7                  Bed and breakfast <input type="checkbox"/> 14                  Short life housing <input type="checkbox"/> 15                  Any other temporary accom <input type="checkbox"/> 18             </td> </tr> <tr> <td style="border:none;">                 Supported housing <input type="checkbox"/> 6                  Sheltered or retirement housing <input type="checkbox"/> 8                  Residential care home <input type="checkbox"/> 9             </td> <td style="border:none;">                 Children's home/foster care <input type="checkbox"/> 13                  Living with family <input type="checkbox"/> 16                  Staying with friends <input type="checkbox"/> 17                  Rough sleeping <input type="checkbox"/> 19                  Other <input type="checkbox"/> 20             </td> </tr> </table>	General needs local auth tenant <input type="checkbox"/> 1 General needs HA tenant <input type="checkbox"/> 2 Private rented <input type="checkbox"/> 3 Owner occupier <input type="checkbox"/> 5 Tied home or renting with job <input type="checkbox"/> 4	Hospital <input type="checkbox"/> 10 Prison <input type="checkbox"/> 11 Approved probation hostel <input type="checkbox"/> 12 Direct access hostel <input type="checkbox"/> 7 Bed and breakfast <input type="checkbox"/> 14 Short life housing <input type="checkbox"/> 15 Any other temporary accom <input type="checkbox"/> 18	Supported housing <input type="checkbox"/> 6 Sheltered or retirement housing <input type="checkbox"/> 8 Residential care home <input type="checkbox"/> 9	Children's home/foster care <input type="checkbox"/> 13 Living with family <input type="checkbox"/> 16 Staying with friends <input type="checkbox"/> 17 Rough sleeping <input type="checkbox"/> 19 Other <input type="checkbox"/> 20	<p><b>19. Key dates (e.g. 13/04/04)</b></p> <table style="width:100%; border:none;"> <tr> <td style="width:33%;">Void (or newbuild handover) date</td> <td style="width:33%; text-align:center">Day    Month    Year</td> <td style="width:33%;"></td> </tr> <tr> <td></td> <td style="text-align:center">:    :    :</td> <td style="border:1px solid black; width:33px; height:20px;"></td> </tr> <tr> <td>Major repairs completion date (if major repairs carried out during void period)</td> <td style="text-align:center">:    :    :</td> <td style="border:1px solid black; width:33px; height:20px;"></td> </tr> </table> <p>PLEASE TICK IF THE ABOVE DATES ARE NOT COMPLETED BECAUSE THE UNIT IS IN A SUPPORTED SCHEME WHICH IS VERY SHORT STAY <input type="checkbox"/></p> <table style="width:100%; border:none;"> <tr> <td style="width:33%;">Tenancy start date</td> <td style="width:33%; text-align:center">Day    Month    Year</td> <td style="width:33%;"></td> </tr> <tr> <td>DO <b>NOT</b> LEAVE BLANK</td> <td style="text-align:center">:    :    :</td> <td style="border:1px solid black; width:33px; height:20px;"></td> </tr> </table>	Void (or newbuild handover) date	Day    Month    Year			:    :    :		Major repairs completion date (if major repairs carried out during void period)	:    :    :		Tenancy start date	Day    Month    Year		DO <b>NOT</b> LEAVE BLANK	:    :    :			
General needs local auth tenant <input type="checkbox"/> 1 General needs HA tenant <input type="checkbox"/> 2 Private rented <input type="checkbox"/> 3 Owner occupier <input type="checkbox"/> 5 Tied home or renting with job <input type="checkbox"/> 4	Hospital <input type="checkbox"/> 10 Prison <input type="checkbox"/> 11 Approved probation hostel <input type="checkbox"/> 12 Direct access hostel <input type="checkbox"/> 7 Bed and breakfast <input type="checkbox"/> 14 Short life housing <input type="checkbox"/> 15 Any other temporary accom <input type="checkbox"/> 18																					
Supported housing <input type="checkbox"/> 6 Sheltered or retirement housing <input type="checkbox"/> 8 Residential care home <input type="checkbox"/> 9	Children's home/foster care <input type="checkbox"/> 13 Living with family <input type="checkbox"/> 16 Staying with friends <input type="checkbox"/> 17 Rough sleeping <input type="checkbox"/> 19 Other <input type="checkbox"/> 20																					
Void (or newbuild handover) date	Day    Month    Year																					
	:    :    :																					
Major repairs completion date (if major repairs carried out during void period)	:    :    :																					
Tenancy start date	Day    Month    Year																					
DO <b>NOT</b> LEAVE BLANK	:    :    :																					
<p><b>Location of previous accommodation</b>  <b>14a Enter LA in which household lived immediately prior to being rehoused (including temporary accommodation)</b></p> <table style="width:100%; border:none;"> <tr> <td style="width:60%; border:1px solid black; padding: 2px;">Name of local authority</td> <td style="width:40%; border:1px solid black; padding: 2px;">ONS LA code</td> </tr> </table> <p><b>14b If the household has moved from settled accommodation (immediately prior to being rehoused), enter the full postcode for the previous accommodation.</b></p> <table style="width:100%; border:none;"> <tr> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> </tr> </table> <p>If full postcode not known or previous accommodation was temporary, please tick <input type="checkbox"/></p>	Name of local authority	ONS LA code				<p><b>20. How many times has this unit been previously offered since becoming available for letting?</b></p> <p>DO <b>NOT</b> LEAVE BLANK</p> <p>Enter number of <u>successful</u> offers (for a property let at the first attempt, enter '0') <span style="float:right"> </span></p>																
Name of local authority	ONS LA code																					
<p><b>LETTINGS IN SUPPORTED HOUSING SCHEMES OMIT ALL REMAINING QUESTIONS</b></p>																						
<p><b>PROPERTY DETAILS</b></p> <p>Property code <span style="float:right"> </span></p> <table style="width:100%; border:none;"> <tr> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> </tr> </table> <p><b>21. Number of bedrooms</b> <i>(if shared accommodation, enter number of bedrooms occupied by this household; a bedsit has 1 bedroom)</i> <span style="float:right"> </span></p> <table style="width:100%; border:none;"> <tr> <td style="width:80%; border:1px solid black; padding: 2px;"> </td> <td style="width:20%; border:1px solid black; padding: 2px;"> </td> </tr> </table> <p><b>22. Type of unit</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:33%;">Flat/maisonette <input type="checkbox"/> 1</td> <td style="width:33%;">Shared flat/maisonette <input type="checkbox"/> 4</td> <td style="width:33%;"></td> </tr> <tr> <td>Bedsit <input type="checkbox"/> 2</td> <td>Shared House/bungalow <input type="checkbox"/> 5</td> <td></td> </tr> <tr> <td>House/bungalow <input type="checkbox"/> 3</td> <td>Other <input type="checkbox"/> 6</td> <td></td> </tr> </table> <p><b>23. Type of building</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:66%;">New building or purpose built <input type="checkbox"/> 1</td> <td style="width:33%;"></td> </tr> <tr> <td>Converted (e.g. house into flats) or rehabilitated <input type="checkbox"/> 2</td> <td></td> </tr> <tr> <td>Purchased with sitting tenant for later rehabilitation <input type="checkbox"/> 3</td> <td></td> </tr> </table>							Flat/maisonette <input type="checkbox"/> 1	Shared flat/maisonette <input type="checkbox"/> 4		Bedsit <input type="checkbox"/> 2	Shared House/bungalow <input type="checkbox"/> 5		House/bungalow <input type="checkbox"/> 3	Other <input type="checkbox"/> 6		New building or purpose built <input type="checkbox"/> 1		Converted (e.g. house into flats) or rehabilitated <input type="checkbox"/> 2		Purchased with sitting tenant for later rehabilitation <input type="checkbox"/> 3		
Flat/maisonette <input type="checkbox"/> 1	Shared flat/maisonette <input type="checkbox"/> 4																					
Bedsit <input type="checkbox"/> 2	Shared House/bungalow <input type="checkbox"/> 5																					
House/bungalow <input type="checkbox"/> 3	Other <input type="checkbox"/> 6																					
New building or purpose built <input type="checkbox"/> 1																						
Converted (e.g. house into flats) or rehabilitated <input type="checkbox"/> 2																						
Purchased with sitting tenant for later rehabilitation <input type="checkbox"/> 3																						
<p><b>24. Is this sheltered or retirement housing?</b> <span style="float:right">THIS QUESTION SHOULD NOT BE ANSWERED</span></p>																						
<p><b>15. Was the household homeless immediately prior to this letting?</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:50%;">Not homeless <input type="checkbox"/> 1</td> <td style="width:50%;"></td> </tr> <tr> <td>Statutory homeless <u>and</u> owed a main homelessness duty (part VII, Housing Act 1996) – refer to manual <input type="checkbox"/> 2</td> <td></td> </tr> <tr> <td>Other homeless <input type="checkbox"/> 3</td> <td></td> </tr> <tr> <td>Referred under the Children Act 1989 <input type="checkbox"/> 5</td> <td></td> </tr> </table>	Not homeless <input type="checkbox"/> 1		Statutory homeless <u>and</u> owed a main homelessness duty (part VII, Housing Act 1996) – refer to manual <input type="checkbox"/> 2		Other homeless <input type="checkbox"/> 3		Referred under the Children Act 1989 <input type="checkbox"/> 5		<p><b>25. Is property designed to wheelchair user standard?</b> <span style="float:right">Yes <input type="checkbox"/> 1    No <input type="checkbox"/> 2</span></p>													
Not homeless <input type="checkbox"/> 1																						
Statutory homeless <u>and</u> owed a main homelessness duty (part VII, Housing Act 1996) – refer to manual <input type="checkbox"/> 2																						
Other homeless <input type="checkbox"/> 3																						
Referred under the Children Act 1989 <input type="checkbox"/> 5																						
<p><b>16. Source of referral (refer to manual)</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:50%;">Internal transfer <input type="checkbox"/> 1</td> <td style="width:50%;">Community Mental Health, GP <input type="checkbox"/> 6</td> </tr> <tr> <td>Direct application/self-referral <input type="checkbox"/> 2</td> <td>Voluntary agency <input type="checkbox"/> 7</td> </tr> <tr> <td><i>HA lettings only</i> – Nominated by local housing authority <input type="checkbox"/> 3</td> <td>Nominated under HOMES <input type="checkbox"/> 8</td> </tr> <tr> <td><i>HA supported lettings only</i> – Referred by local authority housing department <input type="checkbox"/> 4</td> <td>Referred from Social Services <input type="checkbox"/> 9</td> </tr> <tr> <td>Police, Probation, Youth Offending Team <input type="checkbox"/> 5</td> <td>Other move from social rented tenancy <input type="checkbox"/> 10</td> </tr> <tr> <td></td> <td>Other <input type="checkbox"/> 11</td> </tr> </table>	Internal transfer <input type="checkbox"/> 1	Community Mental Health, GP <input type="checkbox"/> 6	Direct application/self-referral <input type="checkbox"/> 2	Voluntary agency <input type="checkbox"/> 7	<i>HA lettings only</i> – Nominated by local housing authority <input type="checkbox"/> 3	Nominated under HOMES <input type="checkbox"/> 8	<i>HA supported lettings only</i> – Referred by local authority housing department <input type="checkbox"/> 4	Referred from Social Services <input type="checkbox"/> 9	Police, Probation, Youth Offending Team <input type="checkbox"/> 5	Other move from social rented tenancy <input type="checkbox"/> 10		Other <input type="checkbox"/> 11	<p><b>26. Was the vacancy let (tick one box in each row):</b></p> <table style="width:100%; border:none;"> <tr> <td style="width:60%;">(a) under a choice-based lettings (CBL) approach (i.e. through open advertisement)</td> <td style="width:20%;">Yes <input type="checkbox"/> 1</td> <td style="width:20%;">No <input type="checkbox"/> 2</td> </tr> <tr> <td>(b) through a common housing register (CHR)</td> <td>Yes <input type="checkbox"/> 1</td> <td>No <input type="checkbox"/> 2</td> </tr> <tr> <td>(c) under a CBL or CHR approach incorporating a Common Allocations Policy</td> <td>Yes <input type="checkbox"/> 1</td> <td>No <input type="checkbox"/> 2</td> </tr> </table>	(a) under a choice-based lettings (CBL) approach (i.e. through open advertisement)	Yes <input type="checkbox"/> 1	No <input type="checkbox"/> 2	(b) through a common housing register (CHR)	Yes <input type="checkbox"/> 1	No <input type="checkbox"/> 2	(c) under a CBL or CHR approach incorporating a Common Allocations Policy	Yes <input type="checkbox"/> 1	No <input type="checkbox"/> 2
Internal transfer <input type="checkbox"/> 1	Community Mental Health, GP <input type="checkbox"/> 6																					
Direct application/self-referral <input type="checkbox"/> 2	Voluntary agency <input type="checkbox"/> 7																					
<i>HA lettings only</i> – Nominated by local housing authority <input type="checkbox"/> 3	Nominated under HOMES <input type="checkbox"/> 8																					
<i>HA supported lettings only</i> – Referred by local authority housing department <input type="checkbox"/> 4	Referred from Social Services <input type="checkbox"/> 9																					
Police, Probation, Youth Offending Team <input type="checkbox"/> 5	Other move from social rented tenancy <input type="checkbox"/> 10																					
	Other <input type="checkbox"/> 11																					
(a) under a choice-based lettings (CBL) approach (i.e. through open advertisement)	Yes <input type="checkbox"/> 1	No <input type="checkbox"/> 2																				
(b) through a common housing register (CHR)	Yes <input type="checkbox"/> 1	No <input type="checkbox"/> 2																				
(c) under a CBL or CHR approach incorporating a Common Allocations Policy	Yes <input type="checkbox"/> 1	No <input type="checkbox"/> 2																				
<p><b>RENT AND OTHER CHARGES</b></p> <p><b>17. Complete A, B or C</b></p> <p><b>A. RENT AND CHARGES</b></p> <p>a) Basic rent (for period shown in Q.18) <span style="float:right">£</span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span></p> <p>b) Service charge (eligible for HB) <span style="float:right">£</span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span></p> <p>c) Personal service charge (not eligible for HB eg heating, hot water, excluding water rates) <span style="float:right">£</span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span></p> <p>d) Support charge (eligible for SP funding and included in the tenancy agreement) <span style="float:right">£</span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span></p> <p>e) Total charge (a+b+c+d) <span style="float:right">£</span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span></p> <p><b>B. CHARGES FOR CARE HOMES</b></p> <p>Total charge (for period shown in Q18) <span style="float:right">£</span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span> <span style="border:1px solid black; padding: 2px;"> </span></p> <p><b>C. PLEASE TICK IF THERE IS NO CHARGE TO THE OCCUPANT FOR THE ACCOMMODATION</b> <input type="checkbox"/></p>	<p><b>27. Reason for vacancy</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:80%;">New let (newly built, converted or otherwise acquired)</td> <td style="width:20%; text-align:right"><input type="checkbox"/> 1</td> </tr> <tr> <td>Ralet - internal transfer</td> <td style="text-align:right"><input type="checkbox"/> 2</td> </tr> <tr> <td>Ralet - previous tenant moved to (other) LA</td> <td style="text-align:right"><input type="checkbox"/> 3</td> </tr> <tr> <td>Ralet - previous tenant moved to (other) HA</td> <td style="text-align:right"><input type="checkbox"/> 4</td> </tr> <tr> <td>Ralet - previous tenant died (no succession)</td> <td style="text-align:right"><input type="checkbox"/> 5</td> </tr> <tr> <td>Ralet - property abandoned by previous tenant</td> <td style="text-align:right"><input type="checkbox"/> 6</td> </tr> <tr> <td>Ralet - previous tenant evicted</td> <td style="text-align:right"><input type="checkbox"/> 7</td> </tr> <tr> <td>Ralet - previous tenant moved to private sector or other accommodation</td> <td style="text-align:right"><input type="checkbox"/> 8</td> </tr> </table>	New let (newly built, converted or otherwise acquired)	<input type="checkbox"/> 1	Ralet - internal transfer	<input type="checkbox"/> 2	Ralet - previous tenant moved to (other) LA	<input type="checkbox"/> 3	Ralet - previous tenant moved to (other) HA	<input type="checkbox"/> 4	Ralet - previous tenant died (no succession)	<input type="checkbox"/> 5	Ralet - property abandoned by previous tenant	<input type="checkbox"/> 6	Ralet - previous tenant evicted	<input type="checkbox"/> 7	Ralet - previous tenant moved to private sector or other accommodation	<input type="checkbox"/> 8					
New let (newly built, converted or otherwise acquired)	<input type="checkbox"/> 1																					
Ralet - internal transfer	<input type="checkbox"/> 2																					
Ralet - previous tenant moved to (other) LA	<input type="checkbox"/> 3																					
Ralet - previous tenant moved to (other) HA	<input type="checkbox"/> 4																					
Ralet - previous tenant died (no succession)	<input type="checkbox"/> 5																					
Ralet - property abandoned by previous tenant	<input type="checkbox"/> 6																					
Ralet - previous tenant evicted	<input type="checkbox"/> 7																					
Ralet - previous tenant moved to private sector or other accommodation	<input type="checkbox"/> 8																					
<p><b>18. Rent and other charges period</b> <span style="float:right">✓ <i>one only</i></span></p> <table style="width:100%; border:none;"> <tr> <td style="width:50%;">Weekly for 52 weeks <input type="checkbox"/> 1</td> <td style="width:50%;">Weekly for 49 weeks <input type="checkbox"/> 6</td> </tr> <tr> <td>Fortnightly <input type="checkbox"/> 2</td> <td>Weekly for 48 weeks <input type="checkbox"/> 7</td> </tr> <tr> <td>Four-weekly <input type="checkbox"/> 3</td> <td>Weekly for 47 weeks <input type="checkbox"/> 8</td> </tr> <tr> <td>Calendar monthly <input type="checkbox"/> 4</td> <td>Weekly for 46 weeks <input type="checkbox"/> 9</td> </tr> <tr> <td>Weekly for 50 weeks <input type="checkbox"/> 5</td> <td></td> </tr> </table>	Weekly for 52 weeks <input type="checkbox"/> 1	Weekly for 49 weeks <input type="checkbox"/> 6	Fortnightly <input type="checkbox"/> 2	Weekly for 48 weeks <input type="checkbox"/> 7	Four-weekly <input type="checkbox"/> 3	Weekly for 47 weeks <input type="checkbox"/> 8	Calendar monthly <input type="checkbox"/> 4	Weekly for 46 weeks <input type="checkbox"/> 9	Weekly for 50 weeks <input type="checkbox"/> 5		<p><b>28. Location of property</b></p> <table style="width:100%; border:none;"> <tr> <td style="width:60%; border:1px solid black; padding: 2px;">Name of local authority</td> <td style="width:40%; border:1px solid black; padding: 2px;">ONS LA code</td> </tr> </table> <p>(please refer to Appendix F of the CORE Manual for ONS codes)</p> <p>Full post code of property <span style="float:right"> </span></p> <table style="width:100%; border:none;"> <tr> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> <td style="width:33%; border:1px solid black; padding: 2px;"> </td> </tr> </table>	Name of local authority	ONS LA code									
Weekly for 52 weeks <input type="checkbox"/> 1	Weekly for 49 weeks <input type="checkbox"/> 6																					
Fortnightly <input type="checkbox"/> 2	Weekly for 48 weeks <input type="checkbox"/> 7																					
Four-weekly <input type="checkbox"/> 3	Weekly for 47 weeks <input type="checkbox"/> 8																					
Calendar monthly <input type="checkbox"/> 4	Weekly for 46 weeks <input type="checkbox"/> 9																					
Weekly for 50 weeks <input type="checkbox"/> 5																						
Name of local authority	ONS LA code																					

Copies of the CORE Instruction Manual and Logs can be downloaded from the CORE website, [www.core.ac.uk](http://www.core.ac.uk)

## **Annex 6.9: Sweden: Survey by the National Directorate for Public Health and Social Services**

**Annex 1****National Directorate for Public Health  
and Social Services, Sweden**

Document No 62-621/99

For the attention of researchers involved in the  
1999 homeless census

**Homeless census in Sweden**

At the government's request, the National Directorate of Public Health and Social Services in Sweden is to take a census of the homeless in Sweden and report on initiatives undertaken to assist them. This survey is the follow-up to the census taken in 1993.

**We would like information on all the homeless known to your institution**

We are contacting all the public authorities and organisations in Sweden who are likely to enter into contact with the homeless. For each homeless person known to you, we would be grateful if you would fill out a form.

**If you have received this letter, you have a major responsibility**

If you have received this letter, you need to make sure that the forms are distributed to the people concerned. We would also suggest that as a director of a social support service, a health centre manager or head of some other social welfare activity, you appoint someone within each unit of your organisation who will be responsible for contacting the homeless.

**It is important to reply, even if you don't know any homeless people**

It is extremely important for you to send us a reply, even if you don't know any homeless people, and that way you will avoid receiving a reminder. A response is expected even from those who don't know any homeless people. The breadth of our survey necessarily means that some people will not know any homeless.

**The national identity number helps us to check whether anyone has been counted twice**

As the task is to try to establish the number of homeless people in Sweden, we are asking for national identity numbers so we can find out whether the same person has been identified by several researchers. We are also asking for initials, to be used for an additional check if the identity number is missing or incorrect.

**The census will take place in week 16**

The aim of the survey is to count the number of homeless in week 16, i.e. from 19 to 25 April 1999. The questions concern the conditions observed during that week, unless stated otherwise.

**Returning the forms**

When the forms have been filled in, tear off these instructions from the survey section and send all the surveys in the enclosed reply envelope.

**Return the envelope before 14 May**

**If you receive several letters**

Our register of addresses is very large and addresses come to us from different sources. That is why we cannot guarantee that the same address does not come up several times. If you receive two letters, please tell us when you reply.

**If you don't have enough forms, please make photocopies**

It is difficult for us to predict the number of forms required by each unit; it is easier to make photocopies as you need them. You can also request more forms from us by contacting us at the National Directorate for Public Health and Social Services in Sweden.

**Please provide the information you have available on one form for each person**

We are hoping to obtain information on all the homeless in Sweden. It is therefore essential that you send back a form for each homeless person you know about, even if the information you have is very brief. Please provide all the information you have.

**Only one answer to each question**

Please give only one answer to each question, unless indicated otherwise.

***Definition of the homeless***

*In this survey, the homeless are people who do not own or rent housing, who are not accommodated permanently as tenants or sub-tenants, or who are reduced to makeshift living arrangements or are destitute.*

*People registered in institutions or detention centres run by social services, the SIS or the health service are counted as homeless if they are expected to leave within three months of the week of the survey and if no arrangements have been made to accommodate them.*

*People living temporarily with people they know are also counted as homeless if they have had contact concerning their homelessness with the organisations or public services involved in the survey during the survey week.*

*A homeless person's main problem is resolving the issue of housing in the short term or not being able to resolve it at all. It is a situation where it is not possible to keep one's personal belongings in a secure place and where it is very difficult to form stable social relationships.*

If you have any questions, please contact Erika Borgny (+46 8 783 3259), Camilla Gidlöf (+ 46 8 783 3364) and Anna Qvarlander (+ 46 8 783 3608).

Thank you for your participation

Stina Holmberg  
Monitoring and evaluation manager  
National Directorate for Public Health and Social Services in Sweden

Interviewer *please use block capitals*

To:

Name: \_\_\_\_\_

Telephone: \_\_\_\_\_

E-mail: \_\_\_\_\_

- 1 Our service does not know of any homeless people (19 – 25 April 1999)

**Information about the homeless person**

Year Month Day Identity No.

1. National Identity No. 

--	--	--	--	--	--	--	--	--	--

 0 Don't know2. Initials First name: \_\_\_\_\_ Surname: \_\_\_\_\_  0 Don't know2. Initials First name: \_\_\_\_\_ Surname: \_\_\_\_\_  0 Don't know

3. Gender 1 Male 2 Female

**4. Country of origin**

- |   |                                      |  |
|---|--------------------------------------|--|
| <input type="checkbox"/> 1 Sweden                     | <input type="checkbox"/> 5 Africa    | <input type="checkbox"/> 9 Other _____ |
| <input type="checkbox"/> 2 Finland                    | <input type="checkbox"/> 6 Asia      | <input type="checkbox"/> 0 Don't know  |
| <input type="checkbox"/> 3 Other Scandinavian country | <input type="checkbox"/> 7 Australia |  |
| <input type="checkbox"/> 4 Other European country     | <input type="checkbox"/> 8 America   |  |

**5. Accommodation situation week 16**

- |  |  |
|--|--|
| <input type="checkbox"/> 1 Outside                             | <input type="checkbox"/> 8 Experimental/pilot flat                             |
| <input type="checkbox"/> 2 Temporary accommodation centre      | <input type="checkbox"/> 9 Temporarily with parents or friends                 |
| <input type="checkbox"/> 3 Women's refuge                      | <input type="checkbox"/> 10 Homeless hostel through social or medical services |
| <input type="checkbox"/> 4 Hotel for single men/Boarding house |  |
| <input type="checkbox"/> 5 Host family                         | <input type="checkbox"/> 11 Prison or remand centre                            |
| <input type="checkbox"/> 6 Hotel                               | <input type="checkbox"/> 12 Other  |
| <input type="checkbox"/> 7 Housing project                     | <input type="checkbox"/> 0 Don't know  |

**6. How long has the above situation lasted?**

Year Month  0 Don't know

--	--

**7. How long do you think the person has been homeless?**

- 1 Less than 1 year  2 From 1 to 3 years  3 From 4 to 6 years  4 From 7 to 9 years  5 More than 10 years  0 Don't know

**8. Main source of income**

- |  |  |
|--|--|
| <input type="checkbox"/> 1 Income from employment                              | <input type="checkbox"/> 5 Sickness benefit, early retirement allowance, pension |
| <input type="checkbox"/> 2 Higher education grant, professional training award | <input type="checkbox"/> 6 Income support  |
| <input type="checkbox"/> 3 Unemployment benefit                                | <input type="checkbox"/> 7 Other _____   |
| <input type="checkbox"/> 4 Daily sickness allowance, child benefit             | <input type="checkbox"/> 0 Don't know  |

**9. Does the homeless person have children aged under 18?**  1 Yes  2 No   
**If yes, has s/he kept them?**  1 Yes  2 No

Don't know   
 Don't know

**10. Of the following measures, which has the homeless person received during the last year?**

*Tick all that apply*

- |   |   |
|---|---|
| <input type="checkbox"/> 1 Centre for special group/category                    | <input type="checkbox"/> 11 Detoxification – monitoring                       |
| <input type="checkbox"/> 2 Short-term centre/emergency flat/emergency hostel    | <input type="checkbox"/> 12 Medical care in an open environment               |
| <input type="checkbox"/> 3 Trial/research pilot/experimental flat               | <input type="checkbox"/> 13 Medical care in a closed environment              |
| <input type="checkbox"/> 4 Psychiatric care in an open environment              | <input type="checkbox"/> 14 Mandatory supervision                             |
| <input type="checkbox"/> 5 Psychiatric care in a closed environment – voluntary | <input type="checkbox"/> 15 Own home with support                             |
| <input type="checkbox"/> 6 Sectioning   | <input type="checkbox"/> 16 Contact with a member of staff at social services |
| <input type="checkbox"/> 7 Psychiatric monitoring                               | <input type="checkbox"/> 17 Contact worker                                    |
| <input type="checkbox"/> 8 Detoxification – in an open environment              | <input type="checkbox"/> 18 Support from a charity                            |
| <input type="checkbox"/> 9 Detoxification – voluntary in an institution         | <input type="checkbox"/> 19 Other   |
| <input type="checkbox"/> 10 Detoxification – sectioning                         | <input type="checkbox"/> 0 Don't know   |

**11. What problem makes the homeless person need treatment or care?**

*Tick all that apply*

- |   |  |
|---|--|
| <input type="checkbox"/> 1 Physical problems      | <input type="checkbox"/> 4 None of these |
| <input type="checkbox"/> 2 Mental health problems | <input type="checkbox"/> 0 Don't know    |
| <input type="checkbox"/> 3 Drug problems          |  |

**12. Main drug during the last month**

*Tick all that apply*

- |                                      |   |
|--------------------------------------|---|
| <input type="checkbox"/> 1 No drug   | <input type="checkbox"/> 5 Narcotics – heroin |
| <input type="checkbox"/> 2 Alcohol   | <input type="checkbox"/> 6 Narcotic – various |
| <input type="checkbox"/> 3 Solvents  | <input type="checkbox"/> 7 Other              |
| <input type="checkbox"/> 4 Medicines | <input type="checkbox"/> 0 Don't know         |

**13. What do you feel is the main reason why this person is homeless?**

---



---



---

***Thank you for your participation!***

## **ANNEX 7: Summary sheets describing the data collection systems**

SHEET	Country	Organisation Type	Organisation
SHEET 1	Austria	Charity (NGO)	Bundesarbeitsgemeinschaft Wohnungslosenhilfe
SHEET 2	Belgium	Research organisation	Université Libre de Bruxelles, Institut de Sociologie
SHEET 3	Belgium	Research organisation	Université Catholique de Louvain
SHEET 4	Belgium	Charity (NGO)	Steunpunt Algemeen Welzijnswerk vrz
SHEET 5	Belgium	Charity (NGO)	Steunpunt Algemeen Welzijnswerk vrz
SHEET 6	Czech Republic	Research organisation	Vyzkumny ustav prace a socialnich veci
SHEET 7	Denmark	Public administration	Den Sociale Ankestyrelse
SHEET 8	Finland	Public administration	Valtion asuntorahasto (ARA)
SHEET 9	France	National statistics institute	Institut National de la Statistique et des Etudes Economiques (INSEE)
SHEET 10	France	National statistics institute	Institut National de la Statistique et des Etudes Economiques (INSEE)
SHEET 11	France	National statistics institute	Institut National de la Statistique et des Etudes Economiques (INSEE)
SHEET 12	France	Research organisation	Institut National d'Etudes Demographiques (INED)
SHEET 13	France	Public administration	Ministère de la Santé et des Affaires Sociales
SHEET 14	France	Public administration/Charity (NGO)	DRASS / FNARS
SHEET 15	France	Charity (NGO)	SAMU social de Paris
SHEET 16	France	Charity (NGO)/Research organisation	FNARS / Observatoire sociologique deu changement (OSC)
SHEET 17	Germany	Regional statistics institute	Landesamt für Datenverarbeitung und Statistik, Nordrhein Westfalen
SHEET 18	Germany	Research organisation	Gesellschaft für Innovative Sozialforschung und Sozialplanung (GISS)
SHEET 19	Germany	Research organisation	Gesellschaft für Innovative Sozialforschung und Sozialplanung (GISS)
SHEET 20	Germany	Research organisation	Gesellschaft für Innovative Sozialforschung und Sozialplanung (GISS)
SHEET 21	Germany	Charity (NGO)	Bundesarbeitsgemeinschaft Wohnungslosenhilfe (BAG-W)
SHEET 22	Germany	Research organisation/Charity (NGO)	Goethe-Universität Fachbereich Wirtschaftswissenschaften / Caritas
SHEET 23	Germany	Research organisation	Gruppe für sozialwissenschaftliche Forschung
SHEET 24	Germany	Research organisation	Büro für Sozialpolitische Beratung
SHEET 25	Germany	Research organisation	Gruppe für sozialwissenschaftliche Forschung
SHEET 26	Hungary	Research organisation	Magyar Tudomány Akademia
SHEET 27	Hungary	Charity (NGO)	Menhely Alapítvány
SHEET 28	Ireland	Charity (NGO)	Focus Ireland
SHEET 29	Ireland	Public administration	Department of the Environment, Local Government, Homeless Agency
SHEET 30	Italy	Charity (NGO)	SAM-Caritas Ambrosiana
SHEET 31	Italy	Research organisation	Centro studi e formazione sociale Fondation 'E Zancan'
SHEET 32	Luxembourg	Research organisation	CEPS/INSTEAD
SHEET 33	Netherlands	Research organisation	Trimbos Instituut
SHEET 34	Netherlands	Charity (NGO)	Federatie Opvang
SHEET 35	Poland	Charities (NGO) and public administrations	Pomorskie Forum na rzecz Wychodzenia z Bezdomnosci
SHEET 36	Spain	National statistics institute	Instituto Nacional de Estadística
SHEET 37	Spain	Research organisation/Charity (NGO)	Universidad Pontificia Comillas Madrid / Caritas
SHEET 38	Spain	Research organisation	Universidad Complutense, Facultad de Psicología
SHEET 39	Sweden	Public administration	Socialstyrelsen
SHEET 40	United Kingdom	National statistics institute	Office of Population Censuses and Surveys, Social Survey Division
SHEET 41	United Kingdom	Regional statistics institute	Statistical Service of the Scottish Executive
SHEET 42	United Kingdom	Research organisation	University of Plymouth, Department of Sociology
SHEET 43	United Kingdom	Public administration	Rough Sleepers Unit, Office of the Deputy Prime Minister
SHEET 44	United Kingdom	Research organisation/Public administration	Joint Centre for Scottish Housing Research (JCSHR)
SHEET 45	United Kingdom	Research organisation/Public administration	Joint Centre for Scottish Housing Research (JCSHR)
SHEET 46	United Kingdom	Public administration	Office of the Deputy Prime Minister
SHEET 47	United Kingdom	Public administration	Scottish Executive
SHEET 48	United Kingdom	Research organisation / Public administration	George Street Research
SHEET 49	14 EU countries	Survey institute	INRA



<b>SHEET 1</b>	<b>Charity (NGO)</b>	<b>Austria</b>
<p><b>GRUNDLAGENERHEBUNG ZUR WOHNUNGLOSENSITUATION IN ÖSTERREICH, WIEN 1999</b> (<b>BASIC DATA ON THE HOMELESSNESS SITUATION IN AUSTRIA, VIENNA 1999</b>)</p>		

### ❖ Presentation of the operation

<b>Type of operation</b>	: Collection of individual data from institutions in contact with some homeless people
<b>Data producing organisation</b>	: Bundesarbeitsgemeinschaft Wohnungslosenhilfe
<b>Partners in the operation</b>	: Helix (research establishment), Kliwest (IT company), Federal Ministry of Social Affairs, City of Vienna
<b>Objectives</b>	: To describe users of services for the homeless in the city of Vienna
<b>Geographical field</b>	: Vienna (population 1 550 123)
<b>Year of first operation</b>	: .
<b>Frequency of operation</b>	: Annual
<b>Geographical level of distribution</b>	: Municipality of Vienna

### ❖ Technical characteristics

<b>Population described</b>	: Clients of services for the homeless (hostels, family centres, residences for specific groups, drop-in centres, guidance services, etc.)
<b>Data collection period</b>	: .
<b>Collection level</b>	: Individuals
<b>Data collection</b>	: Throughout the year, the homeless support services in the city of Vienna record information on computer about users (clients) that have contact with them
<b>Number of units interviewed</b>	: .
<b>Duration of interviewing</b>	: 15 minutes
<b>Response rate</b>	: 99%
<b>Management of double counts</b>	: Yes, by ex-post removal of double counts using an identifier made up of initials and year of birth
<b>Data collection problems, data quality</b>	: As data are obtained through the support services, it is almost impossible to produce a figure for the 'hidden homeless'. No information can be gathered about situations of overcrowding or insecure accommodation. The migrant homeless are also excluded from the data

## ❖ Information available

**Size of population described** : (One year)

**Type of data** : Individual data

**Units of analysis** : .

**Number of variables** : 26

**Subjects covered in detail** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the streets, with parents), sources of income, use of support services, principal needs, ethnic origin  
**(3 variables or more)**

**Subjects covered partially** : Search for accommodation, physical health, mental health, social relationships, victimisation, living conditions of children, children and education, drug-addiction and alcoholism, imprisonment, conditions of residence, ethnic origin  
**(1 or 2 variables)**

**Common uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, representatives of charities, researchers

**Occasional uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, members of political parties, newspaper journalists, others

## ❖ Data producing organisation

**Contact** : Heinz Schoibl

**Address** : HELIX  
Mirabellplatz 9/3  
A- 5020 SALZBURG  
Austria

**E-mail address** : [Heinz.schoibl@helixaustria.com](mailto:Heinz.schoibl@helixaustria.com)

**Most recent results published** : Gerhard Eitel und Heinz Schoibl, Grundlagenerhebung zur Wohnunglosensituation in Österreich, Wien 1999.

**For more information** : Other reports

<b>SHEET 2</b>	<b>Research organisation</b>	<b>Belgium</b>
<b>LA PROBLEMATIQUE DES PERSONNES SANS-ABRI EN REGION DE BRUXELLES-CAPITALE</b> <b>(HOMELESSNESS IN THE BRUSSELS-CAPITAL REGION)</b>		

### ❖ Presentation of the operation

**Type of operation** : **Collection of aggregate data from homeless support services**

**Data producing organisation** : Université Libre de Bruxelles, Institut de sociologie

**Partners in the operation** : Pierre d'Angle (charity), le Centre de Documentation et de Coordination sociale, le Centre de Diffusion de la Culture Sanitaire, le collège réuni de la Commission Communautaire Commune (COCOM)

**Objectives** : This study was intended to guide policy towards the homeless. The first stage in the research was to draw up a survey of the homeless support sector using a grid of data. The second involved conducting individual and joint interviews with users and those working in the field. Only the quantitative part of the study is described here

**Geographical field** : Region (population 978 384)

**Year of first operation** : 2000

**Frequency of operation** : One-off

**Geographical level of distribution** : Municipality

### ❖ Technical characteristics

**Population described** : People staying in publicly-run hostels or hostels run privately (by charities sector)

**Data collection period** : Winter 2000

**Collection level** : Establishments (and experts)

**Data collection** : An individual grid of data, the construction of which was discussed and the final version approved by the consultative committee. Institutions were grouped on the basis of their grant body (principal funding organisation): the Commission Communautaire Commune (COCOM), the Commission Communautaire Française (COCOF), Vlaamse Gemeenschap (VG), and Vlaamse Gemeenschapscommissie (VGC), the Brussels Capital Region and the Federal Government

**Number of units interviewed** : 42 facilities

**Duration of interviewing** : .

**Response rate** : 95%

**Management of double counts** : Not applicable

**Data collection problems, data quality** : A comparative analysis of some of the data proved difficult. Possibly because of a lack of clarity in the way they were formulated, some categories were interpreted in different ways and the grids were not filled in uniformly. Under some financial headings, the answers given were not always in figures. The large number of supervisory authorities applying different standards of funding approval for institutions fulfilling the same tasks increased the incomparability of the data. It is very difficult to make a quantitative evaluation of the availability of supported accommodation. This term covers various different configurations, from support for those living in housing belonging to the institution, to support for those living in private housing, with services often providing various tailored types of accommodation

## ❖ Information available

**Size of population described** : Capacity 1 138

**Type of data** : Aggregate data

**Units of analysis** : Individuals

**Number of variables** : 28

**Subjects covered in detail** : Type of assistance (meals, accommodation, etc.), type of users with characteristics (age, sex, etc.); characteristics of staff providing support, etc.  
(3 variables or more)

**Subjects covered partially** : Duration of stays; assessment of the quality of the support and any areas for improvement, proposals for political action; funding of centres  
(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Andrea Rea

**Address** : Université Libre de Bruxelles, Institut de sociologie, Groupe d'étude sur l'Ethnicité, le Racisme, les Migrations et l'Exclusion  
Campus du Solbosch, Bât S, niveau 14, CP124, avenue F.D. Roosevelt 50

1050 BRUXELLES  
Belgium

**E-mail address** : Area@ulb.ac.be

**Most recent results published** : Rea Andrea, Giannoni David, Mondelaers Nicole, Schmitz Patricia, 2001, La problématique des personnes sans-abri en Région de Bruxelles-Capitale, Rapport Final

**For more information** : .

<b>SHEET 3</b>	<b>Research organisation</b>	<b>Belgium</b>
<b>INSERTION SOCIALE DES SANS-ABRI: ATTITUDES, PREJUDICES ET ACTIONS COLLECTIVES</b> <b>(SOCIAL INCLUSION OF THE HOMELESS: ATTITUDES, PREJUDICES AND COLLECTIVE ACTION)</b>		

### ❖ Presentation of the operation

- Type of operation** : Survey of users of support services
- Data producing organisation** : Université catholique de Louvain (Faculté de Psychologie et des sciences de l'Education et Unité de psychologie clinique)
- Partners in the operation** : Associations: "Comme chez Nous" and "Solidarités Nouvelles", les Services fédéraux des affaires Scientifiques, Techniques et Culturelles (S.S.T.C.)
- Geographical field** : Brussels, Charleroi and Liège
- Year of first operation** : 2002
- Frequency of operation** : One-off
- Geographical level of distribution** : .

### ❖ Technical characteristics

- Population described** : Homeless people using centres specifically for the homeless
- Data collection period** : 2002
- Collection level** : Individuals
- Data collection** : Structured and semi-structured interviews carried out in centres specifically for the homeless
- Number of units interviewed** : .
- Duration of interviewing** : .
- Response rate** : 99%
- Management of double counts** : Yes
- Data collection problems, data quality** : Although at the start the plan was to re-interview homeless subjects, this was not always possible because they move around so often
- We carried out a good in-depth analysis of the life histories of some homeless people

**❖ Information available****Size of population described** : .**Type of data** : Individual data**Units of analysis** : Individuals**Number of variables** : .**Subjects covered in detail** : .**(3 variables or more)****Subjects covered partially** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the streets, with parents), sources of income, use of support services, victimisation, living conditions of children, children and education, drug-addiction and alcoholism, diet, childhood and family history, imprisonment, experiences in the army, principal needs, conditions of residence, ethnic origin**(1 or 2 variables)****Common uses** : .**Occasional uses** : .**❖ Data producing organisation****Contact** : Benoît Galand, Hilde Nachtergaeel, Pierre Philippot**Address** : Université catholique de Louvain  
Place du Cardinal Mercier, 10  
1348 Louvain-la-Neuve  
Belgium**E-mail address** : Benoit.Galand@psp.ucl.ac.be**Most recent results published** : .**For more information** : .

<b>SHEET 4</b>	<b>Charity (NGO)</b>	<b>Belgium</b>
<b>CLIENTRĒGISTRATIE ALGEMEEN WELZIJNSWERK</b> <b>(USER REGISTRATIONS WITH SOCIAL SERVICES)</b>		

### ❖ Presentation of the operation

**Type of operation** : **Collection of individual data from institutions in contact with some homeless people**

**Data producing organisation** : Steunpunt Algemeen Welzijnswerk vrz

**Partners in the operation** : The Flemish Government

**Objectives** : To create a national information system for running accommodation facilities. The information produced is used at three levels: one set of data is collected as a requirement of the Flemish Government, another set of data is collected for Steunpunt Algemeen Welzijnswerk for the preparation of its annual report, and lastly a set of data is collected that is specific to centres and their divisions, covering a wide range of services including residential care for the homeless and resettlement programmes. Most data are collected as part of the last category, within each service

**Geographical field** : Flanders (Flemish Community) (population 5 900 000)

**Year of first operation** : 2002

**Frequency of operation** : Annual

**Geographical level of distribution** : Community concerned

### ❖ Technical characteristics

**Population described** : The 100 000 clients of social protection centres (CAW) in Flanders and Dutch-speaking organisations in the Brussels Metropolitan Area, including accommodation centres but also social services for the homeless

**Data collection period** : Continuous

**Collection level** : Individuals

**Data collection** : Data are collected by social workers. At each centre, there is therefore one member of staff responsible for data collection. Centrally, two people handle the data processing. At the start of the year, they collate the information returned by the services and enter it into a single database

**Number of units interviewed** : 100 000 people, 400 services

**Duration of interviewing** : .

**Response rate** : .

**Management of double counts** : Partial: double counts are removed within each service

**Data collection problems, data quality** : This system involves a heavy workload for social workers, which may reduce their motivation

The system is new and still has to prove its worth. We think that in terms of comparability, accuracy and relevance, it will fulfil our expectations

## ❖ Information available

**Size of population described** : 2 500 (on one specific day and in one specific year)

**Type of data** : Individual data

**Units of analysis** : Adults, children

**Number of variables** : 20

**Subjects covered in detail  
(3 variables or more)** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the streets, with parents), sources of income, use of support services, search for housing, physical health, mental health, victimisation, principal needs

**Subjects covered partially  
(1 or 2 variables)** : Social relationships, living conditions of children, children and education, childhood and family history, conditions of residence, ethnic origin

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Gerard Van Menxel

**Address** : Steunpunt Algemeen Welzijnswerk vzw  
Diksmuidelaan 50  
B2600 BERCHEM  
Belgium

**E-mail address** : Gerard.vanmenxel@steunpunt.be

**Most recent results published** : .

**For more information** : .



<b>SHEET 5</b>	<b>Charity (NGO)</b>	<b>Belgium</b>
<b>STEUNPUNT ALGEMEEN WELZIJNSWERK VRZ SURVEY (SOCIAL SERVICES CENTRES SURVEY)</b>		

### ❖ Presentation of the operation

- Type of operation** : Survey of users of support services
- Data producing organisation** : Steunpunt Algemeen Welzijnswerk vrz
- Partners in the operation** : .
- Objectives** : To describe the residents of accommodation centres (Centres for General Welfare)
- Geographical field** : Flanders (Flemish Community) (population 5 900 000)
- Year of first operation** : 2002
- Frequency of operation** : Annual
- Geographical level of distribution** : Community concerned

### ❖ Technical characteristics

- Population described** : Residents of Centres for General Welfare
- Data collection period** : 20 April 2002
- Collection level** : Individuals
- Data collection** : Questionnaire survey of a sample of homeless residents of hostels (identification, sociological characteristics, biography, use of institutions, level of education, family situation, access to healthcare, problems experienced) complemented by a questionnaire survey of hostel staff regarding their definition of homelessness and their opinions about it (causes, solutions, prevention, etc.)
- Sampling scheme: stratified sample of residents of accommodation centres for the homeless in Flanders on a particular day
- Number of units interviewed** : 247 people
- Duration of interviewing** : 15 minutes
- Response rate** : 97%
- Management of double counts** : Not applicable (count on a particular night to be verified)
- Data collection problems, data quality** : This system involves a heavy workload for social workers, which may reduce their motivation
- This is the first time a survey of this kind has been carried out in Flanders

**❖ Information available**

**Size of population described** : 2 500 (on a specific day: 20 April 2002)

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : 120

**Subjects covered in detail** : .

**(3 variables or more)**

**Subjects covered partially** : .

**(1 or 2 variables)**

**Common uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, researchers

**Occasional uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible for housing nationally, members of political parties, television journalists, newspaper journalists

**❖ Data producing organisation**

**Contact** : Gerard Van Menxel

**Address** : Steunpunt Algemeen Welzijnswerk vrz  
Diksmuidelaan 50  
B2600 BERCHEM  
Belgium

**E-mail address** : Gerard.vanmenxel@steunpunt.be

**Most recent results published** : .

**For more information** : See the new results

<b>SHEET 6</b>	<b>Research organisation</b>	<b>Czech Republic</b>
<b>BEZDOMOVCI_2001</b> <b>(HOMELESSNESS 2001)</b>		

### ❖ Presentation of the operation

- Type of operation** : Survey of users of support services
- Data producing organisation** : Výzkumný ústav práce a sociálních věcí (Research institute on employment and social affairs)
- Partners in the operation** : Prague University of Economics, none
- Objectives** : To conduct research into living conditions, sources of income and living costs for the poorest sectors of the population as part of the project (revision of the minimum for extreme poverty and establishment of a minimum subsistence threshold)
- Geographical field** : Prague, Zlin (population 1 810 472)
- Year of first operation** : 2001
- Frequency of operation** : One-off
- Geographical level of distribution** : n/a

### ❖ Technical characteristics

- Population described** : People sleeping on the streets or using hostels run by charities
- Data collection period** : November 2001
- Collection level** : Individuals
- Data collection** : Respondents were selected at random and interviewed face-to-face by interviewers using a questionnaire. Two drop-in centres and four other locations were selected for interviewing people sleeping on the streets (three railway stations and an underground station). The number of questionnaires at each location was proportional to the number of homeless visiting the location
- Number of units interviewed** : 69 people
- Duration of interviewing** : 90 minutes
- Response rate** : Unknown
- Management of double counts** : No
- Data collection problems, data quality** : This operation is the first one to have been carried out in the Czech Republic: the very small sample size limits the scope for analysis

## ❖ Information available

**Size of population described** : 30 000 people (in a particular month: November 2001)

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : 27

**Subjects covered in detail** : Sources of income, principal needs (\*\*), all types of expense (\*\*\*)  
(3 variables or more)

**Subjects covered partially** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the streets, with parents), use of support services, drug-addiction and alcoholism, diet, childhood and family history, imprisonment, conditions of residence, ethnic origin  
(1 or 2 variables)

**Common uses** : Researchers

**Occasional uses** : Newspaper journalists

## ❖ Data producing organisation

**Contact** : Magdalena Kotýnková and Zdenek Janata

**Address** : Výzkumný ústav práce a sociálních věcí (VUPSV)  
Palackého náměstí 4  
12801 PRAHA 2  
Czech Republic

**E-mail address** : [Magdalena.kotynkova@vupsv.cz](mailto:Magdalena.kotynkova@vupsv.cz)

**Most recent results published** : Janata, J., Kotýnková, M., 2002, "Životní podmínky bezdomovců Zpráva ze sondážního šetření", Výzkumný ústav práce a sociálních věcí, Praha, Obdalová, M., The Homelessness in the Czech Republic-the Price of Freedom

**For more information** : <http://www.vupsv.cz/e-zaklad2.htm>

<b>SHEET 7</b>	<b>Public administration</b>	<b>Denmark</b>
<p><b>ANKESTYRELSENS REGISTER OVER BRUGERE AF BOFORMER EFTER SERVICELOVENS § 94</b></p> <p><b>(DEPARTMENTAL REGISTER OF USERS OF FACILITIES PROVIDED UNDER § 94)</b></p>		

### ❖ Presentation of the operation

**Type of operation** : **Collection of individual data from institutions in contact with some homeless people**

**Data producing organisation** : Den Sociale Ankestyrelse (Social Services Department)

**Partners in the operation** : Municipalities

**Objectives** : Since 1 January 1999, all arrivals and departures of users of accommodation facilities provided for under Article 94 have been recorded for statistical purposes. This statistical record aims to provide a clearer picture of the type of people using temporary accommodation, hostels, etc. (the accommodation facilities defined in Article 94), and to produce more accurate statistics regarding the occupancy and use of these facilities' resources

These statistics were produced following an agreement between the Ministry of Social Affairs, the County Council associations, the district councils of Copenhagen and Frederiksberg, and associations belonging to the Federation of Accommodation Facilities in accordance with Article 94 of the Social Services Act (SBS Art. 94)

**Geographical field** : Whole country (population 5 368 000)

**Year of first operation** : 1999

**Frequency of operation** : Annual

**Geographical level of distribution** : Amts and boforms

### ❖ Technical characteristics

**Population described** :

- 1) users receiving 24-hour accommodation in a proper accommodation unit (24-hour clients) including users of beds in sobering up sections;
- 2) users staying in transit accommodation, provided that it is run subject to Article 94 and provides 24-hour accommodation. The statistics also relate to users of separate transit accommodation as laid down in Article 94, set up directly by a county council, without links to a particular accommodation facility or institution;
- 3) users spending the night, for example, in emergency reception facilities within an accommodation centre (overnight clients), but who do not receive any other offer of social housing;
- 4) users receiving an offer of daytime accommodation with 24-hour accommodation, but who do not themselves live in the institution or attached transit accommodation.

<b>Data collection period</b>	: Continuous
<b>Collection level</b>	: Municipalities
<b>Data collection</b>	: Throughout the year, the institutions (hostels and accommodation centres) defined by Article 94 of the Social Services Act send the local authorities data relating to the number of people staying in their hostels, using data entry software. A report must be drawn up for statistical purposes: 1) when users arrive for 24-hour, daytime or overnight accommodation; 2) when the accommodation status of a user changes (if they switch between overnight, daytime or 24-hour accommodation); 3) on departure from the accommodation facility. The county councils and the district councils of Copenhagen and Frederiksberg will send a full statement of arrivals and departures of users at accommodation facilities under Article 94, to the Social Services Department every quarter. This information is collated and addressed to the Social Services Department responsible for producing, analysing and publishing annual statistics (removal of multiple stays, aggregation).
<b>Number of units interviewed</b>	: 68 accommodation facilities
<b>Duration of interviewing</b>	: .
<b>Response rate</b>	: 100% of establishments
<b>Management of double counts</b>	: Yes, by ex-post removal of double counts using the national identity number
<b>Data collection problems, data quality</b>	: Because registration by institutions is quite new, there are still some uncertainties. The 'unknown' category is too large. It would also be better if the former address of residents featured among the information requested, along with additional information such as type of abuse or state of health. Yet conversely, it is important to be able to collect the information quickly without too much intrusion on those being interviewed, to limit the risk of non-participation of both users and centre staff. Overall, the data are relevant, accurate, comparable and complete

## ❖ Information available

<b>Size of population described</b>	: 8 341 adults (throughout 2001) and 2 700 on an average night
<b>Type of data</b>	: Data on stays
<b>Units of analysis</b>	: Adults
<b>Number of variables</b>	: 24
<b>Subjects covered in detail (3 variables or more)</b>	: Demographic characteristics, current living conditions in accommodation facilities, search for housing
<b>Subjects covered partially (1 or 2 variables)</b>	: Employment, past living conditions in accommodation facilities (length of stay in hostels, on the streets, with parents), source of income, ethnic origin
<b>Common uses</b>	: Those responsible nationally for social crisis, extreme poverty, and accommodating the homeless, those responsible nationally for housing, those responsible nationally for health
<b>Occasional uses</b>	: Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible locally for housing, those responsible locally for health, representatives of charities, representatives of political parties, newspaper and television journalists, researchers, others

**❖ Data producing organisation**

**Contact** : Finn Hesse

**Address** : Den Sociale Ankestyrelse  
Amaliegade 25, Postboks 3042  
1021 København K  
Denmark

**E-mail address** : DSA@DSA.DK

**Most recent results published** : Den Sociale Ankestyrelse Analysekontoret, j.nr. 659-01, 2002, Sociale Danmarkskort 2002

**For more information** : <http://www.dsa.dk/analyse/SD2002/Sociale%20Danmarkskort2002.pdf>

<b>SHEET 8</b>	<b>Public administration</b>	<b>Finland</b>
<b>KUNTIEN ASUNTOMARKKINASELVITYKSET 1987-2002</b> <b>(MUNICIPAL HOUSING MARKET SURVEY 1987-2002)</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of aggregate data from municipalities

**Data producing organisation** : Valtion asuntorahasto (ARA), (Finnish Housing Fund)

**Partners in the operation** : Municipalities (housing and social services sector)

**Objectives** : To estimate the size of the homeless population in each municipality. This operation is a subunit of a broader survey of the housing market, which aims to gather information on housing conditions in each municipality, and more specifically on the disparities between social housing supply and demand. These data are used to plan the size of State grants to municipalities or local areas with a housing deficit

**Geographical field** : Whole country (population 5 195 000)

**Year of first operation** : 1986

**Frequency of operation** : Annual

**Geographical level of distribution** : Municipalities

### ❖ Technical characteristics

**Population described** : Homeless individuals and families

**Data collection period** : 15 November

**Collection level** : Municipalities

**Data collection** : Once a year, the housing managers for each municipality fill in a questionnaire concerning social housing supply and demand on a particular date and during the past year: part of the questionnaire concerns the homeless population. Questionnaires are sent to the National Housing Fund for checking and data entry

**Number of units interviewed** : 432 municipalities (except for the autonomous county of the Åland Islands, population 26 000)

**Duration of interviewing** : .

**Response rate** : 95% of municipalities (100% of urban municipalities)

**Management of double counts** : Yes, municipalities are supposed to estimate the overlap of sources and remove double counts



**Data collection problems, data quality** : Data accuracy is not very good and varies depending on the homeless category. Where municipalities are paying the rent of homeless people in private hostels or at accommodation centres, the data from their administrative files are absolutely correct. Data for people on waiting lists for social housing (single people and families) are also correct, but the possibility of double counts between the two registers cannot be excluded. In the big cities in particular, this double count has been estimated. Lastly, if data are not available for some homeless categories, the municipalities are authorised to provide estimates. If they were not allowed to do this, they could fail to respond altogether because of the difficulty of the task.

The data have been collected using the same protocol for 15 years, so they are of great interest because they are able to show how the situation has changed over the years. They are also very comprehensive because they cover the whole population in great detail, involving all the municipalities. The information has also been used for planning housing policy and services for the homeless at both municipal and national levels. In part it comes from estimates. On the other hand, the data cannot be used to describe the profile of the homeless in detail.

## ❖ Information available

**Size of population described** : 9 600 single people and 770 households of several people (on a specific day: 15 November 2002)

**Type of data** : Aggregate data by municipality

**Units of analysis** : Households

**Number of variables** : 10

**Subjects covered in detail** : Current living conditions in accommodation facilities  
(3 variables or more)

**Subjects covered partially** : Demographic characteristics, use of support services, search for housing, imprisonment, conditions of residence  
(1 or 2 variables)

**Common uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, those responsible nationally for social crisis, extreme poverty and accommodating the homeless, those responsible for housing locally or regionally

Those responsible for housing nationally, newspaper journalists, television journalists, researchers

**Occasional uses** : Health sector managers at local and regional level, representatives of charities, representatives of political parties

## ❖ Data producing organisation

**Contact** : Virpi Tiitinen

**Address** : National Housing Fund  
P.O. BOX 100  
FIN- 00521 HELSINKI  
Finland

**E-mail address** : [virpi.tiitinen@ara.fi](mailto:virpi.tiitinen@ara.fi)

**Most recent results published** : .

**For more information** : [http://www.ara.fi/pdf/Asunnottomat2001Selv\\_Bookm.pdf](http://www.ara.fi/pdf/Asunnottomat2001Selv_Bookm.pdf)

<b>SHEET 9</b>	<b>National statistics institute</b>	<b>France</b>
<b>ENQUETE SANTE 2002-2003</b> <b>(HEALTH SURVEY 2002-2003)</b>		

### ❖ Presentation of the operation

**Type of operation** : 'Household' survey including retrospective questions on homelessness

**Data producing organisation** : Institut national de la statistique et des études économiques (INSEE)

**Partners in the operation** : .

**Objectives** : To estimate the annual medical consumption of the population (healthcare, prevention) and link this with declared morbidity, and the incidence and prevalence of disease. It was used to trial questions on episodes of homelessness (occurrence, cumulative duration, year and month of last occurrence)

**Geographical field** : Mainland France (population .)

**Year of first operation** : Module on episodes of homelessness, 2002-2003 (Health Survey 1960)

**Frequency of operation** : Every 10 years

**Geographical level of distribution** : .

### ❖ Technical characteristics

**Population described** : People aged 18 and over who have used an accommodation centre at least once since they were 18 (including mother and child centres) because they no longer have a home of their own (1) people aged 18 or over who have had to sleep on the streets, in a vehicle, a stairwell or a makeshift shelter because they no longer have a home of their own

**Data collection period** : 30 September 2002 to 30 September 2003

**Collection level** : The household, adult individuals, reference person or his spouse, depending on the module. The 'episodes of homelessness' module is used for all adult members of the household

**Data collection** : The survey took place in five waves of 60 days, with three visits from interviewers

Sampling scheme: the initial sample (including additional regional samples) consists of 25 000 dwellings drawn from INSEE's master sample (the sample resulting from the last census, including housing built since) and the new regional sample

**Number of units interviewed** : 107 aged 18 or over have already been homeless (on the streets or in a centre) out of 6 321 interviewed (results of the first wave only)

- Duration of interviewing** : .
- Response rate** : .
- Management of double counts** : Yes, retrospective questioning of individuals
- Data collection problems, data quality** : Memory problems are probably significant. There is no certainty that elderly respondents could put a date on the start and end of episodes of homelessness that occurred during their youth. The survey field excludes individuals living in institutions.

## ❖ Information available

- Size of population described** : 1.7% of adults have had to sleep either on the streets or in a hostel at least once since they were 18 because they no longer had a home of their own (between 30 September 2002 and 30 September 2003 (since the age of 18))
- Type of data** : Individual data
- Units of analysis** : Adults
- Number of variables** : Eight on episodes of homelessness
- Subjects covered in detail (3 variables or more)** : Demographic characteristics, qualification and training, employment, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, physical health, mental health, victimisation, drug-addiction and alcoholism, childhood and family history
- Subjects covered partially (1 or 2 variables)** : .
- Common uses** : .
- Occasional uses** : .

## ❖ Data producing organisation

- Contact** : Jean-Louis Lanoë
- Address** : INSEE, Direction générale  
18 Boulevard Adolphe Pinard  
75 675 PARIS Cedex 14  
France
- E-mail address** : Jean-louis.lanoë@insee.fr
- Most recent results published** : .
- For more information** : .

<b>SHEET 10</b>	<b>National statistics institute</b>	<b>France</b>
<b>ENQUETE AUPRES DES USAGERS DES SERVICES D'HEBERGEMENT ET DES DISTRIBUTIONS DE REPAS CHAUDS</b> <b>(SURVEY OF USERS OF ACCOMMODATION AND HOT MEAL DISTRIBUTION SERVICES)</b>		

### ❖ Presentation of the operation

**Type of operation** : Survey of users of support services

**Data producing organisation** : Institut national de la statistique et des études économiques (INSEE)

**Partners in the operation** : Observatoire national de la pauvreté et de l'exclusion et du Conseil de l'emploi, des revenus et de la cohésion sociale, ministère des affaires sociales, Conseil de l'emploi, des revenus et de la cohésion sociale, ministère du Logement, Institut National d'Etudes Démographiques, Caisse nationale d'allocations familiales, and representatives of around fifty charities and public bodies were consulted during preparation of the survey

**Objectives** : To find out more about the characteristics of homeless people and their living conditions, to describe their problems with access to housing

**Geographical field** : Mainland France, towns with a population of more than 20 000 in mainland France (population 58 518 395)

**Year of first operation** : 2001

**Frequency of operation** : One-off (may be repeated)

**Geographical level of distribution** : Paris metropolitan area and rest of France (towns with a population of more than 20 000 surveyed and extrapolation to the whole country using census data and a list of services for the homeless in towns with between 5 000 and 20 000 inhabitants)

### ❖ Technical characteristics

**Population described** : People aged 18 or over using accommodation services and hot meal distribution services, and children accompanying them

**Data collection period** : 15 January to 12 February 2001

**Collection level** : Individuals

**Data collection** : Questionnaire survey by 300 professional interviewers of a sample of over 4 000 users of accommodation services and hot meal distribution services, during weekdays

Sampling scheme: the sample was produced following three levels of selection:  
1 – First level of selection: 80 towns with a population of more than 20 000 selected proportionately to a criterion of size (total population and hostel capacity for people in difficulty) followed by a complete census of accommodation and hot meal distribution services in these towns, which led to the constitution of a base of nearly 1 500 services

2 – Second level of selection: selection of 1 200 visits (service, survey day) proportionately to the average daily use as stated during the telephone survey of services, deflated by the probability of drawing the town

3 – Third level of selection: selection of users of services (January-February 2001)

either by random selection from the list of users or, in the absence of a list, according to the order in which users passed a particular point: the entrance, the exit, or the meal distribution counter

**Number of units interviewed** : 4 084 people, 963 services

**Duration of interviewing** : One hour

**Response rate** : 99% of services, 67% of users (or more accurately, of service provisions)

**Management of double counts** : Yes, with this survey method, the more a person uses support services, the more likely he is to be interviewed. The 'weight distribution' method corrects this bias using a weighting system in which one additional item of information is included in the questionnaire: the number of times the person has used a hostel or soup kitchen during a reference period

**Data collection problems, data quality** : The acceptance rate of the survey was low at hot meal distribution services, and as low as 32% in distributions on foot during the evening. The disparities between average daily use as declared during the telephone survey in March 2000 and the number of services actually provided on the day of the survey were quite significant, which increased the distribution of weightings

The survey could not reach homeless people who lived on the streets for several days during January 2001, without ever using a hostel or hot meal distribution service. Users who did not speak French, who represented 14% of total users, could not be interviewed. The variances between the elementary weightings of service provisions turned out to be greater than expected

## ❖ Information available

**Size of population described** : 86 800 (70 800 adults, 16 000 children) (an average week between 15 January and 12 February)

**Type of data** : Individual data

**Units of analysis** : Adults, children

**Number of variables** : 920

**Subjects covered in detail**  
(3 variables or more) : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the streets, with parents), sources of income, use of support services, search for housing, physical health, mental health, social relationships, childhood and family history

**Subjects covered partially**  
(1 or 2 variables) : Mental health, living conditions of children, alcoholism, diet, imprisonment, conditions of residence

**Common uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, newspaper journalists, television journalists, researchers

**Occasional uses** : Representatives of political parties, representatives of charities, those responsible for housing nationally, health sector managers at national level

## ❖ Data producing organisation

**Contact** : Cécile Brousse

**Address** : INSEE, Direction générale, timbre F340  
18 Boulevard Adolphe Pinard  
75 675 PARIS Cedex 14  
France

**E-mail address** : Gael.de-peretti@insee.fr

**Most recent results published** : Debras B. & Dorothée O., 2002, Les sans-domicile usagers des services d'aide dans l'agglomération parisienne, Insee Ile-de-France à la page, n 214, octobre 2002. BROUSSE C., de la ROCHÈRE B., MASSÉ E., 2003, "The INSEE survey of users of shelters and soup kitchens: An original methodology for studying the homeless", Courrier des statistiques.

**For more information** : [http://www.insee.fr/fr/ffc/docs\\_ffc/cs104d.pdf](http://www.insee.fr/fr/ffc/docs_ffc/cs104d.pdf)  
[http://www.insee.fr/fr/ffc/docs\\_ffc/IP823.pdf](http://www.insee.fr/fr/ffc/docs_ffc/IP823.pdf)  
[http://www.insee.fr/fr/ffc/docs\\_ffc/IP824.pdf](http://www.insee.fr/fr/ffc/docs_ffc/IP824.pdf)  
[http://www.insee.fr/fr/ffc/docs\\_ffc/IP893.pdf](http://www.insee.fr/fr/ffc/docs_ffc/IP893.pdf)  
[http://www.insee.fr/fr/ffc/docs\\_ffc/IP925.pdf](http://www.insee.fr/fr/ffc/docs_ffc/IP925.pdf)

<b>SHEET 11</b>	<b>National statistics institute</b>	<b>France</b>
<b>ENQUÊTE LOGEMENT 2001/2002</b> <b>(HOUSING SURVEY 2001/2002)</b>		

### ❖ Presentation of the operation

**Type of operation** : 'Household' surveys including questions on people being accommodated temporarily

**Data producing organisation** : Institut national de la statistique et des études économiques (INSEE)

**Partners in the operation** : Ministère de l'équipement, du logement et des transports, Agence nationale pour l'amélioration de l'habitat, Centre d'études et de recherches économique sur l'énergie

**Objectives** : To find out about the housing stock and how it has changed since the previous survey, looking at the age of housing, status of occupancy, and location within city; to describe housing conditions: comfort, size, number of occupants, status of occupancy, housing costs, affordability ratio, assessment of housing conditions, residential projects, recent mobility, other properties owned

**Geographical field** : Mainland France (population 58 518 395)

**Year of first operation** : Introduction of questions on people in temporary accommodation in 1996 (Housing Survey 1955)

**Frequency of operation** : Every four or five years

**Geographical level of distribution** : Whole country (questions concerning temporary residence with third parties)

### ❖ Technical characteristics

**Population described** : People aged between 16 and 60 or more staying with family or friends (who are not children, not ascendants, not joint tenants or joint occupants, and not students)

**Data collection period** : December 2001 to February 2002

**Collection level** : Household, individual, reference person or his spouse, depending on the module. The 'temporary residence' module is used on a representative sample of all the individuals in the household

**Data collection** : INSEE interviewers used computer assisted personal interviewing (CAPI) within the homes of households

Sampling scheme: single-stage sampling. Principal residences are over-represented, as are new dwellings. The sample includes around 42 000 dwellings selected from the master sample resulting from the 1999 census and INSEE's New Housing Sampling Base

**Number of units interviewed** : 143 people aged between 16 and 60 (out of 73 851 interviewed) are temporarily resident with family or friends (who are not children, not ascendants, not joint tenants or joint occupants, and not students)

**Duration of interviewing** : One hour

**Response rate** : .

**Management of double counts** : Not applicable

**Data collection problems, data quality** : .

## ❖ Information available

**Size of population described** : 120 000 (of whom 80 000 are involuntarily sharing) (an average day during the collection period)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 14 on temporary residence with third parties

**Subjects covered in detail (3 variables or more)** : Demographic characteristics, qualifications and training, employment, sources of income

**Subjects covered partially (1 or 2 variables)** : .

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Alain Jacquot

**Address** : INSEE, Direction générale  
18 Boulevard Adolphe Pinard  
75 675 PARIS Cedex 14  
France

**E-mail address** : Anne.laferrere@ensae.fr

**Most recent results published** : Bessière Sabine, Laferrère Anne, 2002, "Aux marges du logement : résidences multiples, résidence partielle, co-habitation et hébergement d'après l'Enquête Logement de 1996-1997", INSEE Direction des statistiques démographiques et sociales, Document de travail n F0204

**For more information** : [http://www.insee.fr/fr/nom\\_def\\_met/methodes/doc\\_travail/docs\\_doc\\_travail/f0204.pdf](http://www.insee.fr/fr/nom_def_met/methodes/doc_travail/docs_doc_travail/f0204.pdf)



<b>SHEET 12</b>	<b>Research organisation</b>	<b>France</b>
<p><b>ENQUETE INED SUR LES SANS-DOMICILE, PARIS, FEVRIER-MARS 1996</b></p> <p><b>(INED HOMELESSNESS SURVEY, PARIS, FEBRUARY-MARCH 1996)</b></p>		

### ❖ Presentation of the operation

**Type of operation** : Survey of users of support services

**Data producing organisation** : Institut national d'études démographiques (INED)

**Partners in the operation** : CNIS, Commission Européenne, Ministère de l'Aménagement du Territoire, des Transports et du Tourisme (DAEI-SDISC), Ministère des Affaires Sociales, de la Santé et de la Ville (SESI, DAS, DIV), Fondation Abbé Pierre, INSEE, SNCF, autres associations et administrations.

**Objectives** : - to better understand the processes which lead people into homelessness, the problems they encounter and the ways they overcome them;  
- to develop a survey methodology and examine the conditions required to implement it and expand it to a larger scale

**Geographical field** : Paris and Petite Couronne (population 6 164 418)

**Year of first operation** : 1995

**Frequency of operation** : One-off (may be repeated)

**Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

**Population described** : People aged 18 or over using accommodation and food distribution services (and people in similar situations encountered in food distribution centres), within the city of Paris, at the Nanterre day centre and medical centre (CHAPSA) and the Salvation Army Corentin-Celton centre in Issy-les-Moulineaux (including coffee and soup kitchens at night)

**Data collection period** : 13 February to 10 March 1995

**Collection level** : Individuals

**Data collection** : This face-to-face survey took place during the day over a period of four weeks, working four days per week. Three types of service were surveyed: emergency accommodation centres (36); accommodation and rehabilitation centres (CHRS); long-stay centres (46); free meal distribution centres and soup kitchens (58)

Sampling scheme: a two-stage selection process was used. Selection of primary units (centre X day), with stratification according to type of service (emergency, long stay, meals).

Selection of centres X days using probabilities proportional to 'size', measured as the weekly (theoretical) accommodation capacity in terms of the number of service provisions (midday and evening meals are different services). At this stage no distinction is made between the days

Selection of days: for each of the four weeks of the survey, four of the five days of opening were drawn at random and allocated by reasoned choice to the selected centres. Drawing of secondary units (service)

Simple random selection of six services

'Selection algorithm': protocol tailored to local context and as close as possible to theoretical selection (systematic drawing from a 'queue'; advance drawing from a list for CHRSS, a procedure that is actually quite ineffective), recording of non-responses on contact sheets: refusal (with reasons given), 'unsuitable' (language, illness, etc.)

**Number of units interviewed** : 591 people, 98 services

**Duration of interviewing** : One hour

**Response rate** : 94% of services, 59% of users (or more accurately, of service provisions)

**Management of double counts** : Yes, conversion from service provision to its beneficiary is made by using a weighting calculation, which takes account of the probability of this person's presence in the various different sampling bases

**Data collection problems, data quality** : The survey frame should be updated when selecting the services on the basis of information collected in the field as declarations of size and population at the time of building the initial list are not always confirmed by observation during the survey. The weighting calculations method foresaw correction factors where the actual number of interviews conducted varied from the 6 which were planned as the size of centres varies from the theoretical size.

Non-French-speaking persons could not be interviewed. Persons who use aid services infrequently are under-represented. The survey is targetted at homeless persons and those who don't use the services are not identified. .

## ❖ Information available

**Size of population described** : 7600-8300 (on an average day) ; about 9800 (on an average week)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 1000

**Subjects covered in detail** : Demographic characteristics, use of services, health cover, actual housing situation, last accommodation, origin, significant life-events in first 18 years, family relations, work relations, qualifications and profession, income, financial resources.  
(3 variables or more)

**Subjects covered partially** : health

(1 or 2 variables) places visited

**Common uses** : NGOs, researchers, journalists

**Occasional uses** : Local authorities (Paris mayors), la Mission d'information sur la pauvreté en Ile-de-France

**❖ Data producing organisation**

**Contact** : Maryse Marpsat and Jean-Marie Firdion

**Address** : INED  
133 Boulevard Davout  
75 980 PARIS  
France

**E-mail address** : **Firdion@ined.fr** **Marpsat@ined.fr**

**Most recent results published** : FIRDION Jean -Marie, MARPSAT Maryse ; LECOMTE Thérèse, MIZRAHI Andrée, MIZRAHI Arié, 1998, Vie et santé des personnes sans domicile, à Paris, Credes, dossier n°1222.

MARPSAT Maryse, FIRDION Jean-Marie, 2000, La rue et le foyer, Paris : PUF/INED.

MARPSAT Maryse, 2000, « An advantage with limits : the lower risk for women of becoming homeless », Population : an English selection, vol. 12, p. 247-292.

**For more information** : Numéro spécial de *Sociétés Contemporaines*, n°30, avril 1998.

[http://www.ined.fr/publications/pop\\_et\\_soc/pes313/index.html](http://www.ined.fr/publications/pop_et_soc/pes313/index.html) (n°313 et 363)

A survey amongst young homeless people aged 16-24 was also conducted in 1998 in the greater Paris area (first results in n°363).

<b>SHEET 13</b>	<b>Public administration</b>	<b>France</b>
<p><b>ENQUETE SUR LES ETABLISSEMENTS SOCIAUX EN FAVEUR DES PERSONNES HANDICAPEES OU EN DIFFICULTE SOCIALE (ENQUÊTE ES)</b></p> <p><b>(SURVEY OF SOCIAL INSTITUTIONS DEALING WITH PERSONS WHO ARE HANDICAPPED OR HAVE OTHER SOCIAL PROBLEMS)</b></p>		

### ❖ Presentation of the operation

**Type of operation** : Collection of individual data from institutions in contact with some homeless people

**Data producing organisation** : Ministère de la Santé et des Affaires sociales

**Partners in the operation** : The 22 regional departments of health and social affairs (DRASS) run by the Ministry of Social Affairs, and their statistics services; the Ministry Statistics Service: Department for Research, Evaluations and Statistics (DREES)

**Objectives** : To provide a list of social and socio-educational establishments, present the principal characteristics of staff and a description of the children and adults in difficulties who use the centres: their sex, age, department of origin, principal resources, qualifications, employment situation, length of stay and destination on departure

**Geographical field** : Whole country (population 59 625 919)

**Year of first operation** : 1982

**Frequency of operation** : Every two years until 1997, then every three years

**Geographical level of distribution** : Department

### ❖ Technical characteristics

**Population described** : People staying in Accommodation and Rehabilitation Centres (CHRS) providing accommodation (financed by Aide Sociale à l'Hébergement, run by the State), mother and child centres (financed by Aide Sociale à l'Enfance, run by the Conseils Généraux), and centres run by charities or municipalities that are not subsidised by social support

**Data collection period** : 31 December

**Collection level** : Establishments

**Data collection** : The survey was launched from the national file of health and social services establishments (FINESS). The survey is not managed centrally, but within the regions by the statistics services of the Regional Departments of Health and Social Affairs. The survey is conducted by post. Questionnaires are filled in by the centre or service itself

**Number of units interviewed** : Around 1 000 facilities

**Duration of interviewing** : Depending on the size of the establishment, the collection of information represents one or more days' work

- Response rate** : 90% of establishments
- Management of double counts** : Not applicable (count on one particular day)
- Data collection problems, data quality** : All the problems of a postal survey (refusal to reply, possible interpretations of questions by respondents)
- People staying in short-stay (emergency) centres are not described but are counted; others are described and counted. Furthermore, a partial inventory is produced of centres that are not State-subsidised

## ❖ Information available

- Size of population described** : 33 500 people (adults and children) in 1 000 establishments (ask for details) (on one specific day: 31 December (in one particular year – to be added))
- Type of data** : Individual data
- Units of analysis** : Individuals
- Number of variables** : .
- Subjects covered in detail** : .
- (3 variables or more)**
- Subjects covered partially** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the street, with parents), sources of income, children and education
- (1 or 2 variables)**
- Common uses** : .
- Occasional uses** : Those responsible locally and regionally for social crisis, extreme poverty and accommodating the homeless

## ❖ Data producing organisation

- Contact** : Solveig Vanovermer
- Address** : DREES Service statistique du Ministère des Affaires sociales  
11, place des 5 Martyrs du Lycée Buffon  
75 696 PARIS CEDEX 14  
France
- E-mail address** : [Solveig.vanovermer@sante.gouv.fr](mailto:Solveig.vanovermer@sante.gouv.fr)
- Most recent results published** : Woitrain E., "Hébergement social: environ 35 000 adultes et enfants sans logement sont hébergés en établissement", Etudes et Résultats, n 10, Drees, March 1999
- For more information** : <http://www.sante.gouv.fr/drees/etude-resultat/er-pdf/er029.pdf>  
<http://www.sante.gouv.fr/drees/etude-resultat/er-pdf/er010.pdf>

<b>SHEET 14</b>	<b>Public administration/Charity (NGO)</b>	<b>France</b>
<b>ENQUETE "UNE NUIT DONNEE"</b> <b>("ON A GIVEN NIGHT" SURVEY)</b>		

### ❖ Presentation of the operation

**Type of operation** : **Survey of users of support services**

**Data producing organisation** : Direction Régionale de l'Action Sanitaire et Sociale d'Ile-de-France (DRASS)/  
Fédération nationale des associations d'accueil et de réinsertion sociale (FNARS)

**Partners in the operation** : CSA (survey institute), Missions d'Information sur la Pauvreté et l'Exclusion Sociales en Ile-de-France (MIPES)

**Objectives** : To find out the characteristics of people staying in Accommodation and Rehabilitation Centres (CHRS) and emergency centres (CHU) in Ile-de-France

**Geographical field** : Ile-de-France region (population 11 024 984)

**Year of first operation** : 1998

**Frequency of operation** : Annual (except in 2001 and 2002)

**Geographical level of distribution** : Ile-de-France

### ❖ Technical characteristics

**Population described** : The population using accommodation and drop-in centres in Ile-de-France

**Data collection period** : 14 January 2003

**Collection level** : Individuals

**Data collection** : A questionnaire was filled in at the centres by people staying overnight. People were assisted in completing the forms at the centres by social workers and students of training colleges. The questionnaires were collected by FNARS before being sent for processing

**Number of units interviewed** : .

**Duration of interviewing** : 10 minutes

**Response rate** : Around 50%

**Management of double counts** : Not applicable (count on a particular night to be verified)

**Data collection problems, data quality** : Coverage is inevitably partial, and the number of responses should correspond to about half of the population. It should be pointed out that the survey took place just after an exceptionally busy period following a sharp drop in temperature. The repetition and appropriation of the survey by centre managers (with results returned by establishment) should ensure better quality and coverage

There are many areas for improvement. Changes made to the questionnaire mean poor comparability with previous years. Nevertheless, the survey provides invaluable information about the population living in this type of accommodation

## ❖ Information available

**Size of population described** : 11 875 adults (on a specific day: 14 January 2003)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 56

**Subjects covered in detail (3 variables or more)** : Demographic characteristics, employment, current living conditions (in hostels, on the streets, with parents), search for housing

**Subjects covered partially (1 or 2 variables)** : Qualification and training, employment, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, physical health, mental health, conditions of residence

**Common uses** : .

**Occasional uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible for health locally, representatives of charities

## ❖ Data producing organisation

**Contact** : Hélène Chamboredon

**Address** : Direction Régionale de l'Action Sanitaire et Sociale d'Ile-de-France  
58-62, rue de Mouzaïa,  
75935 PARIS CEDEX 19  
France

**E-mail address** : [DR75-STATISTIQUE@sante.gouv.fr](mailto:DR75-STATISTIQUE@sante.gouv.fr)

**Most recent results published** : La population des centres d'accueil d'urgence du 8 au 9 mars 2000; enquête spécifique en Ile-de-France, Stat'if, n° 2, March 2000

**For more information** : <http://ile-de-france.sante.gouv.fr/polins/index.htm>

<b>SHEET 15</b>	<b>Charity (NGO)</b>	<b>France</b>
<b>LE 115 DE PARIS – NUMÉRO D’URGENCE POUR LES SANS-ABRI –            CARACTÉRISTIQUES SOCIODÉMOGRAPHIQUES ET ACTIVITÉ            (PARIS 115 - EMERGENCY TELEPHONE NUMBER FOR THE HOMELESS – SOCIO-DEMOGRAPHIC            CHARACTERISTICS AND ACTIVITY)</b>		

### ❖ Presentation of the operation

- Type of operation** : Collection of individual data from institutions in contact with some homeless people
- Data producing organisation** : Samu social de Paris
- Partners in the operation** : .
- Objectives** : To report on the activity of Samu social de Paris and describe the characteristics of people using its service
- Geographical field** : Paris (population 2 147 857)
- Year of first operation** : 1998
- Frequency of operation** : Annual
- Geographical level of distribution** : .

### ❖ Technical characteristics

- Population described** : People calling the freephone number and asking for accommodation
- Data collection period** : Continuous
- Collection level** : Individuals
- Data collection** : Throughout the year, operators answering the telephone record the characteristics of callers on computer, while assessing their needs
- Number of units interviewed** : .
- Duration of interviewing** : 20 minutes
- Response rate** : One
- Management of double counts** : Yes, by ex-post removal of double counts using an identifier made up of information gathered at the first interview
- Data collection problems, data quality** : Data quality is good (i.e. neither poor nor excellent). However the data are not complete



**❖ Information available**

- Size of population described** : 30 930 (28 262 adults, 2 668 children) (in one year (but any reference period could be used))
- Type of data** : Individual data
- Units of analysis** : Adults, children
- Number of variables** : 21
- Subjects covered in detail** : Demographic characteristics  
(3 variables or more)
- Subjects covered partially** : Qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, use of support services, search for housing, social relationships, principal needs, conditions of residence, other: benefits, social work support  
(1 or 2 variables)
- Common uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, newspaper journalists, television journalists
- Occasional uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible for housing locally, representatives of charities, members of political parties, researchers

**❖ Data producing organisation**

- Contact** : Anne Laporte
- Address** : Samu social de Paris  
35 avenue Courteline  
75 012 PARIS  
France
- E-mail address** : a.laporte@samusocial-75.fr
- Most recent results published** : .
- For more information** : .

<b>SHEET 16</b>	<b>Charity (NGO)/Research organisation</b>	<b>France</b>
<b>DETRESSES ET RUPTURES SOCIALES</b> <b>(SOCIAL DISTRESS AND DISRUPTION)</b>		

### ❖ Presentation of the operation

- Type of operation** : **Survey of users of support services**
- Data producing organisation** : Fédération nationale des associations d'accueil et de réinsertion sociale (FNARS)/Observatoire sociologique du changement (OSC)
- Partners in the operation** : CHRS that belong to FNARS
- Objectives** : Update, 22 years after a survey carried out among FNARS users, to find out who they are and what problems they have
- Geographical field** : Whole country (population 59 625 919)
- Year of first operation** : 1980
- Frequency of operation** : 20 years
- Geographical level of distribution** : .

### ❖ Technical characteristics

- Population described** : Users of drop-in centres, accommodation and resettlement services
- Data collection period** : .
- Collection level** : Individuals
- Data collection** : Questionnaire survey of a sample of users of FNARS services (FNARS recruited and managed the interviewers and chose the venues for the survey)
- Number of units interviewed** : 1 160 people in 318 facilities ( )
- Duration of interviewing** : .
- Response rate** : 25 people gave up out of 1 160 (half for linguistic reasons)
- Management of double counts** :
- Data collection problems, data quality** : Detailed training and support for interviewers

## ❖ Information available

**Size of population described** : 500 000 people use the services every year (summer 2000 and winter 2000/2001)

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : 300

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : .

(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Mr Paugam

**Address** : LASMAS-IdL,  
59-61 rue Pouchet  
75849 Paris Cedex 17.

France

**E-mail address** : paugam@ehess.fr

**Most recent results published** : *Détresse et ruptures sociales*, (avec Mireille Cléménçon), Rapport de l'OSC pour le Plan Urbain Construction et Architecture, février 2002. Publié ensuite dans la série de la Fnars, *Recueils et documents*, n°17, avril 2002.

**For more information** : .

<b>SHEET 17</b>	<b>Regional statistics institute</b>	<b>Germany</b>
<b>OBdachlosigkeit in Nordrhein-Westfalen (Homelessness in North Rhine-Westphalia)</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of aggregate data from municipalities

**Data producing organisation** : Landesamt für Datenverarbeitung und Statistik des Landes Nordrhein-Westfalen

**Partners in the operation** : Municipalities

**Objectives** : To describe changes in the number of homeless whose accommodation is arranged by the municipalities, and, in addition to a simple count, to provide information such as type of household, reasons for loss of housing, length of stay in temporary accommodation and type of temporary accommodation

**Geographical field** : Land of North Rhine-Westphalia (population 18 000 000)

**Year of first operation** : 1965

**Frequency of operation** : Annual

**Geographical level of distribution** : Municipalities

### ❖ Technical characteristics

**Population described** : The homeless for whom temporary accommodation is arranged by the municipalities as part of the public order measure ("Ordnungsbehörden der Städte"). People known to be facing an imminent threat of homelessness are also included

**Data collection period** : 30 June

**Collection level** : Municipalities

**Data collection** : In each municipality, the authority responsible for the homeless completes an annual questionnaire on paper on the demographic characteristics of the people in its care

**Number of units interviewed** : 396 municipalities

**Duration of interviewing** : Depending on the size of the municipality, the collection of information represents one or more days' work

**Response rate** : .

**Management of double counts** : Not applicable (administrative record, one particular day)

**Data collection problems, data quality** : Operation requiring substantial effort from the municipalities, which have to produce a synthesis of the data themselves

## ❖ Information available

**Size of population described** : 21 163 people (11 246 households) (on a particular day: 30 June)

**Type of data** : Aggregate data by municipality

**Units of analysis** : Individuals and households

**Number of variables** : 10

**Subjects covered in detail** : .

**(3 variables or more)**

**Subjects covered partially** : Demographic characteristics, current living conditions in accommodation facilities, living conditions in the past (length of stay in hostels), living conditions of children

**(1 or 2 variables)**

**Common uses** : Newspaper journalists

**Occasional uses** : Those responsible locally and regionally for social crisis, extreme poverty, and accommodating the homeless, those responsible for housing locally and regionally, representatives of charities, representatives of political parties, television journalists, researchers

## ❖ Data producing organisation

**Contact** : Katharina Goetz

**Address** : Landesamt für Datenverarbeitung und Statistik des Landes Nordrhein-Westfalen  
Mauerstraße 51  
40476 DUSSELDORF  
Germany

**E-mail address** : Katharina.goetz@lds.nrw.de

**Most recent results published** : Landesamt für Datenverarbeitung und Statistik NRW, 2002, Statistische Berichte, "Obdachlosigkeit in Nordrhein-Westfalen am 30.Juni 2002", Bestell-Nr.F01 3 2002 00

**For more information** : <http://www.lds.nrw.de/statistik/index.html>

<b>SHEET 18</b>	<b>Research organisation</b>	<b>Germany</b>
<b>WOHNUNGSNOTFÄLLE. SICHERUNG DER WOHNUNGSVERSORGUNG FÜR WIRTSCHAFTLICH ODER SOZIAL BENACHTEILIGTE HAUSHALTE</b> <b>(PEOPLE IN URGENT NEED OF HOUSING. SECURING HOUSING FOR HOUSEHOLDS WHICH ARE DISADVANTAGED SOCIALLY OR ECONOMICALLY)</b>		

### ❖ Presentation of the operation

**Type of operation** : **Collection of aggregate data from municipalities**

**Data producing organisation** : Gesellschaft für innovative Sozialforschung und Sozialplanung (GISS), Bremen

**Partners in the operation** : Municipalities; the two Federal ministries responsible for housing and social assistance

**Objectives** : One of the aims of the study was to produce an estimate on the quantitative extent of homelessness in North-Rhine Westphalia and in (West-) Germany. The research project also included data on reasons for cases of eviction and on the number of households living in unacceptable housing conditions and being imminently threatened by homelessness. Municipal strategies and practices for the prevention of homelessness, the provision of homeless households with temporary accommodation and the reintegration of homeless households in permanent housing were another focus of the study.

**Geographical field** : Special focus on the regional state North-Rhine Westphalia, but estimates were produced for West-Germany as a whole as well using data from a parallel study in Schleswig-Holstein

**Year of first operation** : 1992

**Frequency of operation** : One-off

**Geographical level of distribution** : Municipalities

### ❖ Technical characteristics

**Population described** : Homeless households and individuals provided with temporary accommodation by municipalities themselves or NGO service providers. All other homeless people known to the municipality at the same day.

People known to be facing an imminent threat of homelessness were included separately.

**Data collection period** : 30.6.1992 and year 1992

**Collection level** : Municipalities

**Data collection** : Written questionnaire to a selected sample of municipalities

**Number of units interviewed** : 97 municipalities

**Duration of interviewing** : Written questionnaire

- Response rate** : 85 %
- Management of double counts** : Yes, municipalities were asked to start with the number of those homeless people provided with temporary accommodation by themselves and to add numbers for those homeless people of other possible categories who are not included in the first number but known to the municipality
- Data collection problems, data quality** : Only those homeless people were counted who were known to the municipality at a certain day. Basis for national estimate is rather small. First study of this type in Germany.

## ❖ Information available

**Size of population described** : 520 000 to 580 000 homeless persons (including 260 000 – 320 000 repatriates in temporary accommodation) on 30.6.1992 in West-Germany; 169 000 – 184 000 homeless persons (including 90 000 – 105 000 repatriates) on 30.6.1992 in North-Rhine Westphalia; 86 000 households (in West Germany; 27 000 in North-Rhine Westphalia) threatened by homelessness during the year 1992 because of a court case for eviction.

**Type of data** : Aggregate data by municipality

**Units of analysis** : Individuals and households

**Number of variables** : 150

**Subjects covered in detail** : Structure of homeless households, age of homeless persons, reasons for cases for eviction  
(3 variables or more)

**Subjects covered partially** :  
(1 or 2 variables)

**Common uses** : The estimate of the study has been taken as empirical basis for advanced annual estimates of the national coalition of service providers, Bundesarbeitsgemeinschaft Wohnungslosenhilfe until today.

Those responsible at regional and national level for social crisis, extreme poverty and accommodating the homeless, those responsible locally for housing, newspaper journalists, television journalists

**Occasional uses** : Those responsible regionally and at national level for social crisis, extreme poverty and accommodating the homeless, members of charities, researchers

## ❖ Data producing organisation

**Contact** : Volker Busch-Geertsema

**Address** : Gesellschaft für Innovative Sozialforschung und Sozialplanung  
Kohlhökerstr. 22  
D-28203 Bremen  
Fon: +49-(0)421-334708-2; Fax: +49-(0)421-3398835

**E-mail address** : vbg@giss-ev.de

**Most recent results published** : Busch-Geertsema, V./Ruhstrat, E.-U. (1994) Wohnungsnotfälle. Sicherung der Wohnungsversorgung für wirtschaftlich oder sozial benachteiligte Haushalte (ed. by Bundesministerium für Raumordnung, Bauwesen und Städtebau and Bundesministerium für Familie und Senioren), Bonn: Eigenverlag

**For more information** : <http://www.giss-ev.de>

<b>SHEET 19</b>	<b>Research organisation</b>	<b>Germany</b>
<b>WOHNUNGSNOTFÄLLE IN SCHLESWIG-HOLSTEIN. IM SPANNUNGSFELD          ZWISCHEN SOZIAL-, ORDNUNGS- UND WOHNUNGSPOLITIK          (PEOPLE IN URGENT NEED OF HOUSING IN SCHLESWIG-HOLSTEIN)</b>		

### ❖ Presentation of the operation

**Type of operation** : Survey of users of support services

**Data producing organisation** : Gesellschaft für innovative Sozialforschung und Sozialplanung (GISS), Bremen

**Partners in the operation** : Service providers working with homeless single persons. Municipalities; Regional Ministry of Social Affairs and the welfare agency Diakonisches Werk in Schleswig-Holstein

**Objectives** : The study had several parts.

One part was carried through along the same methodological lines as the studies in North-Rhine Westphalia and Saxony-Anhalt (full coverage of all municipalities in Schleswig-Holstein and estimate on the quantitative extent of homelessness in Schleswig-Holstein) and will not be further presented here.

In the following we focus on another part of the same research project, a survey among homeless single persons using different social services all over the region

**Geographical field** : Schleswig-Holstein

**Year of first operation** : 1992

**Frequency of operation** : One-off

**Geographical level of distribution** : Regional state concerned

### ❖ Technical characteristics

**Population described** : Single homeless persons using different sorts of services

**Data collection period** : Week 25 of 1993

**Collection level** : Individuals

**Data collection** : Staff in 109 services (municipal social departments, advice centres, hostels and other institutions for the homeless and for ex-convicts, etc.) had a "counting list" and conducted face-to-face interviews (using a questionnaire) with the first five homeless clients in contact with them during the week.

**Number of units interviewed** : 261 individuals interviewed and 1 480 different homeless persons counted during the week.

**Duration of interviewing** : About 10 minutes



- Response rate** :
- Management of double counts** : A set of personal indicators was used to detect and exclude double counts.
- Data collection problems, data quality** : Good source (and one of the very few) for extended information on one sub group of the homeless

## ❖ Information available

**Size of population described** : 1,480 homeless single persons covered (with demographic details). Detailed information available for 261 persons.

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : About 40

**Subjects covered in detail (3 variables or more)** : Demographic characteristics, qualifications, place of origin, reason and duration of homelessness, income, stays in different types of accommodation, preferences for future accommodation etc.

**Subjects covered partially (1 or 2 variables)** :

**Common uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible locally for housing, newspaper journalists, television journalists

**Occasional uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, members of charities, researchers

## ❖ Data producing organisation

**Contact** : Jürgen Evers, Ekke-Ulf Ruhstrat

**Address** : Gesellschaft für Innovative Sozialforschung und Sozialplanung  
Kohlhökerstr. 22  
D-28203 Bremen  
Fon: +49-(0)421-334708-0; Fax: +49-(0)421-3398835

**E-mail address** : [post@giss-ev.de](mailto:post@giss-ev.de)

**Most recent results published** : Evers, J./Ruhstrat, E.-U. (1994) Wohnungsnotfälle in Schleswig-Holstein. Im Spannungsfeld zwischen Sozial-, Ordnungs- und Wohnungspolitik (ed. by Ministerin für Arbeit, Soziales, Jugend und Gesundheit des Landes Schleswig-Holstein), Kiel: Eigenverlag

**For more information** : <http://www.giss-ev.de>

<b>SHEET 20</b>	<b>Research organisation</b>	<b>Germany</b>
<p><b>WOHNUNGSLOSIGKEIT IN SACHSEN-ANHALT – UMFANG UND STRUKTUR VON WOHNUNGSLOSIGKEIT IN EINEM OSTDEUTSCHEN BUNDESLAND UND STRATEGIEN ZU IHRER VERMEIDUNG UND BEHEBUNG</b></p> <p><b>(HOMELESSNESS IN SAXONY-ANHALT. EXTENT AND STRUCTURE OF HOMELESSNESS IN AN EAST-GERMAN STATE AND STRATEGIES FOR THE PREVENTION AND REDUCTION OF HOMELESSNESS)</b></p>		

### ❖ Presentation of the operation

**Type of operation** : Collection of aggregate data from municipalities (sample)

**Data producing organisation** : Gesellschaft für innovative Sozialforschung und Sozialplanung (GISS), Bremen

**Partners in the operation** : Municipalities; Regional Ministry of Social Affairs in Saxony-Anhalt and the welfare agency Diakonisches Werk in the church province Saxony

**Objectives** : One of the aims of the study was to produce an estimate on the quantitative extent of homelessness in Saxony-Anhalt. Municipal strategies and practices for the prevention of homelessness, the provision of homeless households with temporary accommodation and the reintegration of homeless households in permanent housing were another focus of the study. A number of qualitative interviews with homeless persons provides insight into their "careers".

**Geographical field** : The East German regional state Saxony-Anhalt (population 2 800 000)

**Year of first operation** : 1996

**Frequency of operation** : One-off

**Geographical level of distribution** : Municipalities and counties (*Landkreise*)

### ❖ Technical characteristics

**Population described** : Homeless households and individuals provided with temporary accommodation by municipalities themselves or NGO service providers. All other homeless people known to the municipality at the same day.

People known to be facing an imminent threat of homelessness were included separately.

**Data collection period** : 30.9.1996 and year 1996

**Collection level** : Municipalities

**Data collection** : Written questionnaire to all municipalities

**Number of units interviewed** : 215 municipalities and 21 counties

**Duration of interviewing** :

**Response rate** : 80 %

**Management of double counts** : Yes, municipalities were asked to start with the number of those homeless people provided with temporary accommodation by themselves and to add numbers for those homeless people of other possible categories who are not included in the first number but known to the municipality

**Data collection problems, data quality** : Only those homeless people were counted who were known to the municipality at a certain day.

## ❖ Information available

**Size of population described** : 4 700 homeless persons (without migrants) and 9 600 repatriates and refugees in special temporary accommodation on 30.9.1996; 5.500 persons threatened by homelessness because of court cases for eviction during the year 1996

**Type of data** : Aggregate data by municipality

**Units of analysis** : Individuals and households

**Number of variables** : 150

**Subjects covered in detail** : Structure of homeless households, age of homeless persons  
(3 variables or more)

**Subjects covered partially** :  
(1 or 2 variables)

**Common uses** : Those responsible on the regional level for social crisis, extreme poverty and accommodating the homeless, those responsible for housing, newspaper journalists, television journalists

**Occasional uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, members of charities, researchers

## ❖ Data producing organisation

**Contact** : Volker Busch-Geertsema, Dr. Ekke-Ulf Ruhstrat

**Address** : Gesellschaft für Innovative Sozialforschung und Sozialplanung  
Kohlhökerstr. 22  
D-28203 Bremen  
Fon: +49-(0)421-334708-2; Fax: +49-(0)421-3398835

**E-mail address** : vbg@giss-ev.de

**Most recent results published** : Busch-Geertsema, V./Ruhstrat, E.-U. (1997) Wohnungslosigkeit in Sachsen-Anhalt – Umfang und Struktur von Wohnungslosigkeit in einem ostdeutschen Bundesland und Strategien zu ihrer Vermeidung und Behebung, Bielefeld: Verlag Soziale Hilfe

**For more information** : <http://www.giss-ev.de>

<b>SHEET 21</b>	<b>Charity (NGO)</b>	<b>Germany</b>
<b>DOKUMENTATIONSSYSTEM WOHNUNGSLOSIGKEIT ALLEINSTEHENDER (DWA)</b> <b>(DOCUMENTATION SYSTEM ON (SINGLE) HOMELESSNESS)</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of aggregate data from institutions in contact with some homeless people

**Data producing organisation** : BAG-W (Bundesarbeitsgemeinschaft Wohnungslosenhilfe e.V.)

**Partners in the operation** : Institut für Therapieforschung (IFT), München, Bundesarbeitsgemeinschaft Straffälligenhilfe e.V., Diakonisches Werk der EKD, Deutscher Caritasverband, Deutscher Paritätischer Wohlfahrtsverband, Bundesverband Arbeiterwohlfahrt e.V., Bundesministerium für Familie und Gesundheit

Private-public partnership arrangement between 5 software companies producing commercial documentation software for social work and the NGO's named above

**Objectives** : The aim of the system is not to identify case numbers , referrals etc. It is on qualitative information on the service users.

Quantitative information would be much to partial; therefore we ask for a public statistic covering all cases of homelessness which is run through the public departments

**Geographical field** : Whole country

**Year of first operation** : 1990

**Frequency of operation** : Annual

Between 1999-2001 there were slightly different data sets

Between 1985 and 1989 there was used a paper based system which started in 1957; partly there are time series data between 1960 and 2003

**Geographical level of distribution** : Whole country

### ❖ Technical characteristics

**Population described** : The population of users of services for the homeless ; this population is mainly single, but there are also couples and families covered but not systematically

**Data collection period** : Continuous

**Collection level** : Establishments (partly shelters, mostly NGO services for single homeless)

**Data collection** : The system is based on the total yearly record of a client working with an NGO. Through (different) documentation software, which is used by the services for the homeless; the set of variables is standardized so that it can be exported according to a universal software standard.

Once a year the exported files of the participating services are “aggregated” on the national level (in an anonymous way); aggregation means: there is no person related data set, but only the statistical results of a service are exported in form of sums

The collection of data is done by an aggregation tool, which is sent to all participating services. After the coming in of the aggregated data, the data are aggregated – according to a universal calculation scheme on national level.

The data covered refer to the relevant year of the survey.

**Number of units interviewed** : 70 000 individuals

The number of records had reached already 22000 in 1998; due to organisational changes it dropped to 12.000; it will get back to a level of 20.000 by 2005

**Duration of interviewing** :

**Response rate** : If services use a computer programme that is linked to the national aggregation structure the rate is around 80 %

**Management of double counts** : Not applicable.

It is known by other surveys, that the number of double counts is under 5 %; any way it is not the intent of the system to count homeless people.

**Data collection problems, data quality** : Data quality :

Relevance: highly relevant because of good items covered

Accuracy: rather high though part of questions have a rather low response rate

Timeliness: the system works within a delay of 1 years after end of year

Accessibility: information is good but there should still be more participants

Comparability: very high because consistent in time and over regions

Coherence: all kind of qualitative information covered

Completeness: there should be much more participants; on the other hand it is the largest data source on single homeless people in Germany since decades.

With an average of 20.000 clients a year it is much more effective than a survey could be. The costs of the system are decentralised as the national collection costs about 5000,- €. The investment is with the social service which uses a documentation software anyway.

Data collection problems :

Partly Standardisation of 5 and more different software products, which needs a good relationship to all companies

Cost of software are still too high for many social services so that they cannot participate

## ❖ Information available

**Size of population described** : The estimated size is: 150.000 persons  
The covered size is 10.000 persons in 2002  
There are no data on number of children available

**Type of data** : Aggregate data

**Units of analysis** : Individuals

**Number of variables** : 55

**Subjects covered in detail** : Demographics , Education and training, Employment status, Current living conditions (shelters, hostels, temporary accommodations..), Physical health  
(3 variables or more)

**Subjects covered partially** : Legal status, Ethnicity , Mental health, Social contacts  
(1 or 2 variables)

**Common uses** : Officials responsible for housing at national level, Members of charitable organisations, Members of political parties, Newspaper reporters, Radio and television reporters, Researchers

**Occasional uses** : Officials responsible, at local level, for social needs, for the alleviation of poverty, Officials responsible, at national level, for social needs, for the alleviation of poverty, Officials responsible for housing at local level, Officials responsible for healthcare at local level, Officials responsible for health care at national level

## ❖ Data producing organisation

**Contact** : Dr. Specht-Kittler

**Address** : Bundesarbeitsgemeinschaft Wohnungslosenhilfe e.V.  
Postfach 130148  
D-33544 Bielefeld

**E-mail address** : BAGWOHNLOS@aol.com

**Most recent results published** : ISBN 3-922526-07-1, BAG W (Hg), Specht-Kittler, Thomas: Statistikbericht 1997/98, Bielefeld, 2000

The next publication will cover 2002 and 2003 and will be published in Spring 2005.

**For more information** : [www.bagw.de](http://www.bagw.de)

<b>SHEET 22</b>	<b>Research organisation/Charity (NGO)</b>	<b>Germany</b>
<b>CARITAS-ARMUTSSTUDIE (CARITAS POVERTY STUDY)</b>		

### ❖ Presentation of the operation

<b>Type of operation</b>	: Survey of users of support services
<b>Data producing organisation</b>	: Johann Wolfgang Goethe-Universität Fachbereich Wirtschaftswissenschaften Institut für Volkswirtschaftslehre
<b>Partners in the operation</b>	: Das Zentrum für Umfragen, Methoden und Analysen (ZUMA) in Mannheim, Deutscher Caritasverband, Freiburg
<b>Geographical field</b>	: West Germany
<b>Year of first operation</b>	: 1991
<b>Frequency of operation</b>	: One-off
<b>Geographical level of distribution</b>	: Regional area (West Germany)

### ❖ Technical characteristics

<b>Population described</b>	: Clients of Caritas support services
<b>Data collection period</b>	: April 1991
<b>Collection level</b>	: Individuals, establishments
<b>Data collection</b>	: Data collection took one month. 4 000 clients of Caritas support services were sampled, along with their respective counsellors (2 500 people). The information was collected using two questionnaires. The homeless were interviewed at Caritas services close to stations. The interviewers were selected from among Caritas counsellors. During 1991, we estimated the number of homeless people (living on the street) using these services (often linked with other facilities) to be 80 000
<b>Number of units interviewed</b>	: 4 000 people, 2 500 social workers
<b>Duration of interviewing</b>	: 90 minutes for individuals and 30 minutes for counsellors
<b>Response rate</b>	: 80%
<b>Management of double counts</b>	: Yes, the counsellors had a list of the people who had been interviewed. If a person was randomly selected a second time, they were not re-interviewed
<b>Data collection problems, data quality</b>	: This source of data provides the most comprehensive coverage of clients of a support body, but it does not cover the whole of Germany, only clients of Caritas guidance services (20 000 counsellors) in 1991. The survey is unusual because both clients and the people giving them support were interviewed

**❖ Information available**

**Size of population described** : 80 000 people (1991)

**Type of data** : .

**Units of analysis** : Individuals

**Number of variables** : 400

**Subjects covered in detail** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, sources of income, use of support services, social relationships, victimisation, living conditions of children, drug-addiction and alcoholism, diet, childhood and family history, imprisonment, needs expressed, conditions of residence, ethnic origin  
**(3 variables or more)**

**Subjects covered partially** : Past living conditions (length of stay in hostels, on the streets, with parents), search for accommodation, physical health, mental health, children and education  
**(1 or 2 variables)**

**Common uses** : Representatives of charities, newspaper journalists, television journalists, researchers

**Occasional uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, representatives of political parties

**❖ Data producing organisation**

**Contact** : Dr. Richard Hauser

**Address** : Postfach 11 19 32

.  
D-60054 Frankfurt am Main  
Germany

**E-mail address** : r.hauser@em.uni-frankfurt.de

**Most recent results published** : Hauser, R., Kinstler, H.J., 1993, "Zur Lebenslage alleinstehender Wohnungloser (Nichtsesshafter), in: Nachrichtendienst des Deutschen Vereins für Öffentliche und private Fürsorge, 73-79H11, pp. 218-231

**For more information** :



<b>SHEET 23</b>	<b>Research organisation</b>	<b>Germany</b>
<p><b>OBdachlose auf der Straße im Raum Nürnberg-Fürth-Erlangen (Roughsleepers in Nürnberg-Fürth-Erlangen)</b></p>		

### ❖ Presentation of the operation

- Type of operation** : Combination of street survey and survey of users of support services
- Data producing organisation** : Gruppe für sozialwissenschaftliche Forschung
- Partners in the operation** : Ministry of Employment and Social Affairs of the Land of Bavaria
- Geographical field** : Nürnberg, Fürth, Erlangen (municipalities) (population 18 000 000)
- Year of first operation** : 1998
- Frequency of operation** : One-off
- Geographical level of distribution** : Municipalities concerned

### ❖ Technical characteristics

- Population described** : Rough sleepers
- Data collection period** : August to October 1998
- Collection level** : Individuals
- Data collection** : Street survey, data collection using a short questionnaire, file of clients of social services and street teams, combination of Hamburg and Munich methods, where the homeless were interviewed in emergency centres
- Number of units interviewed** : 150 people
- Duration of interviewing** : 15 minutes
- Response rate** : 80%
- Management of double counts** : Yes, by ex-post removal of double counts using an identifier made up of shortened name and date of birth
- Data collection problems, data quality** : Comparison of different files gives good quality results

**❖ Information available**

**Size of population described** : 628 adults (266) (an average day during two specific months: August and September 1998)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 11

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : Demographic characteristics, employment, current and past living conditions in accommodation facilities, sources of revenue, diet, ethnic origin

(1 or 2 variables)

**Common uses** : Those responsible at local and regional level for social crisis, extreme poverty, and accommodating the homeless, those responsible for housing at local and regional level, representatives of charities

**Occasional uses** : Health sector managers at local or regional level, representatives of political parties, newspaper journalists, television journalists, researchers

**❖ Data producing organisation**

**Contact** : Rolf Romaus

**Address** : Landwehrstr 37  
80 336 München  
Germany

**E-mail address** : romaugsfs@link-mde

**Most recent results published** : Koordination Wohnunglosenhilfe Nordbayern, Obdachlose auf der Straße im Raum Nürnberg-Fürth-Erlangen Ergebnisse einer Bestandsaufnahme zu Umfang und Struktur alleinstehender Wohnungloser, die „Platte machen“, Nürnberg 1999.

**For more information** :

**SHEET 24****Research organisation****Germany**

**OBdachlose, auf der Straße lebende Menschen in Hamburg  
2002 Eine empirische Untersuchung**  
(HOMELESS PERSONS LIVING ON THE STREETS OF HAMBURG, 2002 EMPIRICAL RESEARCH)

❖ **Presentation of the operation**

**Type of operation** : **Combination of street survey and survey of users of support services**

**Data producing organisation** : Torsten Schaak - Büro für Sozialpolitische Beratung

**Partners in the operation** : Municipality: Behörde für Soziales und Familie der Freien und Hansestadt Hamburg, several charities: Arbeiterwohlfahrt, Caritasverband, Der Paritätische, Deutsches Rotes Kreuz, Diakonisches Werk.

**Geographical field** : Hamburg (population 1 708 500)

**Year of first operation** : 2002

**Frequency of operation** : One-off

**Geographical level of distribution** : Municipality concerned

❖ **Technical characteristics**

**Population described** : Those sleeping on the streets or using institutions for the homeless or for drug addicts (hostels, mobile services).

**Data collection period** : 20 to 26 March 2002

**Collection level** : Individuals

**Data collection** : Staff in hostels and students conducted face-to-face interviews.

**Number of units interviewed** : 1281 people

**Duration of interviewing** : 12 minutes

**Response rate** : .

**Management of double counts** : Yes, using filter questions

**Data collection problems, data quality** : Positive features: a wide range of institutions enabling the homeless to be contacted; one basic problem: it was not possible to contact all those sleeping rough (for reasons of anonymity)

**❖ Information available**

**Size of population described** : 1 281 adults (one specific week: 20 to 26 March 2002)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 42

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : .

(1 or 2 variables)

**Common uses** : Those responsible at local and regional level for social crisis, extreme poverty, and accommodating the homeless, those responsible for housing at local and regional level, representatives of charities

**Occasional uses** : Those responsible at national level for social crisis, extreme poverty and accommodating the homeless, those responsible for housing at national level, representatives of political parties, newspaper journalists, television journalists

**❖ Data producing organisation**

**Contact** : Torsten Schaak

**Address** : Freie und Hansestadt Hamburg, Behörde für Soziales und Familie, Planung der Wohnungslosenhilfe, Amt für Soziales und Integration, SR25  
Hamburg Strasse 47  
22083 HAMBURG  
Germany

**E-mail address** : [torstenschaak@bsf.hamburg.de](mailto:torstenschaak@bsf.hamburg.de)

**Most recent results published** : Schaak, Torsten, "Obdachlose, auf der Straße lebende Menschen in Hamburg 2002 Eine empirische Untersuchung", 2002, publication of the Freie und Hansestadt Hamburg Behörde für Soziales und Familie

**For more information** : <http://fhh.hamburg.de/stadt/Aktuell/behoerden/soziales-familie/aktuelles/presse-meldungen-ab-august-2002/presse-meldung-2002-08-26-bsf-01-obdachlosenstudie.html>

**SHEET 25****Research organisation****Germany**

**ARBEITSGEMEINSCHAFT WOHNUNGLOSENHILFE: OBDACHLOSE AUF DER STRASSE UMFANG UND STRUKTUR ALLEINSTEHENDER WOHNUNGSLOSER, DIE IN MÜNCHEN „PLATTE MACHEN“**  
**(WORKING GROUP FOR ASSISTING THE HOMELESS: THE SCALE AND STRUCTURE OF THE POPULATION OF SINGLE HOMELESS PERSONS LIVING ON THE STREETS IN MUNICH)**

❖ **Presentation of the operation**

- Type of operation** : **Combination of street survey and survey of users of support services**
- Data producing organisation** : Gruppe für sozialwissenschaftliche Forschung
- Partners in the operation** : Munich Office of Social Affairs
- Geographical field** : Munich (population 1 708 500)
- Year of first operation** : 1995
- Frequency of operation** : One-off
- Geographical level of distribution** : Municipalities concerned

❖ **Technical characteristics**

- Population described** : Rough sleepers
- Data collection period** : August to September 1995
- Collection level** : Individuals
- Data collection** : Combination of a street survey, collection of data using a short questionnaire, information contained in files of clients of social services, information provided by street teams, the police, social workers, a research unit and a number of street people interviewed previously. A prior survey had been conducted ("Block-Vorsampling") because it emerged that some areas were clearly not properly covered by social workers owing to insufficient resources. Matching was possible by taking only initials and dates of birth. Data produced in this way constitute a minimum figure
- Number of units interviewed** : 241 people
- Duration of interviewing** : 30 minutes
- Response rate** : 70%
- Management of double counts** : Yes, by ex-post removal of double counts using an identifier made up of shortened name and date of birth
- Data collection problems, data quality** : Comparison of different files gives good quality results

**❖ Information available**

**Size of population described** : 540 adults (an average day during two specific months: August and September 1995)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 12

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : Demographic characteristics, employment, current and past living conditions in accommodation facilities, sources of revenue, diet, ethnic origin  
(1 or 2 variables)

**Common uses** : Those responsible at local and regional level for social crisis, extreme poverty and accommodating the homeless, representatives of charities

**Occasional uses** : Health sector managers at local and regional level, those responsible for housing locally and regionally, representatives of political parties, newspaper journalists, researchers

**❖ Data producing organisation**

**Contact** : Rolf Romaus

**Address** : Landwehrstr. 37

80 336 München  
Germany

**E-mail address** : romaus.gfs@link-m.de

**Most recent results published** : Romaus, Rolf, Arbeitsgemeinschaft Wohnungslosenhilfe: Obdachlose auf der Strasse. Umfang und Struktur alleinstehender Wohnungsloser, die in München „Platte machen“, München, 1995.

**For more information** :

**SHEET 26****Research organisation****Hungary**

**A HAJLÉKTALANSÁG KAPCSOLATHÁLÓZATI SZEMPONBÓL**  
**(VARIOUS PERSPECTIVES ON HOMELESSNESS RELATIONSHIP NETWORKS)**

### ❖ Presentation of the operation

**Type of operation** : **Survey of users of support services**

**Data producing organisation** : Magyar Tudomány Akadémia

**Partners in the operation** : Eötvös Lóránd University (Budapest), Hungarian Maltese Charity Service Budapest, Soros Foundation, OTKA, National Scientific Research Fund (Hungary)

**Geographical field** : Budapest (population 1 775 203)

**Year of first operation** : 1997

**Frequency of operation** : One-off

**Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

**Population described** : Homeless people who took part in a tuberculosis screening programme during 1997. Financed by voluntary organisations, and the tuberculosis screening programme launched the previous year, and targeting Budapest's homeless population. A bus fitted with pulmonary radiology equipment was used to make contact with homeless populations that official institutions find difficult to contact in their normal place of residence, to detect those suffering from tuberculosis and to send them to the appropriate institutions. Many screening campaigns were carried out throughout the year in extremely varied locations, demonstrating the feasibility of a study of the homeless population on many levels

**Data collection period** : Every day of the year when screening was taking place

**Collection level** : Individuals

**Data collection** : One of the first stages in the screening was the administration of questionnaires. The time available to administer the questionnaire was determined by the remaining interview time, i.e. 2 to 4 minutes. Interviews were very short, so questions based on the 'Fischer' method, which would have provided information about the respondent's network of relationships, could not be asked. As a result, the traditional method of analysis using these networks could not be used

Sampling scheme: three sets of data and two sampling methods were tested in

parallel: the 'snowball sampling' method and the 'capture-recapture' method

**Number of units interviewed** : 2 200 adults

**Duration of interviewing** : 10 minutes

**Response rate** : .

**Management of double counts** : Yes, by ex-post removal of double counts, an operation made possible by the fact that those taking part in the screening had to present their identity card (or any other administrative document certifying their identity)

**Data collection problems, data quality** : Interviews were very short, so questions based on the 'Fischer' method, which would have provided information about the respondent's network of relationships, could not be asked. As a result, the traditional method of analysis using these networks could not be used

It was not easy to define the 'homeless' category and identifying them sometimes proved difficult: did they interview some who were not homeless?

## ❖ Information available

**Size of population described** : The number of homeless in Budapest was estimated at 10 000 (Annual or daily, adults, children) (on every day of the year that screening took place)

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : 120

**Subjects covered in detail** : Demographic characteristics, sources of income, social relationships  
(3 variables or more)

**Subjects covered partially** : Qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), use of services, search for housing, children and education, diet, principal needs, ethnic origin, other: social network  
(1 or 2 variables)

**Common uses** : .

**Occasional uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, members of charities, researchers

## ❖ Data producing organisation

**Contact** : Fruzsina Albert, Beáta Dávid

**Address** : Magyar Tudomány Akadémia  
1014 Budapest  
Úri u. 49.  
Hungary

**E-mail address** : albert.fruzsina@ella.hu bea.david@ella.hu

**Most recent results published** : DÁVID Beáta, SNIJDERS, Tom A.B., 2002, "Estimating the Size of the Homeless Population in Budapest, Hungary", *Quality and Quantity*, 36 (3), pp. 291-302

**For more information** : .



<b>SHEET 27</b>	<b>Charity (NGO)</b>	<b>Hungary</b>
<b>REPORT ON THE HOMELESS IN BUDAPEST</b>		

### ❖ Presentation of the operation

- Type of operation** : **Combination of street survey and survey of users of support services**
- Data producing organisation** : Menhely Alapítvány
- Partners in the operation** : Twist Oliver Alapítvány
- Geographical field** : Budapest (population 1 775 203)
- Year of first operation** : 1999
- Frequency of operation** : One-off
- Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

- Population described** : All those living on the streets, in public places or in the various homeless hostels in Budapest
- Data collection period** : 3 February 1999
- Collection level** : Individuals
- Data collection** : Social workers and teams of street workers interviewed everyone they knew
- Number of units interviewed** : 3 000 people
- Duration of interviewing** : 20 minutes
- Response rate** : .
- Management of double counts** : No, but because the collection window was only one day, one person would have found it difficult to be in two different places on the same evening
- Data collection problems, data quality** : We think this data source is of very good quality, practically exhaustive and very relevant

**❖ Information available**

**Size of population described** : 3 000 adults (on a specific day: 3 February 2003)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 50

**Subjects covered in detail** : Demographic characteristics, social relationships  
(3 variables or more)

**Subjects covered partially** : Qualifications and training, employment, current living conditions in  
(1 or 2 variables) accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, physical health, mental health, conditions of residence (see attached document)

**Common uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible locally for housing, newspaper journalists, television journalists

**Occasional uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, those responsible for health locally, representatives of charities, researchers

**❖ Data producing organisation**

**Contact** : Peter Györi

**Address** : Menhely Alapítvány  
1088 Budapest  
Szentkirályi u 22-24  
Hungary

**E-mail address** : Gyori\_peter@yahoo.com

**Most recent results published** : Report on homelessness in Budapest

**For more information** : .

<b>SHEET 28</b>	<b>Charity (NGO)</b>	<b>Ireland</b>
<b>ANNUAL STATISTICAL DATA ON THE SERVICES RUN BY FOCUS IRELAND</b>		

### ❖ Presentation of the operation

- Type of operation** : Collection of individual data from institutions in contact with some homeless people
- Data producing organisation** : Focus Ireland
- Partners in the operation** : .
- Objectives** : To report on the activity of Focus Ireland, a charitable organisation providing services to people experiencing homelessness in Dublin
- Geographical field** : Dublin City (population 860 000)
- Year of first operation** : 2003
- Frequency of operation** : Annual
- Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

- Population described** : All adults, children and young people using Focus Ireland's day centres, and services and meal distributions run by Dublin City. The information is collected on a daily, weekly and monthly basis and entered into a database of services
- Data collection period** : Continuous
- Collection level** : Establishments
- Data collection** : Throughout the year, the services record basic demographic characteristics of all users (clients) entering into contact with them, as well as data specific to the service
- Number of units interviewed** : 4 000 people
- Duration of interviewing** : .
- Response rate** : .
- Management of double counts** : Yes, by ex-post removal of double counts using a unique reference number given to each client, and individual characteristics such as gender, DOB, marital status and family situation
- Data collection problems, data quality** : Significant effort is required to remove double counts, data stability over time is difficult to guarantee, services provided to the homeless in Dublin change from one year to the next

This is a very relevant system for analysing the activity of Focus Ireland because it measures directly interventions among the clientele of its services. On the other hand, data precision is a cause for concern because the system for removing double counts is not ideal (the use of surnames, pseudonyms or incomplete names makes it difficult). Data can be analysed on an annual, half-yearly, quarterly or monthly basis if necessary. Rudimentary comparisons over time can be produced. The information gathered is coherent in terms of socio-demographic characteristics, but less coherent in terms of client needs, because the level and quality of the information gathered varies according to the type of service. Although coverage of the services run by Focus Ireland is relatively exhaustive, the data do not provide a full panorama of the situation in Dublin because the file only contains clients of Focus Ireland

## ❖ Information available

- Size of population described** : 4 000 people (children and adults) (in one particular year)
- Type of data** : Individual data
- Units of analysis** : Individuals
- Number of variables** : 50
- Subjects covered in detail** : Demographic characteristics, current and past living conditions in accommodation facilities, sources of income, use of support services, principal needs  
(3 variables or more)
- Subjects covered partially** : Qualifications and training, employment, current living conditions in accommodation facilities, sources of income, use of support services, social relationships, living conditions of children, drug-addiction and alcoholism, needs expressed  
(1 or 2 variables)
- Common uses** : Those responsible nationally for social crisis, extreme poverty, and accommodating the homeless, those responsible locally or regionally for housing, those responsible nationally for housing, representatives of political parties
- Occasional uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, those responsible locally or regionally for the health sector, newspaper journalists, television journalists

## ❖ Data producing organisation

- Contact** : Claire Hickey
- Address** : Focus Ireland  
9-12 High Street  
Dublin 8  
Ireland
- E-mail address** : [Chickey@focusireland.ie](mailto:Chickey@focusireland.ie)
- Most recent results published** : .
- For more information** : .

<b>SHEET 29</b>	<b>Public administration</b>	<b>Ireland</b>
<b>LOCAL AUTHORITY ASSESSMENT OF HOUSING NEEDS - MARCH 2002</b>		

### ❖ Presentation of the operation

- Type of operation** : Collection of aggregate data from institutions in contact with some homeless people
- Data producing organisation** : Department of the Environment, Local government, Homeless agency
- Partners in the operation** : Local authorities
- Objectives** : To produce the information required for the implementation of housing policy
- Geographical field** : Whole country (population 3 883 000)
- Year of first operation** : 1996
- Frequency of operation** : Three-yearly
- Geographical level of distribution** : Local authorities

### ❖ Technical characteristics

- Population described** : Homeless households registered with the local authorities
- Data collection period** : .
- Collection level** : Local authorities
- Data collection** : .
- Number of units interviewed** : .
- Duration of interviewing** : .
- Response rate** : .
- Management of double counts** : Not applicable (administrative registration on a particular date)
- Data collection problems, data quality** : .

**❖ Information available**

**Size of population described** : 5 234 households (on a particular day: 28 March 2002)

**Type of data** : .

**Units of analysis** : Households

**Number of variables** : .

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : Demographic characteristics, current living conditions in accommodation facilities  
(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

**❖ Data producing organisation**

**Contact** : Pat Martin

**Address** : Office of the Minister for Housing Renewal  
Department of the Environment and Local government  
Custom House, DUBLIN 1  
Ireland

**E-mail address** : Mos@environ.irlgov.ie

**Most recent results published** : .

**For more information** : .

**SHEET 30****Charity (NGO)****Italy**

**RAPPORTO SAM-CARITAS**  
**(SAM-CARITAS REPORT)**

### ❖ Presentation of the operation

**Type of operation** : **Survey of users of support services**

**Data producing organisation** : SAM-Caritas Ambrosiana

**Partners in the operation** : .

**Objectives** : To report on the activity of Caritas and describe the characteristics of people using its services

**Geographical field** : Milan metropolitan area (population 4 051 500)

**Year of first operation** : 1995

**Frequency of operation** : Annual

**Geographical level of distribution** : Metropolitan area concerned

### ❖ Technical characteristics

**Population described** : The homeless of the metropolitan area of Milan

**Data collection period** : 1995

**Collection level** : Individuals

**Data collection** : Completed paper questionnaire

**Number of units interviewed** : 1 100 people

**Duration of interviewing** : Five minutes

**Response rate** : .

**Management of double counts** : Yes, by removal of double counts at the time of the interview

**Data collection problems, data quality** : The data are accurate, comparable, coherent and complete

**❖ Information available**

- Size of population described** : 4 000 (in a particular year: 2003)
- Type of data** : .
- Units of analysis** : .
- Number of variables** : 18
- Subjects covered in detail** : Demographic characteristics  
(3 variables or more)
- Subjects covered partially** : Qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), use of services, physical health, mental health, social relationships, victimisation, living conditions of children, children and education, drug-addiction and alcoholism, childhood and family history, imprisonment, principal needs, conditions of residence, ethnic origin  
(1 or 2 variables)
- Common uses** : Representatives of charities, newspaper journalists
- Occasional uses** : Those responsible locally for social crisis, extreme poverty, and accommodating the homeless, those responsible locally for housing, television journalists, researchers

**❖ Data producing organisation**

- Contact** : Raffaele Gnocchi
- Address** : SAM-Caritas Ambrosiana  
Via Bergamini, 10  
20 122 MILANO  
Italy
- E-mail address** : Sam.ambrosiana@caritas.it
- Most recent results published** : Caritas-Ambrosiana, 2002, Report on poverty in Milan 2002.
- For more information** : .



<b>SHEET 31</b>	<b>Research organisation</b>	<b>Italy</b>
<b>INDAGINE SULLE PERSONE SENZA FISSA DIMORA 2000 (2000 HOMELESSNESS SURVEY)</b>		

### ❖ Presentation of the operation

- Type of operation** : **Combination of street survey and survey of users of support services**
- Data producing organisation** : Centro studi e formazione sociale Fondation 'E Zancan'
- Partners in the operation** : Commissione di indagine sull'esclusione Sociale, Osseratorio Caritas, Istituto Nazionale di Statistica (ISTAT) for selection of sample
- Objectives** : To estimate for the whole of Italy the number of homeless (known as "persone senza fissa dimora"), defined as people without a permanent home, living in insecure conditions without formal or informal support appropriate to their situation
- Geographical field** : Whole country (population 56 305 568)
- Year of first operation** : 2002
- Frequency of operation** : One-off
- Geographical level of distribution** : Whole of Italy divided into major regions and categories of municipalities (small, medium, large)

### ❖ Technical characteristics

- Population described** : People living on the streets and people staying in night shelters (emergency hostels)
- Data collection period** : 14 March 2000
- Collection level** : Individuals
- Data collection** : In the sampled geographical areas, a count was taken of people living on the streets and people staying in night shelters between 18.00 and midnight. In night shelters, only gender and nationality were recorded. In the street, people were interviewed using a semi-structured questionnaire with about 10 questions
- Sampling scheme: first stage of selection: geographical areas (with a probability of one for cities with a population of more than 250 000, and a probability of less than one for towns and cities with a population of between 50 000 and 250 000 and health districts), second stage: geographical sub-strata with a probability proportional to the number of homeless estimated by agencies working in the field
- Number of units interviewed** : 13 municipalities with a population of more than 250 000; 12 municipalities with a population of between 50 000 and 250 000; 12 social health districts

**Duration of interviewing** : A few minutes

**Response rate** : Partial completion of the questionnaire was common: of the 2 668 questionnaires filled in, the question about training was only completed on 1 500 and the question on marital status on 1 800

**Management of double counts** : Not applicable: because the survey window was only a few hours, the same person was unlikely to be found in two separate sub-strata (by moving from one to the other)

**Data collection problems, data quality** : It proved very difficult to conduct surveys in parts of towns considered to be unsafe. In addition, in certain areas that were supposed to be frequented a great deal by the homeless, there were far fewer homeless than expected, at least during the window of time given over to the survey

In addition to the quantitative results that came directly from the survey and were obtained by extrapolation, 'qualitative' estimates were also made from information provided by experts on the areas concerned (these were knowledgeable sources from institutional and non-institutional environments and the survey coordinators). The final estimate is as much a summation of statements by experts gathered at different geographical levels as it is the result of a survey in the proper sense

## ❖ Information available

**Size of population described** : Between 16 000 and 18 000 people (on a particular night: 14 March 2000 (between 18.00 and midnight))

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : About 10 (semi-structured questions)

**Subjects covered in detail** : Demographic characteristics

(3 variables or more)

**Subjects covered partially** : Qualifications and training, current living conditions in accommodation facilities (duration of insecurity), social relationships

(1 or 2 variables)

**Common uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless

**Occasional uses** : Representatives of charities, researchers

## ❖ Data producing organisation

**Contact** : Tiziano Vecchiato

**Address** : Centro studi e formazione sociale Fondazione 'E Zancan'  
Via Vescovado, 66  
35141 PADOVA  
Italy

**E-mail address** : [www.fondazionezancan.it](http://www.fondazionezancan.it)

**Most recent results published** : Fondazione 'E Zancan' 2000, Indagine sulle persone senza dimora, Rapporto Finale, Settembre 2000 Commissione di indagine sull'esclusione sociale, Rapporto annuale sulle politiche contro la povertà e l'esclusione sociale 2000, Dipartimento per gli Affari sociali, Presidenza del Consiglio, Roma, 93-102

**For more information** :

<b>SHEET 32</b>	<b>Research organisation</b>	<b>Luxembourg</b>
<b>ENQUÊTE POUR LA FEANTSA (SURVEY ON BEHALF OF FEANTSA)</b>		

### ❖ Presentation of the operation

<b>Type of operation</b>	: <b>Collection of aggregate data from homeless support services</b>
<b>Data producing organisation</b>	: Centre d'Etudes de Populations, de Pauvreté et de Politiques Socio-Economiques auprès du Ministre d'Etat (CEPS/INSTEAD)
<b>Partners in the operation</b>	: FEANTSA
<b>Geographical field</b>	: Whole country (population 437 989)
<b>Year of first operation</b>	: 1996
<b>Frequency of operation</b>	: One-off
<b>Geographical level of distribution</b>	: Whole country

### ❖ Technical characteristics

<b>Population described</b>	: People staying in accommodation facilities for people with housing problems and other people
<b>Data collection period</b>	: 1996
<b>Collection level</b>	: Establishments
<b>Data collection</b>	: Questionnaire survey of all institutions (enabling aggregate data to be produced by facility), qualitative one-hour interviews with residents using a standardised grid (covering life history and movements into and out of homelessness in particular)
<b>Number of units interviewed</b>	: .
<b>Duration of interviewing</b>	: Very variable depending on work done in advance
<b>Response rate</b>	: .
<b>Management of double counts</b>	: Not applicable
<b>Data collection problems, data quality</b>	: The problems are: double counts, seasonal differences, refusals owing to lack of interest in this type of study, manual management at many centres without computer facilities  As far as the qualitative study was concerned, it was difficult to achieve a good quality level. However, the information obtained during the semi-structured interviews was more detailed and more relevant

## ❖ Information available

**Size of population described** : (In a particular year: 1996)

**Type of data** : Aggregate data by centre

**Units of analysis** : Individuals

**Number of variables** : .

**Subjects covered in detail** : Demographic characteristics, other: reason for staying in temporary accommodation  
(3 variables or more)

**Subjects covered partially** : .

(1 or 2 variables)

**Common uses** : Those responsible for housing nationally, representatives of charities, researchers

**Occasional uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible nationally for social crisis, extreme poverty and accommodating the homeless, those responsible for health nationally, representatives of charities, newspaper journalists, television journalists

## ❖ Data producing organisation

**Contact** : Monique Pels

**Address** : CEPS/INSTEAD  
Rue Emile Mark 44, B.P. 48  
L-4501 DIFFERDANGE  
Luxembourg

**E-mail address** : [Monique.pels@ceps.lu](mailto:Monique.pels@ceps.lu)

**Most recent results published** : .

**For more information** : .

**SHEET 33****Research organisation****Netherlands**

**DAKLOZEN IN DEN HAAG, ONDERZOEK NAAR OMVANG EN KENMERKEN  
VAN DE DAKLOZENPOPULATIE  
(RESEARCH INTO THE PREVALENCE AND FEATURES OF HOMELESSNESS IN THE HAGUE)**

### ❖ Presentation of the operation

- Type of operation** : Survey of users of support services
- Data producing organisation** : Trimbos Instituut
- Partners in the operation** : Municipality of The Hague
- Geographical field** : The Hague (population 441 000)
- Year of first operation** : 2000
- Frequency of operation** : One-off
- Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

- Population described** : Two categories of homeless people aged 18 and over were targeted by the survey. On the one hand, the roofless, i.e. people (1) who have slept on the streets or in public places (shopping centres, stations) for at least one night in the last 30, or (2) stayed in an emergency hostel or night shelter, or (3) stayed with friends or family without being sure they could stay there the next day, and on the other hand, the houseless, who include all those staying in hostels or residences for the homeless that don't meet the above criteria
- Data collection period** : Two periods: 5 weeks from 13 November 2000 then 5 more weeks from 15 January 2001
- Collection level** : Individuals
- Data collection** : Interviews by questionnaire were conducted face-to-face by specially trained interviewers in 25 locations identified by experts as possible venues for the homeless; of these, five were low threshold hostels for the roofless, two were general hostels, one was a day centre serving meals, two were drop-in centres including one with a room reserved for drug addicts, and 18 were residential hostels for the homeless. The aim of the survey was to question 110 roofless and 110 houseless visitors to these centres. The number of people to be interviewed in each place was proportional to the average number of users per day for centres for the roofless and the number of beds in residential accommodation centres. Interviews were conducted in two phases of 5 weeks each. Several sampling methods were used. For centres providing accommodation for the roofless, each day was subdivided into six periods of 3 hours from 06.00 to midnight, then sub-periods were selected at random provided that they matched the opening times of the centre. If there were more

than six, those present were drawn at random using a fixed drawing interval, otherwise they were contacted for the interview. In the case of the residential accommodation centre, the sampling scheme consisted of allocating survey weeks to survey locations, and dividing the number of surveys to carry out by the number of people present. This enables the calculation of a drawing interval and the selection of people, with the number of the first person to be interviewed being selected at random. A filter questionnaire on living conditions over the last 30 days meant that only those meeting the criteria described above were retained for interview. At the end of the interview, respondents received 12 Euros. Because the number of roofless women selected was too low, two additional data collection weeks were arranged, to increase their number within the sample

**Number of units interviewed** : 217 people, 25 facilities

**Duration of interviewing** : 73 minutes

**Response rate** : 80%

**Management of double counts** : Yes, by removal of double counts at the time of interview. Those being interviewed had to show an administrative document confirming their name and date of birth. This information was then compared with the identities of people who had already been interviewed. If the person had already been interviewed, the interview would not take place. This procedure was supplemented by the ex-post removal of double counts using initials, date of birth and sex

**Data collection problems, data quality** : The data are relevant, accurate, comparable, coherent and complete. However the amount of data collected regarding physical and mental state of health was insufficient. Concerning the identification of psychoses, only modules enabling the diagnosis of depression or schizophrenia were included (the nomenclature used was CIDI (Composite Diagnostic Interview, version 1)). Concerning physical aspects, the questions related to problems experienced and the complaints they led to (musculoskeletal system, respiratory problems) enabling reclassification in the categories of the international nomenclature (ICD10), but the survey did not provide for the collection of data on symptoms or pathologies. Lastly, concerning drug and alcohol use, two questions were missing that would otherwise have enabled the application of Europ-Asi definitions.

## ❖ Information available

**Size of population described** : 1 000 adults (725-1 200) (in one week in February 2001)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : 451

**Subjects covered in detail  
(3 variables or more)** : Demographic characteristics, employment, current living conditions in accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, use of support services, physical health, mental health, social relationships, drug-addiction and alcoholism, principal needs, ethnic origin, quality of life

**Subjects covered partially  
(1 or 2 variables)** : Qualifications and training, victimisation, imprisonment

**Common uses** : .

**Occasional uses** : .

**❖ Data producing organisation**

**Contact** : Judith Wolf

**Address** : Trimbos Instituut  
Postbus 725  
3500 Utrecht  
Netherlands

**E-mail address** : [Jwolf@trimbos.nl](mailto:Jwolf@trimbos.nl)

**Most recent results published** : Wolf J., Zwikker M., Nicholas S., Bakel Hv., Reinking D., Leiden Iv . Op achterstand. Een onderzoek naar mensen in de marge van den Haag. Utrecht: Trimbos-Instituut, 2002

**For more information** : .

<b>SHEET 34</b>	<b>Charity (NGO)</b>	<b>Netherlands</b>
<b>REGISTRATIEGEGEVENS FEDERATIE OPVANG</b> <b>(INFORMATION SYSTEM ON CLIENTS OF HOSTELS)</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of individual data from institutions in contact with some homeless people

**Data producing organisation** : Federatie Opvang

**Partners in the operation** : Ministry of Health, Social Services and Sport

**Objectives** : To create a national information system to manage accommodation facilities: number of clients, duration of stay, number of refusals of admission. The information produced is presented alongside external data, in particular the budget allocated to each establishment and the number of staff

**Geographical field** : Whole country (population 16 146 123)

**Year of first operation** : 1994

**Frequency of operation** : Annual

**Geographical level of distribution** : Regions

### ❖ Technical characteristics

**Population described** : Clients of different accommodation facilities subsidised by the State: hostels and residences specifically for women and other centres (crisis centres, centres for the homeless, non-specialised accommodation centres). Centres that are not subsidised by the State are not part of the field of the operation (they represent about 60 establishments)

**Data collection period** : Continuous

**Collection level** : Establishments

**Data collection** : Throughout the year, facilities use a standardised data entry and transmission software (KLIMOP) to send Federatie Opvang three types of information: the individual characteristics of candidates for admission, and any reasons for refusal (admission form), the individual characteristics of those actually admitted, including the date and circumstances of their arrival at the institution (admission form), and finally their departure date and next place of residence (departure form). The software is also used for local management, because it provides for the entry of personal data that is not sent to Federatie Opvang (consultation, medical treatment, etc.)

**Number of units interviewed** : 260 facilities



- Duration of interviewing** : 10 minutes
- Response rate** : 95% of establishments
- Management of double counts** : No (except for refusals of admission by means of a national registration number) (point for clarification)
- Data collection problems, data quality** : In short-term centres, the residents do not give their registration number. In addition, when admission is refused, the candidate may be reticent about replying to all the questions asked. Lastly, multiple entries to centres can lead to double counts if they occur more than a week apart
- The statistic relates to stays and not individuals. Ultimately double counts should be removed to produce data on individuals

## ❖ Information available

- Size of population described** : 26 000 stays annually (19 000 adults, 7 000 children), in 2001
- Type of data** : Individual data
- Units of analysis** : Adults, children
- Number of variables** : 60
- Subjects covered in detail (3 variables or more)** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, sources of income, use of support services, past living conditions (length of stay in hostels), physical health, mental health, social relationships, victimisation, drug-addiction and alcoholism, conditions of residence, prostitution
- Subjects covered partially (1 or 2 variables)** : Search for housing, living conditions of children, imprisonment
- Common uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, those responsible nationally for social crisis, extreme poverty and accommodating the homeless, representatives of political parties, newspaper journalists, television journalists, researchers
- Occasional uses** : Those responsible for housing nationally, those responsible for the health sector nationally

## ❖ Data producing organisation

- Contact** : Maria Decock
- Address** : Federatie Opvang  
Kromme Nieuwegracht 7  
NL - 3512 HC UTRECHT  
Netherlands
- E-mail address** : Mdecock@opvang.nl
- Most recent results published** : Federatie Opvang, 2002, De Maatschappelijke Opvang in Figuren en Cijfers: 2002
- For more information** : <http://www.fo-stvkennisnet.nl>

<b>SHEET 35</b>	<b>Charities (NGO) and public administrations</b>	<b>Poland</b>
<b>PORTRET ZBIOROWOSCI LUDZI BEZDOMNYCH WOJEWÓDZTWA POMORSKIEGO</b> <b>(COLLECTIVE PORTRAIT OF HOMELESS PEOPLE IN THE PROVINCE OF POMERANIA)</b>		

### ❖ Presentation of the operation

- Type of operation** : **Combination of street survey and survey of users of support services**
- Data producing organisation** : Pomorskie Forum na rzecz Wychodzenia z Bezdomnosci
- Partners in the operation** : Ministry of Employment and Social Policy, Department of Social Policy of the province of Pomerania.
- Objectives** : The main objective of the research was to count the number of homeless living in the Province of Pomerania. But it was also important to find out the sociodemographic characteristics of the homeless community. It was a question of making contact with people outside the social protection system and giving them information on the support available.
- Geographical field** : Province of Pomerania (population 2 198 322)
- Year of first operation** : 2001
- Frequency of operation** : One-off (may be repeated)
- Geographical level of distribution** : District (municipality)

### ❖ Technical characteristics

- Population described** : Homeless people living in accommodation centres, hostels or institutions for the homeless (around forty institutions) or sleeping outside or in places not meant for human habitation (canals, makeshift shelters constructed by the homeless, old disused buildings, streets, bridges, car parks, public parks, shopping centres, stations, underground stations, vehicles). The research concerned all the homeless population – men, women and children
- Data collection period** : 12 December 2001
- Collection level** : Individuals
- Data collection** : Data collection took place in winter, the time of year when the greatest number of homeless are living in hostels. 250 patrols consisting of social workers, and national and municipal police participated in the data collection, which began at 20.00 and ended at 02.00. All institutions responsible for the homeless participated in the research, with staff interviewing those present on 12 December. The research involved the participation of around 40 day centres for the homeless, more than 120 institutions from the social welfare sector, the national and municipal police, railway security services, a group of volunteers, representatives from the railways, district offices, organisations providing

support for drug addicts, general and psychiatric hospitals, health centres and prisons. Preparation for the research took six months. Three different questionnaires were used, one for adults and one for children contacted in institutions on 12 December, and a third for people contacted outside, in places not meant for human habitation, in hospitals and prisons. Before 12 December, a team of 13 coordinators was assembled in each district, and the places where the homeless may sleep were inspected in advance. The research was presented in the media (television, radio, newspapers). A freephone line was used to gather information about the places where the homeless sleep

**Number of units interviewed** : 2 144 people

**Duration of interviewing** : 10 minutes

**Response rate** : .

**Management of double counts** : No, but because the collection window was only a few hours, one person would have found it difficult to be in two different places on the same evening

**Data collection problems, data quality** : A few questionnaires are not properly filled in

## ❖ Information available

**Size of population described** : 2 144 (2 021 adults, 123 children) 2001 (on a particular night: 12 December 2001)

**Type of data** : Individual data

**Units of analysis** : Adults and children

**Number of variables** : .

**Subjects covered in detail** : Demographic characteristics

(3 variables or more)

**Subjects covered partially** : Qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, use of support services, search for housing, health, social relationships, children and education, ethnic origin

(1 or 2 variables)

**Common uses** : Those responsible locally for social crisis, extreme poverty and accommodating the homeless, those responsible for health locally, representatives of charities, researchers

**Occasional uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, those responsible locally for housing, newspaper journalists, television journalists

## ❖ Data producing organisation

**Contact** : Dr Anna Duracz-Walczak

**Address** : Pomorskie Forum na rzecz Wychodzenia z Bezdomnosci  
80-245 Gdansk  
ul Przytockiego 4  
Poland

**E-mail address** : Forum\_bezdomnosc@pocztaonet.pl

**Most recent results published** : .

**For more information** : .

<b>SHEET 36</b>	<b>National statistics institute</b>	<b>Spain</b>
<b>ENCUESTA SOBRE LAS PERSONAS SIN-HOGAR (2003-2004)</b> (SURVEY OF HOMELESS PERSONS, 2003-2004)		

### ❖ Presentation of the operation

**Type of operation** : Collection of aggregated data from services providing help to homeless persons

**Data producing organisation** : Instituto Nacional de Estadística

**Partners in the operation** : Dirección General de Acción Social, del Menor y de la Familia, del Ministerio de Trabajo y Asuntos Sociales. Universidad Pontificia de Comillas

**Objectives** : Describe the network of assistance provided to homeless persons in Spain : estimate the number of accommodation centres and hot-meal distribution services, show their geographical distribution, mode of financing and organisation. Provide information about the users of this network. Eventually, the aim is to repeat the exercise at regular intervals.

**Geographical field** : National territory (41 000 000 inhabitants)

**Year of first operation** : Winter 2003-2004

**Frequency of operation** : Occasional operation

**Geographical level of distribution** : National territory

### ❖ Technical characteristics

**Population described** : Accommodation centres and hot-meal distribution services

**Data collection period** : Between 8th November 2002 and 5th March 2003

**Collection level** : Establishments

**Data collection** : There is no official register in Spain of organisations providing assistance. INE relied upon the work of Caritas and the Universidad Pontificia de Comillas in Madrid in 1999 (cf. sheet 37) to undertake an initial inventory in June 2003, which was transmitted to INE regional offices and completed with the help of NGO and local social assistance services. In September 2003 the register contained 752 establishments. After checking and validation, the register comprised 619 establishments.

For economic reasons, these establishments were interviewed via a postal questionnaire. The questions covered the average situation during the course of 2002 and on the specific situation as at 5<sup>th</sup> November 2003.

<b>Number of units interviewed</b>	: 555 establishments
<b>Duration of interviewing</b>	: .
<b>Response rate</b>	: 90%
<b>Management of double counts</b>	: Separate estimation of persons using accommodation centres and hot meal distribution services on an average day in 2002, and point-in-time estimations on 5th November 2003
<b>Data collection problems, data quality</b>	:

## ❖ Information available

<b>Size of population described</b>	: 410 accommodation centres hosting 9 784 persons on 5 <sup>th</sup> November 2003 387 establishments offering at least 1 meal per day (of which 298 also offer accommodation), 39 086 meals were served on 5 <sup>th</sup> November 2003
<b>Type of data</b>	: aggregate data
<b>Units of analysis</b>	: Assistance services and individuals
<b>Number of variables</b>	: c.100
<b>Subjects covered in detail (3 variables or more)</b>	: For the establishments : capacity, share of public/private funding, opening period, occupancy level, human resources (share of volunteer/salaried staff)
<b>Subjects covered partially (1 or 2 variables)</b>	: For the users : types of difficulty encountered, profiles (women with children, immigrant, drug-addict,...)
<b>Common uses</b>	:
<b>Occasional uses</b>	: .

## ❖ Data-producing organisation

<b>Contact</b>	: Mr Pedro Ruiz Salvador
<b>Address</b>	: Instituto Nacional de Estadística Paseo de la Castellana, 183 28071 – Madrid
<b>E-mail address</b>	: <a href="mailto:pruizsal@ine.es">pruizsal@ine.es</a>
<b>Most recent results published</b>	: Survey of homeless persons “Encuesta sobre las personas sin hogar”, INE, May 2004
<b>For more information</b>	:

<b>SHEET 37</b>	<b>Research organisation/Charity (NGO)</b>	<b>Spain</b>
<b>LA ACCION SOCIAL CON PERSONAS SIN HOGAR EN ESPANA (SOCIAL ACTION AGAINST HOMELESSNESS IN SPAIN)</b>		

### ❖ Presentation of the operation

- Type of operation** : Collection of aggregate data from homeless support services
- Data producing organisation** : Universidad Pontificia Comillas Madrid/Caritas Espagne
- Partners in the operation** : .
- Objectives** : The purpose of this study was to describe and analyse in detail social action to help the homeless (sin hogar) in Spain. Its aim was to collate as much information as possible on the homeless and the help on offer to them in Spain, and to create a database of hostels, including the addresses and capacity of hostels responding to the survey
- Geographical field** : Whole country (population 41 000 000)
- Year of first operation** : 1999
- Frequency of operation** : One-off
- Geographical level of distribution** : Whole country

### ❖ Technical characteristics

- Population described** : People staying in publicly-run hostels or hostels run privately (by charities) with an attempt at estimating the number of people living on the streets
- Data collection period** : .
- Collection level** : Establishments (and experts)
- Data collection** : Two surveys: survey of experts with a good knowledge of the problem; survey of hostels and support centres for the homeless. Surveys were conducted at the centres during 1999. Information compared with statements by experts taken during the preparatory survey of experts. Synthesis. Within the hostels, with collation at U.P. Comillas. Information at hostel level with additional questions on the size of the homeless population in the region where the hostel is located. Attempt at extrapolation of the responses collected to adjust for non-responses
- Number of units interviewed** : 55 experts, 450 facilities
- Duration of interviewing** : .
- Response rate** : 67% of centres

- Management of double counts** : Problem mentioned but not dealt with in any depth
- Data collection problems, data quality** : The very pragmatic approach (see note) involved making two or more estimations from information in different places on the questionnaire. The comparison of the estimates and the attempt to explain any differences led to the selection of an intermediate figure, which seems more likely
- Heavy involvement of Caritas to obtain responses from the centres

## ❖ Information available

- Size of population described** : Around 9 000 at the centres and a maximum of 10 000 on the streets (on a particular day: 8 000 at centres, 3 000 on the streets) (in a particular year: 1999)
- Type of data** : Aggregate data
- Units of analysis** : Individuals
- Number of variables** : 80
- Subjects covered in detail (3 variables or more)** : Type of assistance (meals, accommodation, etc.), type of users with characteristics (age, sex, etc.); characteristics of staff providing support, etc.
- Subjects covered partially (1 or 2 variables)** : Duration of stays; assessment of the quality of the support and any areas for improvement, proposals for political action; funding of centres
- Common uses** : Basis for social and political action
- Occasional uses** : .

## ❖ Data producing organisation

- Contact** : Pedro Cabrera
- Address** : Universidad Pontificia Comillas Madrid, Escuela Universitaria de Trabajo Social  
Facultad de Ciencias Humanas y Sociales  
- C/ Universidad Comillas, 3. 28049 Madrid Spain
- E-mail address** : Pcabrera@chs.upco.es
- Most recent results published** : Caritas Espagne, 2000, La accion social con personas sin hogar en Espana, Edita Caritas espanola año 2000. 213 paginas
- For more information** : 27-page synthesis (in Spanish) with questionnaires from the two surveys

<b>SHEET 38</b>	<b>Research organisation</b>	<b>Spain</b>
<p><b>FACTORES PSICOSOCIALES QUE INCIDEN EN LA SITUACIÓN DE PERSONA SIN HOGAR</b>  <b>(PSYCHO-SOCIAL FACTORS RELEVANT TO THE SITUATION OF THE HOMELESS)</b></p>		

### ❖ Presentation of the operation

- Type of operation** : Survey of users of support services
- Data producing organisation** : Universidad Complutense, Facultad de Psicología
- Partners in the operation** : Department of Science and Education
- Geographical field** : Madrid (population 2 938 723)
- Year of first operation** : .
- Frequency of operation** : One-off
- Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

- Population described** : Homeless users of hostels and hot meal distribution services and people 'at risk' who use these services for the homeless but have their own home
- Data collection period** : .
- Collection level** : Individuals
- Data collection** : Respondents were selected at random and interviewed face-to-face using a questionnaire
- Number of units interviewed** : 289 people
- Duration of interviewing** : 60 minutes
- Response rate** : .
- Management of double counts** : Yes, using weighting taking account of multiple usage of support services
- Data collection problems, data quality** : Because there were no interpreters, people who did not speak Spanish are not represented in the sample. Furthermore, not all the information needed for follow-up of the operation was collected
- Data is very representative; a study of coverage showed that in Madrid, 95% of the homeless used support services



## ❖ Information available

- Size of population described** : (An average day of a specific month)
- Type of data** : Individual data
- Units of analysis** : .
- Number of variables** : 450
- Subjects covered in detail** : Demographic characteristics, qualifications and training, employment, current living conditions in accommodation facilities, past living conditions (length of stay in centres, on the streets, with parents)\*\*), sources of income, use of support services\*\*\*), search for housing, physical health, mental health, social relationships, victimisation, drug-addiction and alcoholism, diet, childhood and family history, principal needs
- (3 variables or more)**
- Subjects covered partially** : Children and education, imprisonment, military experiences, conditions of residence
- (1 or 2 variables)**
- Common uses** : Researchers
- Occasional uses** : Newspaper and television journalists

## ❖ Data producing organisation

- Contact** : Manuel Muñoz López and Carmelo Vázquez
- Address** : Universidad Complutense, Facultad de Psicología  
Campus de Somosaguas, s/n  
28 223 MADRID  
Spain
- E-mail address** : [mmunoz@psi.ucm.es](mailto:mmunoz@psi.ucm.es)
- Most recent results published** : Muñoz, M., Vázquez, C., Bermejo, M., & Vázquez J.J., "Stressful life events in homelessness: quantity, types, moment of occurrence and perceived causality", *Journal of Community Psychology*, n 1, 73-87
- For more information** : .

<b>SHEET 39</b>	<b>Public administration</b>	<b>Sweden</b>
<b>HEMLÖSA I SVERIGE 1999 VILKA ÄR DE OCH VILKEN HJÄLP FÅR DE ?</b> <b>(THE HOMELESS IN SWEDEN 1999 WHO ARE THEY AND WHAT HELP DO THEY GET?)</b>		

### ❖ Presentation of the operation

- Type of operation** : Collection of individual data from institutions in contact with some homeless people
- Data producing organisation** : Socialstyrelsen (National Directorate for Public Health and Social Services in Sweden)
- Partners in the operation** : .
- Objectives** : At the government's request, the National Directorate of Public Health and Social Services in Sweden has to take a census of the homeless in Sweden and report on initiatives undertaken to assist them. This census is a follow-up to the census taken in 1993
- Geographical field** : Whole country (population 8 861 426)
- Year of first operation** : 1993
- Frequency of operation** : Repeated twice (may be repeated again)
- Geographical level of distribution** : Municipality concerned

### ❖ Technical characteristics

- Population described** : Homeless people living in Sweden who are known to the municipalities, county councils (councils, detention or probation centres, medical centres and/or voluntary organisations). Definition: in this study, a homeless person is a person without housing (either of their own or rented) and who is not living permanently with another person or renting their home as a sub-tenant of another person, and who has alternative temporary accommodation or lives on the streets. Those living in prison or registered in an establishment run by social services, SIS (the state institution body) or the health sector are included if they are due to be released or to leave within the three months following the data collection week, if no accommodation is available for them when they go. The definition of homeless also includes those staying temporarily with friends if they have had contact with the organisations taking part in the survey during the data collection week because they were homeless
- Data collection period** : 19 to 25 April 1999
- Collection level** : Social services

- Data collection** : The National Department for Public Health and Social Services of Sweden asked all local councils, county councils, detention and probation centres, medical centres and/or voluntary organisations for information on homeless people known to them. Practically all the local councils, probation authorities and larger voluntary organisations responded. However, the response rate was slightly lower among the other organisations. Respondents filled in one questionnaire for each known homeless person
- Number of units interviewed** : .
- Duration of interviewing** : .
- Response rate** : .
- Management of double counts** : Yes, by ex-post removal of double counts using the national identity number and date of birth. People were also asked to give their initials for an additional check in the absence of their identity number or if the number was incomplete
- Data collection problems, data quality** : Generally the quality of this source of data is fairly good. The questionnaire was favourably received by the local councils and voluntary organisations, which are familiar with this type of study. The high response rate also contributed to the quality of the data. This type of data has obvious limitations. One of these is the fact that the number of people counted among the homeless is linked to the amount of contact local authorities, voluntary organisations, etc. have with the different groups, which depends on social services legislation and practices. It could very well be that some homeless people never have any contact with either local authorities or voluntary organisations, so they are never taken into consideration. In some cases, it could be that those most affected are being missed. Another limitation is that this type of data reflects the points of view and opinions of the social services and voluntary organisations, and gives no room to the opinions of the homeless themselves

## ❖ Information available

- Size of population described** : 8 440 people (one specific week: week 16 of 1999)
- Type of data** : Individual data
- Units of analysis** : Individuals
- Number of variables** : .
- Subjects covered in detail** : .
- (3 variables or more)**
- Subjects covered partially** : Demographic characteristics, employment, current living conditions in accommodation facilities, past living conditions (length of stay in hostels, on the streets, with parents), sources of income, use of support services, physical health, mental health, living conditions of children, drug-addiction and alcoholism, imprisonment, ethnic origin
- (1 or 2 variables)**
- Common uses** : Those responsible nationally for social crisis, extreme poverty and accommodating the homeless, representatives of charities, members of political parties, newspaper journalists, television journalists
- Occasional uses** : Those responsible nationally for social crisis, extreme poverty, and accommodating the homeless, those responsible nationally for housing, those responsible locally for health, researchers

❖ **Data producing organisation**

**Contact** : Martin Börjeson

**Address** :  
SE-106 30 STOCKHOLM  
Sweden

**E-mail address** : [Martin.borjeson@sos.se](mailto:Martin.borjeson@sos.se)

**Most recent results published** : HOLMBERG et al., 2000, *Sweden's homeless 1999. Who are they and what help do they get?* Stockholm, Socialstyrelsens kundtjänst.

**For more information** : [http://www.sos.se/cgi-bin/MsmGo.exe?grab\\_id=19715494&CFGNAME=MssFindSV%2Ecfg&host\\_id=1&page\\_id=7870&query=heml%F6s&hiword=HEML%D6S+](http://www.sos.se/cgi-bin/MsmGo.exe?grab_id=19715494&CFGNAME=MssFindSV%2Ecfg&host_id=1&page_id=7870&query=heml%F6s&hiword=HEML%D6S+)

<b>SHEET 40</b>	<b>National statistics institute</b>	<b>United Kingdom</b>
<b>SURVEY OF ENGLISH HOUSING 1994-1995</b>		

### ❖ Presentation of the operation

**Type of operation** : 'Household' survey including retrospective questions on homelessness

**Data producing organisation** : Office of Population Censuses and Surveys Social Survey Division

**Partners in the operation** : The Development Department

**Objectives** : The objectives of the 1994-1995 survey were to provide key data on private sector and social housing (size, characteristics), occupancy status, people's opinions about their living conditions and area. Questions were introduced in the 1994-1995 and 1995-1996 surveys that would be used to estimate the number of people who had been homeless

**Geographical field** : England (population 1 810 472)

**Year of first operation** : 1993 (one-off introduction of questions about the experience of being homeless in 1994-1995, 1995-1996)

**Frequency of operation** : One-off (from the point of view of retrospective questioning); may be repeated

**Geographical level of distribution** : Standard regions

### ❖ Technical characteristics

**Population described** : Heads of households saying that they have experienced homelessness at least once during the last 10 years

**Data collection period** : From April 1994 to March 1995

**Collection level** : Households (heads of households)

**Data collection** : Sample design: dimensions over time: repeated cross-sectional study: sampling process: random sample stratified in several stages. Data collection method: face-to-face interview: use of CAPI

**Number of units interviewed** : 433 respondents (out of 20 000) had been homeless during the last 10 years

**Duration of interviewing** : .

**Response rate** : 71%

**Management of double counts** : Yes

**Data collection problems, data quality** : The questions were only addressed to heads of households, so data were not representative for women. No questions were included about the duration of the homelessness. The survey field excludes individuals living in institutions. Lastly, the meaning of the term 'homeless' can vary from one group of respondents to another

## ❖ Information available

**Size of population described** : 4.3% of heads of households said that they had been homeless at some time in the last 10 years (April 1994-March 1995 (during the last 10 years))

**Type of data** : Individual data

**Units of analysis** : Households

**Number of variables** : Three variables are linked with the experience of being homeless

**Subjects covered in detail** : The Survey of English Housing contains a core of factual questions which remain largely unchanged from year to year, covering tenancy agreements, habitat, housing costs, difficulty in paying mortgage or rent, residential history, intention to move and type of housing desired. The survey also contains a set of attitudinal questions, most of which change each year  
**(3 variables or more)**

**Subjects covered partially** : .

**(1 or 2 variables)**

**Common uses** : Researchers

**Occasional uses** : Newspaper journalists

## ❖ Data producing organisation

**Contact** : Edward Kafka

**Address** : HDS5 - Survey of English Housing, Office of the Deputy Prime Minister  
Zone 1/H1, Eland House, Bressenden Place  
LONDON SW1E 5DU  
United Kingdom

**E-mail address** : Edward.kafka@odpm.gsi.gov.uk

**Most recent results published** : Burrows, R., 1997, "The Social Distribution of the Experience of Homelessness", in R. Burrows, N. Pleace and D. Quilgars (eds) *Homelessness and Social Policy* London: Routledge, pp 50-68.

**For more information** : <http://www.vupsv.cz/e-zaklad2.htm>

**SHEET 41****Regional statistics institute****United Kingdom****SCOTTISH HOUSEHOLD SURVEY 2001-2002 (SHS)****❖ Presentation of the operation****Type of operation** : 'Household' survey including retrospective questions on homelessness**Data producing organisation** : Statistical service of the Scottish Executive**Partners in the operation** : System Three Scotland, MORI Scotland, NFO System**Objectives** : The survey is designed to provide representative information on the composition, characteristics and behaviour of Scottish households at national and sub-national level. The survey covers a wide range of subjects to enable links to be made between different areas of public policy. Particular attention is paid to the policy areas of social justice and transport. New questions have been introduced to enable an estimate to be made of the number of people who have been homeless during their lifetime**Geographical field** : Scotland (population 5 062 011)**Year of first operation** : 1999**Frequency of operation** : Two-yearly (continuous survey)**Geographical level of distribution** : Region concerned**❖ Technical characteristics****Population described** : Adults who have experienced homelessness. Homelessness is defined as having "lost your home with no alternative accommodation to go to". Another population described is people who have had to 'sleep rough' because they were homeless**Data collection period** : .**Collection level** : Households and adults within households**Data collection** : Sample design: the structure of the survey is a continuous cross-sectional survey, each complete sample being covered over the course of two years. The sample being drawn is from the small user file of the Postcode Address File. To allow sufficient disaggregation of the survey results, an achieved sample of approximately 31 000 households over two years is required. The sample in each quarter is geographically representative so that statistically reliable results for Scotland as a whole are available for each quarter. The highest income householder, or his/her partner/spouse, is interviewed face-to-face about themselves and other members of the household. In addition, a randomly selected adult member of the same household aged 16 or over (who may, by chance, be the same person) is interviewed on other topics. In this way, results

from the survey are representative of both Scottish households *and* individuals. CAPI is being used to collect the survey data

**Number of units interviewed** : 568 respondents (out of 14 857) have been homeless at some time

**Duration of interviewing** : 42-45 minutes

**Response rate** : 67% of valid addresses and 64% (second part of the interview)

**Management of double counts** : Yes

**Data collection problems, data quality** : No questions were included about the duration of the homelessness. The survey field excludes individuals living in institutions, in bed-and-breakfast accommodation and in temporary housing. The SHS relates to past episodes, but there may be people among those being interviewed who are actually homeless at the time of the survey, in particular those staying with third parties when the survey is carried out. Lastly, the meaning of the term 'homeless' can vary from one group of respondents to another

## ❖ Information available

**Size of population described** : 3% of adults have experienced homelessness at some time

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : Four variables are linked with the experience of being homeless

**Subjects covered in detail** : Part one: composition of the household, status of occupancy, vehicles owned, access to public transport, employment status of the reference person, household income, savings, loans, debts. Part two: education, qualifications, perception of the local neighbourhood, experience of crime and concern about being a victim, use of transport, perception of local services, health, volunteering, employment status, personal income  
**(3 variables or more)**

**Subjects covered partially** : Experience of homelessness (from 2001), number of times in last 5 years, whether applied to Council because of homelessness, whether ever had to sleep rough  
**(1 or 2 variables)**

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Project Manager

**Address** : The Scottish Household Survey  
Social Research, Scottish Executive, 1-F, Victoria Quay,  
EDINBURGH EH6 6QQ  
United Kingdom

**E-mail address** : SHS@scotland.gsi.gov.uk

**Most recent results published** : Dudleston, A., Hope, S., Littlewood, A., Martin, C., Ormston, R., Scotland's People: Results from the 2001 Scottish Household Survey, Volume 5: Annual Report, A Scottish Executive National Statistics Publication

**For more information** : <http://www.scotland.gov.uk/library5/society/spv5-08.asp>  
<http://www.scotland.gov.uk/library5/society/spv6-00.asp>



<b>SHEET 42</b>	<b>Research organisation</b>	<b>United Kingdom</b>
<b>SEVERE HOUSING NEED IN TORBAY (1999)</b>		

### ❖ Presentation of the operation

- Type of operation** : Survey of users of support services
- Data producing organisation** : University of Plymouth, Department of Sociology
- Partners in the operation** : Torbay Borough Council (local authority)
- Geographical field** : Torbay (population 129 702)
- Year of first operation** : .
- Frequency of operation** : .
- Geographical level of distribution** : .

### ❖ Technical characteristics

**Population described** : People who are homeless during the period of study, i.e. those without a permanent home: a place where they can stay as long as they want, with at least one room, and which can be locked. People in the following situations were counted as homeless: people staying in a hostel, in a bed and breakfast, sleeping rough or in squats, staying temporarily with friends, staying in non-residential institutions such as hospitals for lack of any other form of accommodation, people staying in institutions for those excluded from housing or unable to find another form of housing (i.e. residents of young offenders institutions or refuges for battered women)

**Data collection period** : .

**Collection level** : Individuals

**Data collection** : The 'capture-recapture' method was used to enumerate people considered to be homeless, during three periods of one week each, in summer, spring and winter

Sample design: this method uses the information gathered from individuals sampled several times to estimate the hidden population and the total homeless population. The technique is based on the principle of several estimations of the same population carried out independently of each other. This is made possible by the existence of two sources of data representing more or less the same population, and by the ability to carry out the survey at two different times during the same period. To estimate the size of the population N, the researcher needs to know the number of people observed

during the first enumeration N, the number of people observed during the second (N and subsequent enumerations) and the number of people observed during the first two enumerations (or each of the following samplings)

**Number of units interviewed** : .

**Duration of interviewing** : .

**Response rate** : .

**Management of double counts** : .

**Data collection problems, data quality** : The count of people sleeping rough was carried out essentially for political reasons, but the data are not sufficiently reliable to be published. Better estimates are available from specialist services. Similarly, no estimate has been given for the population sleeping in squats or staying temporarily with friends

### ❖ Information available

**Size of population described** : .

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : .

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : .

(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

### ❖ Data producing organisation

**Contact** : Malcolm Williams

**Address** : University of Plymouth, Department of Sociology  
Drake Circus  
PLYMOUTH PL4 8AA  
United Kingdom

**E-mail address** : Mwilliams@plymouth.ac.uk

**Most recent results published** : WILLIAMS, Malcolm, 1999, "Using 'Capture-Recapture' to Estimate the size of the Homeless Population", in Aramov, D (ed.) Coping With Homelessness: Issues to be Tackled and Best Practices in Europe. Aldershot: Ashgate

**For more information** : .

<b>SHEET 43</b>	<b>Public administration</b>	<b>United Kingdom</b>
<b>COUNT OF PEOPLE SLEEPING ROUGH</b>		

### ❖ Presentation of the operation

**Type of operation** : **Collection of aggregate data from municipalities**

**Data producing organisation** : Rough Sleepers Unit (Office of the Deputy Prime Minister)

**Partners in the operation** : Local Authority Housing Departments, Contact and evaluation teams.

**Objectives** : To evaluate the results of the policy to reduce the number of homeless sleeping rough. The aim was to reduce by two-thirds the number of homeless sleeping rough between 1999 and 2002

**Geographical field** : England (population 49 138 831)

**Year of first operation** : 1998

**Frequency of operation** : Annual

**Geographical level of distribution** : Local authorities

### ❖ Technical characteristics

**Population described** : People sleeping or settled for the night in the open air, whether on the street, in doorways, in parks or bus shelters, in buildings or other places not meant for human habitation (such as barns, sheds, cars, boats or abandoned stations)

**Data collection period** : .

**Collection level** : Local authorities

**Data collection** : Once or twice a year, the local authority conducts an enumeration of homeless people sleeping outside on a particular night. The count is published once a year, using the latest figures. Local authorities that know or estimate that they have more than ten homeless people sleeping in places not meant for human habitation must carry out a census every year to check, and those with more than twenty must carry out at least two per year. Charities help to organise the collection of data, where necessary. The methodology was developed by voluntary associations such as Shelter in the early 1990s, and was tested and improved through independent research. The methodology has now been used nationally for the last five years

**Number of units interviewed** : 60 to 70 local authorities (the others count only very few people sleeping rough)

**Duration of interviewing** : Not applicable

**Response rate** : .

**Management of double counts** : Not applicable (count on one particular day)

**Data collection problems, data quality** : .

## ❖ Information available

**Size of population described** : 596 (on a particular night for each local authority)

**Type of data** : Aggregate data for each local authority

**Units of analysis** : Individuals

**Number of variables** : None

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : .

(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Hannah Saunders

**Address** : Office of the Deputy Prime Minister  
Eland House, Bressenden Place  
LONDON SW1E 5DU  
United Kingdom

**E-mail address** : [Hannah.Saunders@odpm.gsi.gov.uk](mailto:Hannah.Saunders@odpm.gsi.gov.uk)

**Most recent results published** : Homelessness Directorate 2002, Estimate of the Number of People Sleeping Rough in England: 1988-2002

**For more information** : .

<b>SHEET 44</b>	<b>Research organisation/Public administration</b>	<b>United Kingdom</b>
<b>THE CORE (CONTINUOUS RECORDING) SYSTEM (ENGLAND)</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of individual data from institutions in contact with some homeless people

**Data producing organisation** : Joint Centre for Scottish Housing Research (JCSHR) (belongs to University of St Andrews and University of Dundee)

**Partners in the operation** : The contract to manage the study is with Housing Corporation and the Office of the Deputy Prime Minister (ODPM), the National Housing Federation, local authorities and Housing Associations are all involved in steering the CORE project through the Advisory Group and similar meetings

**Objectives** : The CORE project: monitoring the changing household and dwelling characteristics of housing association tenants in England. CORE data forms an invaluable source of information on a range of issues related to Housing Association new lets and purchases. The data collected are a valuable resource at both national and local levels, providing accurate and standardised information.

Local authorities joined the CORE system from April 2004. At the local level, participating authorities will be able to use the dataset to examine important differences between the housing association and council housing sectors. Authorities will also be able to use the data to demonstrate that they are meeting their obligations under housing legislation. Nationally, the data will be used to plan the delivery of the government's commitment to achieve a better balance between housing supply and demand (ODPM PSA 5).

**Geographical field** : England (population 49 138 831)

**Year of first operation** : 1989 (Housing Associations) ; 2004 (Housing Associations and Local Authorities)

**Frequency of operation** : Annual

**Geographical level of distribution** : Local authorities

However, licenced users of the CORE data set can examine the data at Enumeration District level, bearing in mind data protection guidelines.

❖ **Technical characteristics**

**Population described** : Registered and non-registered housing association and local authority tenants

**Data collection period** : Continuous

**Collection level** : Any housing association with more than 250 units or 250 bedspaces is required by the Housing Corporation to complete CORE logs fully and accurately (for local authorities participation is currently voluntary).

**Data collection** : CORE comprises two separate logs: lettings and sales (between January 1996 and March 2004 information on lettings in supported housing was collected on a separate log but this is now incorporated into the Lettings log). Local authorities started recording lettings using CORE from April 2004. Social landlords are asked to complete a 'log' for each letting or sale. JCSHR supplies forms (logs), batch header forms and manuals. The logs must be sent to JCSHR at least once a month and within four weeks of the date of tenancy or agreement commencement. The logs must be accompanied by a batch header form. Training is provided by RMC Consultancy.

Landlords need have administrative systems that ensure the logs are completed accurately, and are checked before being sent to the JCSHR. The CORE team, at the JCSHR, checks the logs for errors and data quality assessors may follow up queries by telephone with the person whose name appears on the batch header form.

CORE logs record a wide range of data on both the household and property each time a letting or sale is made. The logs are sent monthly to JCSHR where they are validated. JCSHR supplies data to the Housing Corporation, ODPM, NHF, and social landlords for their own use.

**Number of units interviewed** : More than 650 housing associations recorded 160,000 general needs and 70,000 supported lettings. The sales log is used by 350 housing associations and collects information on more than 20,000 sales per year.

**Duration of interviewing** : n.a.

Of the 28 questions on the lettings log, only Questions 3-12 need to be answered by the tenant at an interview. The remaining questions can be completed separately from the property and application records.

**Response rate** : As CORE participation is voluntary for local authorities, non-respondents are not counted.

Housing associations' participation is evaluated on a quarterly basis. In each quarter, there are usually a few associations (perhaps 10) that have not submitted any data for that quarter. This is often because of staff turnover or technical problems. However, these associations almost always send the data in later, and before the end of year final deadline. Only in rare cases do associations appear on the non-participating list in successive quarters. The requirement to participate in CORE is part of the Housing Corporation's regulatory code for housing associations.

Tenants refuse the interview in approximately 6% of cases (General Needs) and 11% of cases (supported) – these figures are from the provisional 2003/4 dataset.

**Management of double counts** : The CORE survey, in accordance with data protection guidance, does not include information such as name, street address or date of birth which could be used to identify a tenant. Therefore two lettings within the same CORE year by the same tenant would be counted as two different lettings.

**Data collection problems, data quality** : Data quality is generally very good.

Data received by the JCSHR is validated – this process checks for errors in each log, and inconsistencies which may show up errors, such as household members retired at a very young age. The Quality Assessors contact submitting organisations to resolve errors, and only “cleaned” forms are included in any reports and datasets.

Definitions are explained at the annual training sessions provided by RMC consultancy, and the JCSHR provides a helpdesk to aid associations in correct log completion.

## ❖ Information available

**Size of population described** : Figures are for year April 2002-March 2003.

In general needs there were 158 569 lettings (20 431 to statutory homeless (ie recognised as homeless by local authorities), 10 955 to other homeless)

In Supported housing there were 66525 lettings (13 127 to statutory homeless, 30 569 to other homeless).

The CORE log details the tenant's circumstances at the time they take up the tenancy - so their homelessness status prior to being offered this property is recorded.

**Type of data** : Individual data

**Units of analysis** : Households (plus demographical characteristics of individuals)

**Number of variables** : 38

**Subjects covered in detail** : household characteristics, economic status, ethnicity, primary reason for housing, source of referral and previous tenure of occupant , information (3 variables or more) regarding housing costs, broad assessments of housing affordability

**Subjects covered partially** :  
(1 or 2 variables)

**Common uses** : Those responsible locally or regionally for social crisis, extreme poverty and accommodating the homeless, researchers

**Occasional uses** : NGOs, newspaper journalists, television journalists,

## ❖ Data producing organisation

**Contact** : Alison Sandeman and Paula Curnow

**Address** : JCSHR, The Observatory,  
Buchanan Gardens, University of St Andrews,  
St Andrews, KY16 9LZ.

**E-mail address** : lacore@st-andrews.ac.uk  
as7@st-andrews.ac.uk

**Most recent results published** : CORE, analysis, August 2003, Ethnicity and Housing: the contribution of housing associations

CORE, analysis, March 2003, Income profile and rent affordability: new tenant working households 1997/98-2001/02

CORE, analysis, August 2002, Housing Homeless People: The Housing Association Role.

National Social Housing Lettings Project, Final Report for LACORE Pilot, Report prepared for the Housing , Corporation, ODPM and Communities Scotland, By Suzy Watson, Laura Watson and Alison Sandeman, Joint Centre for Scottish Housing Research, April 2003

**For more information** : [http://www.core.ac.uk/bulletins/Analysis\\_issue\\_3.pdf](http://www.core.ac.uk/bulletins/Analysis_issue_3.pdf)

[http://www.core.ac.uk/bulletins/Analysis\\_issue\\_4.pdf](http://www.core.ac.uk/bulletins/Analysis_issue_4.pdf)

[http://www.core.ac.uk/bulletins/Analysis\\_issue\\_5.pdf](http://www.core.ac.uk/bulletins/Analysis_issue_5.pdf)

<http://www.core.ac.uk/downloads/FINAL3AnnualDigest2002-03.xls>

[http://www.core.ac.uk/documents/CORE\\_News\\_No\\_182.pdf](http://www.core.ac.uk/documents/CORE_News_No_182.pdf)

<http://www.core.ac.uk/documents/LApilotreportmk2.pdf>



**SHEET 45****Research organisation/Public administration****United Kingdom****SUPPORTING PEOPLE AND THE CLIENT RECORD FORM (ENGLAND)****❖ Presentation of the operation**

**Type of operation** : **Collection of individual data from institutions in contact with some homeless people**

**Data producing organisation** : The Joint Centre for Scottish Housing Research (JCSHR)

**Partners in the operation** : The Supporting People Programme is being directed by the ODPM (Office of the Deputy Prime Minister) with the assistance of 150 Commissioning Bodies.

**Objectives** : The goal of the Supporting People programme is to provide vulnerable people with the opportunity to improve their quality of life. The programme will enable these individuals to have a stable environment that will eventually lead to greater independence. Providing high quality, cost effective, reliable housing-related services to complement existing care services will attain this goal.

The information required to carry out the essential analysis is obtained via the Client Record Form. The Supporting People Client Record Office has been established for the purpose of distributing, collecting and analysing these forms. This office will provide information to the ODPM with an overview of who is accessing Supporting People services, as well as useful monitoring data for administrative authorities.

The Quality Assessment Framework (QAF) is one of a series of tools for use in Supporting People service reviews. It has two principle purposes, namely: to provide a standardised means for administering authorities to assess the quality of services and; to encourage and facilitate the raising of standards within the support services sector. Other tools in the service review "toolbox" include: provider accreditation guidance; performance framework; and validation visits methodology. Service performance is assessed by means of examining evidence of the way in which services are provided and then awarding a performance level against each of the 17 objectives. When used within the context of an SP service review, the provider's self-assessment will contribute to an authority's assessment of service quality and will assist the authority in deciding whether or not a more thorough review of service quality is necessary.

**Geographical field** : England

**Year of first operation** : April 2003

**Frequency of operation** : Annual

**Geographical level of distribution** : Local authorities

## ❖ Technical characteristics

**Population described** : Supporting People Client Record system includes the CLIENTS of service providers who receive funding through the Supporting People Programme - if these service providers apply for funding then one of the 150 funding teams has information about them.

Type of services : supported housing, residential care home, adult placement, supported lodgings, foyer, Women's refuge, outreach service, resettlement services, floating support=additional support provided to people wherever they are living to allow them to continue to live independently).

Note that some categories of services that receive funding through Supporting People are not included in the Client Record system: sheltered housing and very sheltered housing, leasehold schemes, almshouses, peripatetic warden schemes, home improvement agencies and community alarm services.

**Data collection period** : Continuous

**Collection level** : Services providers (Voluntary organisations, housing associations/RSLs, Social Services Authority, Local authorities, Private companies, Individuals.)

**Data collection** : The process involves providers completing information on a form for each new service user from 1st April 2003. Service providers currently have three possible methods available for returning forms: a paper version of the form, the free software SP Digital, and export from the provider's own in-house computer system.

Client Record Forms returned to the Client Record Office are entered into a computer system by our team of data processors. Once entered, each form under goes a strict validation routine that is assessed by a team of data quality assessors. Any missing or inaccurate information is queried by quality assessment staff with the relevant service providers.

**Number of units interviewed** : 196 678 new clients during the period April 2003 to March 2004.

**Duration of interviewing** : part of general interview process

**Response rate** :

**Management of double counts** : Forms are anonymous so it is not possible to identify whether the same client receives a service from the same provider on more than one separate occasion or whether they receive services from several service providers at the same time.

**Data collection problems, data quality** : query resolution

## ❖ Information available

**Size of population described** : 196 678 new clients during the period April 2003 to March 2004.

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : Around 50

**Subjects covered in detail (3 variables or more)** demographic characteristics (of client and other members of the household under the same support plan), type of accommodation occupied by the client prior to receiving the support service

**Subjects covered partially** : type of service provided, source of referral, route of referral

**(1 or 2 variables)**

**Common uses** : Used as part of planning process by Administering Authorities

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Sheena Macdonald (Project Officer)

**Address** : JCSHR, The Observatory,  
Buchanan Gardens, University of St Andrews,  
St Andrews, Fife, KY16 9LZ.

**E-mail address** : [sphelp@st-andrews.ac.uk](mailto:sphelp@st-andrews.ac.uk)

**Most recent results published** : Supporting People Client Records – April 2003 to March 2004

**For more information** : <http://www.st-andrews.ac.uk/~spteam/Facts/4th%20Qtr%20Summary.pdf>  
<http://www.spclientrecord.org.uk/>

<b>SHEET 46</b>	<b>Public administration</b>	<b>United Kingdom</b>
<b>HOUSEHOLDS DEALT WITH UNDER THE HOMELESSNESS PROVISIONS OF THE 1985 AND 1996 HOUSING ACTS(ENGLAND)</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of aggregate data from institutions in contact with some homeless people

**Data producing organisation** : Office of the Deputy Prime Minister (ODPM)

**Partners in the operation** : Local Authority Housing Departments

**Objectives** : To produce the information required to implement the policy of priority access to housing for the statutory homeless, under the 'homelessness' provisions of the Housing Act 1996 (as amended by the Homelessness Act 2002) and a small number of residual cases under the Housing Act 1985. The data is collected in order to keep account of the decisions taken every quarter within the framework of the Act (acceptance or rejection of statutory homeless status for applicant households), to determine the number accepted as statutory homeless and the reasons why. Along with a record of these decisions, a count of the number of households living in temporary accommodation provided by the local authorities at the end of the quarter is also added, using several parameters, in particular, the type of accommodation

**Geographical field** : England (population 49 138 831)

**Year of first operation** : 1978 (comparability since 1985)

**Frequency of operation** : Quarterly

**Geographical level of distribution** : Local authorities

### ❖ Technical characteristics

**Population described** : Households acknowledged as being statutorily homeless by the local authorities. A description is given of households living in temporary accommodation provided by the local authorities at the end of the quarter within the framework of the Homelessness Act. Most of these households are living in independent accommodation rented within the private sector or in council housing or housing rented on a temporary basis from Housing Associations. But a significant proportion live in bed-and-breakfast accommodation. Published data on households in temporary accommodation concern both households that have already obtained accommodation and those awaiting a decision

**Data collection period** : At the end of each quarter

**Collection level** : Local authorities

- Data collection** : Within each authority, the department responsible for providing housing for the homeless fills in a quarterly return on the characteristics of the population for which it is responsible (the form is available on paper and electronically). This is not a compulsory task but there is a great incentive for local authorities to do it because funding allocations depend on the declarations made to the ODPM in this return. Figures are estimated for local authorities that do not send in the return. The local authority has a maximum of four weeks to reply. Some local authorities, on their own initiative, have computerised the processing of the individual data
- Number of units interviewed** : 325 local authorities
- Duration of interviewing** : Depending on the size of the local authority, and the level of computerisation, data collection takes between one day and one week
- Response rate** : 92%
- Management of double counts** : Not applicable (administrative registration on a particular date)
- Data collection problems, data quality** : The definitions used in the P1E return are not always easy to apply and could lead to differences in interpretation by different local authorities. When a household applies to the local authority for homeless status and gives several reasons to justify its application, only one can be included on the form, for lack of space. Moreover, it is not always easy to classify households according to their accommodation, because some facilities offer several types (for example hostel beds and dispersed accommodation); the rule is that the accommodation they offer most of is used for classification. Lastly, not much information is provided about issues of ethnic origin. Similarly there is little information on how long people have been homeless, and the information available is not published

## ❖ Information available

- Size of population described** : 90 680 homeless households whose temporary accommodation is provided by local authorities (i.e. around 121 000 adults and 85 000 dependent children – author's calculations) (on a particular day: 31 March 2003)
- Type of data** : Aggregate data for each local authority
- Units of analysis** : Households
- Number of variables** : A dozen
- Subjects covered in detail** : .  
(3 variables or more)
- Subjects covered partially** : Current living conditions in accommodation facilities (including length of stay), past living conditions (length of stay in hostels, on the streets, with parents), victimisation, ethnic origin  
(1 or 2 variables)
- Common uses** : .
- Occasional uses** : .

❖ **Data producing organisation**

**Contact** : Trevor Steeples

**Address** : Office of the Deputy Prime Minister  
Eland House, Bressenden Place  
LONDON SW1E 5DU  
United Kingdom

**E-mail address** : Trevor.Steeples@odpm.gsi.gov.uk

**Most recent results published** : National Statistics, Office of the Deputy Prime Minister, Statutory Homelessness: England first quarter 2003, Statistical Release, 17 June 2003

**For more information** : [http://www.odpm.gov.uk/pns/DisplayPN.cgi?pn\\_id=2003\\_0114](http://www.odpm.gov.uk/pns/DisplayPN.cgi?pn_id=2003_0114)

<b>SHEET 47</b>	<b>Public administration</b>	<b>United Kingdom (Scotland)</b>
<b>OPERATION OF THE HOMELESS PERSONS LEGISLATION IN SCOTLAND</b>		

### ❖ Presentation of the operation

**Type of operation** : Collection of individual data from institutions in contact with some homeless people

**Data producing organisation** : Scottish Executive

**Partners in the operation** : Local Authority Housing Departments

**Objectives** : To produce the information required to implement the policy of priority access to housing for the statutory homeless. The data is collected in order to keep account of the decisions taken every quarter within a legal framework (acceptance or rejection of statutory homeless status for applicant households), to determine the number accepted as statutory homeless and the reasons why. Along with a record of these decisions, a count of the number of households living in temporary accommodation provided by the local authorities at the end of the quarter is also added, using several parameters, in particular, the type of accommodation

**Geographical field** : Scotland (population 5 062 011)

**Year of first operation** : 1978 (comparability since 1985)

**Frequency of operation** : Quarterly

**Geographical level of distribution** : Local authorities

### ❖ Technical characteristics

**Population described** : Households acknowledged as being statutorily homeless by the local authorities. A description is given of households living in temporary accommodation provided by the local authorities at the end of the quarter within the framework of the Homelessness Act. Most of these households are living in independent accommodation rented within the private sector or in council housing or housing rented on a temporary basis from Housing Associations. But a significant proportion live in bed-and-breakfast accommodation. Published data on households in temporary accommodation concern both households that have already obtained accommodation and those awaiting a decision

**Data collection period** : At the end of each quarter

**Collection level** : Local authorities

- Data collection** : Within each local authority, the department responsible for providing housing for the homeless fills in a separate questionnaire, on a quarterly basis, on the characteristics of each of the households for which it is responsible. This is not a compulsory task but there is a great incentive for local authorities to do it because funding allocations depend on the declarations made to the Scottish Executive in this survey. The local authority has four weeks to reply. Data processing is completely computerised
- Number of units interviewed** : 32 local authorities
- Duration of interviewing** : Depending on the size of the local authority, and the level of computerisation, data collection takes between one day and one week
- Response rate** : .
- Management of double counts** : Not applicable (administrative registration on a particular date)
- Data collection problems, data quality** : .

## ❖ Information available

- Size of population described** : 4 122 households (on a specific day: 31.03.02)
- Type of data** : Individual data
- Units of analysis** : Households
- Number of variables** : A dozen
- Subjects covered in detail** : .
- (3 variables or more)**
- Subjects covered partially** : Current living conditions in accommodation facilities (including length of stay), past living conditions (length of stay in hostels, on the streets, with parents), victimisation, ethnic origin
- (1 or 2 variables)**
- Common uses** : .
- Occasional uses** : .

## ❖ Data producing organisation

- Contact** : Rebekah Widdowfield
- Address** : Scottish Executive, Development Department, Economic Advice & Statistics Division  
Area 1-F, Victoria Quay  
EDINBURGH, EH6 6QQ  
United Kingdom
- E-mail address** : [RebekahWiddowfield@scotland.gov.uk](mailto:RebekahWiddowfield@scotland.gov.uk)
- Most recent results published** : National Statistics, Office of the Deputy Prime Minister, Statutory Homelessness: England first quarter 2003, Statistical Release, 17 June 2003
- For more information** : <http://www.scotland.gov.uk/stats/bulletins/00195pdf>



SHEET 48

Research organisation / Public  
administrationUnited Kingdom  
(Scotland)**ROUGH SLEEPERS INITIATIVE - TARGET MONITORING**❖ **Presentation of the operation**

**Type of operation** : Collection of individual data from institutions in contact with some homeless people

**Data producing organisation** : George Street Research

**Partners in the operation** : Dundee City Council, City of Edinburgh Council, Aberdeen City Council, North Lanarkshire Council, Perth and Kinross Council, Glasgow City Council, South Lanarkshire Council, Fife Council

**Objectives** : The Scottish Executive set itself the goal of eliminating the need for anyone to sleep rough in Scotland by 2003. Progress towards this goal is measured annually and related in the annual report on Social Justice. To monitor progress, a research bureau was given the task of conducting bi-annual evaluations of the number of people sleeping in places not meant for human habitation in the whole of Scotland and counting the number of hostel places available. The data presented here were produced during the pilot study in 2001; this study was repeated in 2002-2003

**Geographical field** : Scotland (population 5 062 011)

**Year of first operation** : 2001

**Frequency of operation** : Half-yearly

**Geographical level of distribution** : Local authorities

❖ **Technical characteristics**

**Population described** : Rough sleepers, defined as: people who have slept on the streets in a place not specifically meant for human habitation at least once in the last seven days

**Data collection period** : 9 to 15 May 2001, 24 to 30 October 2001, 7 to 13 May 2002 and 22 to 28 October 2002

**Collection level** : Local authorities

**Data collection** : Data on the number of people sleeping rough in Scotland through a 'snapshot' of a normal week have been collected on two occasions during the year, one week in May and one week in October selected because they do not overlap with holiday periods or bank holidays which are known to affect the way the support network operates and the availability of social workers and voluntary staff. The method consists of an indirect count of everyone who has slept rough through the organisations in contact with them. During the two collection periods, they were asked to fill in a questionnaire for each person they came

across during the week that they knew had slept rough in the sense defined above. At the same time, managers of hostels filled in a questionnaire on the number of beds occupied and the number of beds vacant overnight on Thursday night and Sunday night

**Number of units interviewed** : 172 facilities, 28 local authorities (and qualitative interviews with eight of these)

**Duration of interviewing** : .

**Response rate** : 96%

**Management of double counts** : Yes, an individual identifier (the first and last letter of the surname followed by the date of birth) was assigned to each contact, so double counts could be removed automatically. Manual removal of double counts was also required, based on individual information collected using the questionnaire (street name, sex, location)

**Data collection problems, data quality** : In practice, full identifiers could not be created for all contacts (34% in May and 20% in October 2001, 25% in May and 28% in October 2002). The possibility that some individuals were counted several times cannot be excluded, even if the street name helped to limit the number of these

Because no adjustment was made for non-responses, the slightly higher level of responses could affect comparability between campaigns

## ❖ Information available

**Size of population described** : 68 rough sleepers (and 2 370 people sleeping in emergency hostels) (on an average night in October 2002)

**Type of data** : Individual data

**Units of analysis** : Individuals

**Number of variables** : 15

**Subjects covered in detail** : Current and past living conditions (in hostels, on the street, with parents), use of services  
(3 variables or more)

**Subjects covered partially** : Demographic characteristics, mental health, alcoholism and drug-addiction  
(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : Rebekah Widdowfield

**Address** : Scottish Executive, Development Department, Economic Advice & Statistics Division  
Area 1-F, Victoria Quay  
EDINBURGH, EH6 6QQ  
United Kingdom

**E-mail address** : [RebekahWiddowfield@scotland.gov.uk](mailto:RebekahWiddowfield@scotland.gov.uk)

**Most recent results published** : Laird S, George Street Research, Rough Sleepers Initiative – Monitoring the target of ending the need to sleep rough by 2003 – Second Report 2001-2002

**For more information** : <http://www.scotland.gov.uk/library5/social/rough.pdf>

<b>SHEET 49</b>	<b>Survey institute</b>	<b>14 EU countries</b>
<b>EUROBAROMETER 40 (POVERTY AND SOCIAL EXCLUSION)</b>		

## ❖ Presentation of the operation

**Type of operation** : 'Household' survey including retrospective questions on homelessness

**Data producing organisation** : INRA

**Partners in the operation** : Marketing Unit, Brussels; GFK Denmark, Copenhagen; SAMPLE INSTITUT, Mölln; KEME, Athens; CIMEI, Madrid; TMO Consultants, Paris; Lansdowne Market Research, Dublin; PRAGMA, Rome; ILRES, Luxembourg; NIPO, Amsterdam; NORMA, Lisbon; NOP Corporate and Financial, L., European Commission (Public Opinion Analysis sector)

**Objectives** : The Standard Eurobarometer public opinion surveys are carried out at the request of the European Commission at least twice a year in all EU Member States. Eurobarometer is designed to provide regular monitoring of attitudes and opinions regarding the Common Market and the European Union. The 40th edition of the poll looks at the problems of poverty and social exclusion, the extent of them and their direct effects on those surveyed

**Geographical field** : Belgium, Denmark, Federal Republic of Germany, Greece, Spain, France, Ireland, Italy, Luxembourg, Netherlands, Portugal, United Kingdom, Northern Ireland, Finland, Norway (population .)

**Year of first operation** : 1970 (first Eurobarometer); 1993 (retrospective questions)

**Frequency of operation** : Occasional introduction of questions about homelessness

**Geographical level of distribution** : National and international

## ❖ Technical characteristics

**Population described** : People aged 15 or over who have experienced homelessness and have stayed with people they know (family, friends), people aged 15 or over who have experienced homelessness and have stayed in a homeless hostel, people aged 15 or over who have experienced homelessness and have had to sleep on the streets, in a place such as a station or an abandoned house

**Data collection period** : 13 October to 18 November 1993

**Collection level** : Individuals

**Data collection** : A sample design of several stages was used. In the first stage, primary sampling units (PUs) were selected for each of the administrative regions in each country. PUs were selected systematically with a probability proportional to the size of the population from a sampling base stratified by degree of urbanisation. In the second stage, addresses were drawn from within the PUs.

Finally, in each household, one individual aged 15 or over was selected at random. The total number of respondents was split between the countries as follows:

Belgium (1 003), Denmark (1 000), West Germany (1 047), East Germany (1 112), Greece (1 002), Spain (1 000), France (1 024), Ireland (1 000), Italy (1 012), Luxembourg (502), Netherlands (1 000), Portugal (1 000), United Kingdom (1 061), Northern Ireland (300), Norway (1 011)

Sample design: varies according to the survey institute

**Number of units interviewed** : 639 respondents (out of 15 079) have been homeless at some time

**Duration of interviewing** : .

**Response rate** : .

**Management of double counts** : Not applicable

**Data collection problems, data quality** : The national samples were too small to enable international comparisons of past experiences of homelessness to be made; confidence intervals are not given. No questions were included about the duration of the homelessness. The survey field excludes individuals living in institutions. Translations in different languages are not necessarily equivalent

## ❖ Information available

**Size of population described** : In October and November, 4.8% of adults had experienced homelessness at some time in the past (during their lifetime)

**Type of data** : Individual data

**Units of analysis** : Adults

**Number of variables** : Three variables out of 637 are linked with homelessness

**Subjects covered in detail** : .

(3 variables or more)

**Subjects covered partially** : Having been homeless, having stayed with people one knows (family or friends) or in a homeless hostel, having had to sleep outside on the streets or in places such as stations or derelict houses

(1 or 2 variables)

**Common uses** : .

**Occasional uses** : .

## ❖ Data producing organisation

**Contact** : European Coordination Office

**Address** : Avenue R.Vandendriessche 18  
B-1150 BRUXELLES  
Belgium

**E-mail address** : .

**Most recent results published** : Rigaux, N., 1994, in liaison with the European Commission, Directorate General V: The Perception of Poverty and Social Exclusion in Europe. Brussels, 1994

**For more information** : <http://www.data-archive.ac.uk/findingData/snDescription.asp?sn=3258>  
[http://europa.eu.int/comm/public\\_opinion/archives/eb/ebs\\_082\\_fr.pdf](http://europa.eu.int/comm/public_opinion/archives/eb/ebs_082_fr.pdf)

## ANNEX 8: Illustrative budgets of three surveys

1. Survey of homeless persons (“Encuesta sobre las personas sin hogar”), winter 2002-2003, Spain: Instituto Nacional de Estadística (INE).
2. National survey of homeless persons “L’indagine nazionale sulle persone senza fissa dimora (Italia)”, September 2000, Italy: Fondazione Zancan.
3. Survey amongst users of accommodation and hot-meals services “Enquête auprès des usagers des services d’hébergement et des distributions de repas chauds”, 2001, France : Institut de la statistique et des études économiques (INSEE).

**1. Survey of homeless persons (“Encuesta sobre las personas sin hogar”), winter 2002-2003, Spain: Instituto Nacional de Estadística (INE).**

*In Euros*

(1) Project management	24 000
(2) Creation of a national register	6 000
(3) Survey	25 000
(3.1) Fieldwork (data collection)	10 200
(3.2) Data processing and analysis	12 000
(3.3) Questionnaire (design, reproduction)	900
(3.4) Communications (mail + telephone)	1 900
<b>Total cost (1+2+3)</b>	<b>55 000</b>

SOURCE : survey coordinator

**2. National survey of homeless persons “L’indagine nazionale sulle persone senza fissa dimora (Italia)”, September 2000, Italy: Fondazione Zancan.**

*In Euros*

Technical coordination	5 165
Research team	15 495
Training expert	4 132
Data Manager	5 165
Regional supervisors	15 495
Data collection <sup>1</sup>	41 322
Survey materials <sup>2</sup>	7 747
General expenses	18 078
Total	112 599
<b>Total + VAT 20%</b>	<b>129 000</b>

(<sup>1</sup>) Compensation to data collectors was established as follows:

- 6 euros / questionnaire;
- 31 euros / focus;
- 26 euros / evening visit;
- 26 euros / interview with preferential witness;
- 26 euros / shelter.

(<sup>2</sup>) Materials comprise the folder, the questionnaires, interview evidence.

SOURCE : Fondazione «E. Zancan», INDAGINE SULLE PERSONE SENZA FISSA DIMORA RAPPORTO FINALE, Settembre 2000

**3. Survey amongst users of accommodation and hot-meals services “Enquête auprès des usagers des services d’hébergement et des distributions de repas chauds”, 2001, France : Institut de la statistique et des études économiques (INSEE).**

**Initial phase : Inventory of organisations providing assistance to homeless persons (2,742 establishments) and telephone survey of service providers**

Internal costs

Head Office staff	7 months (grade A) + 12 months (grade B)
Staff in 17 regional offices	100 months (grade B)
Data entry	270 hours

External costs

*In Euros*

Telephone survey (interviewers)	<b>51 700</b>
---------------------------------	---------------

**Second phase : Questionnaire survey of a sample of users of services providing assistance**

Internal costs

Head Office staff	36 months (grade A) + 24 months (grade B)
Staff in 17 regional offices	135 months (grade B)
Data entry	3 000 hours

External costs

*In Euros*

Interview costs (*)	580 200
Presents for respondents	61 000
Collection costs (**)	45 800
Tests (***)	68 700
<b>Total</b>	<b>755 700</b>

(\*) training, travelling, interviews

(\*\*) van hire, counselling by social workers and psychiatrists, printing of questionnaires, notices and folders

(\*\*\*) payments to interviewers, payments to interviewers, sociologists for quality review, production of a training film

SOURCE : survey coordinator

## **ANNEX 9: INSEE response to questions raised by FEANTSA**



section	FEANTSA remarks	INSEE comments	Modifications to report
1	<b>OBSTACLES TO EUROPEAN COMPARISON</b>		
1.1	Recent history: not very informative.	The report is deliberately restricted to citation of work at international level which is based on genuinely comparable, quantitative evidence.	-
	Question : if there is any homelessness statistics in the Urban Audit.	Published in May 2004, the results of the Urban Audit study could not figure in the draft report prepared by INSEE. However, the data concerning homelessness are of a limited nature, as expected (Urban Audit, Methodological handbook, Eurostat, May 2004).	-
	Concludes by saying that it is possible to make international comparisons by surveys and by use of retrospective surveys.	This remark is not understood. Citing examples, the report demonstrates that international comparisons based on surveys <u>are</u> possible if adequate resources are made available.:  "This observation does not imply that it is impossible to make international comparisons, as can be demonstrated by the comparisons between France (Paris) and America (Marpsat, 1999b), between Spain (Madrid) and America (Los Angeles) (Muñoz et al, 1998) and between French and Canadian (Quebec) conurbations (Aliaga et al, 2003) – all carried out using surveys on representative samples of homeless users of hostel accommodation and soup kitchen services. There are also the comparative studies currently being conducted in several European and American countries based on retrospective surveys of the general population into episodes of homelessness on the initiative of a team of researchers."	-
1.2	<i>Differing institutional contexts:</i>  Ministries given responsibility – housing, social affairs and health all have roles but so too do other ministries. Not certain the information here is accurate (Belgium for example).	This observation may be correct but FEANTSA has not provided any additional information to include. With regard to Belgium, the report only mentions the situation in Brussels, without generalisation to the whole country.	-
	<i>Definitions based on living conditions / definitions based on social criteria:</i> superficially this appears sensible but there is too much overlap (eg in UK on supporting people and recent homelessness legislation, in Denmark on sec94 institutions) to be useful.		<u>Add :</u>  " Although it is not always easy to distinguish the criteria in practice, social criteria are ultimately used to differentiate... .." (section 1.2.2.3)
1.3	<i>Access to Housing:</i>  "The way homelessness is defined is directly related to housing policy" – the evidence does not validate this hypothesis.	This point was already reflected in the revised (24th March 2004) draft of the report provided to FEANTSA by adding the following paragraph :  "To understand the specific features of these judicial categories, it is necessary to consider not only the national housing policies but the history of the welfare state in each country and the approach taken to other health and social issues such as public health, mental health, child protection, migration, internal security, labour market policy (deregulation with increasing insecurity for in-work poor, etc.)".	-

	<p><i>“According to some authors, this distinction between emergency cases and cases for reintegration or between priority and non-priority sectors of the population demonstrates the exact limit of the ....social housing” – which authors? This is also questionable.</i></p>	<p>In this context reference can be made to Widdowfield R., 1998, “The limitation of official homelessness statistics”, in Dorling D. and. Simpson L. (eds) <i>Statistics in Society</i>, London: Arnold.</p>	<p><u>Add</u> :</p> <p>The bibliographical reference and the the relevant quotation :</p> <p>Thus, when analysing the British situation, R. Widdowfield observes that :</p> <p><i>Extract : “In this way, the number and proportion of applicants accepted as homeless can be seen to be as much, if not more, a reflection of council resources, attitudes and procedures than an indication of the extent of the problem. For example, authorities with plenty of council housing available, particularly those experiencing difficulty in letting certain parts of their stock, can afford to take a more generous interpretation of the housing Act and be less restrictive about which households are accepted as homeless than local authorities with long waiting lists and very limited supply of accommodation available to let.” Widdowfield R., 1998, “The limitation of official homelessness statistics”, in Dorling D. and. Simpson L. (eds) <i>Statistics in Society</i>, London: Arnold.</i></p>
<p>1.4</p>	<p>1.4 <i>Temporary accommodation</i></p> <p><i>“...the way it is organised is generally fairly centralised” – does this refer to public sector provision of temporary accommodation or all public housing?</i></p>	<p>The text is considered to be explicit because both the title of the section and the preceding phrase refer to the provision of housing : <i>“Every country has a network of accommodation for the homeless. ”</i></p>	<p>-</p>
	<p>In either case the statement is questionable as it stands.</p>		<p><u>Amend</u> to:</p> <p><i>“..and the way it is organised is more or less centralised.”</i></p>
<p>1.4.1</p>	<p>This section is confusing –</p>	<p>Section 1.4.1 is constrained by the difficulty of describing in a common language systems of aid provision to the homeless which display marked differences between countries. No attempt is made to hide these differences or the problem of comparing them : in fact section 1.4 starts with a “warning” to the reader :</p> <p><i>“This description of the temporary accommodation sector is based on information sent by researchers or those working in government administrations in the countries concerned, in response to a questionnaire. Because of difficulties with translation (the questionnaire is in English), with interpretation of the categories, which could vary from one contact to the next, and with scarcity of data, the inventory produced here is far from perfect. This description does not purport to provide detailed information on each country – this would require a specific study of each country – but it does demonstrate the diversity of facilities for the homeless in the European Union, something which we should be aware of before attempting to quantify the problem.”</i></p>	<p>-</p>

	<p>the use of private sector in title and of NGO and of Charity in the text and in Table 2 (respectively) renders this section incomprehensible.</p> <p><i>"..the public and voluntary or private sectors (NGOs and charities)"</i> - these terms appear to be used inter-changeably.</p>		<p><u>Correction</u> :</p> <p>The French term "secteur privé" is replaced by "secteur bénévole" and translated as "voluntary sector" in English. In Table 2, the term "NGO" is added to the phrase "charitable associations".</p>
	<p><i>"..other services (meals, laundry, clothing distribution, drop-in centres, legal assistance"</i> : throughout the document services are defined in these terms. This ignores the reality of support provided in relation to housing for re-integration of homeless people. This suggests that the definition employed for the homeless relates to rough sleeping only which contradicts the section on definition.</p>	<p>This point was already reflected in the revised (24th March 2004) draft of the report provided to FEANTSA by adding the following paragraph :</p> <p><i>"We have described in overall terms the accommodation systems in each country in the European Union and signalled certain features of the network of meal-providers, as these two services are the basis for many data collection systems, but it goes without saying that there is a wide range of additional services provided to the homeless whether via public sector bodies or non-governmental organisations, especially support provided in relation to housing for re-integration of homeless people. A more detailed description of such services can be found in publications of FEANTSA's European Observatory on Homelessness, based on national reports for the 15 EU member states" (Edgar et al, 1999).</i></p> <p>Furthermore, note that paragraph 1.4.3 makes specific mention of rehousing services :</p> <p><i>"In some countries, temporary accommodation facilities are a step towards rehousing. Through 'transitional' accommodation or shared rental schemes, they try to support those in temporary lodgings as they move towards permanent accommodation."</i></p>	-
	<p><i>"In the Netherlands a significant voluntary sector does not exist... municipalities...NGOs.."</i> : this also confuses voluntary, charitable and NGO.</p> <p>Table 2: this does not make any sense as presented here. Why provide a table giving examples –</p>	<p>This list of examples allows non-specialist readers, for example statisticians, to familiarise themselves with the institutions which work with the homeless.</p>	-
	<p>what use is made of it in the derivation of nomenclature, definition or data collection?</p>	<p>Moreover, in many countries (eg. USA, Canada, France, Australia, Italy, Poland) statistical exercises are often based on meal distribution services in order to make contact with persons sleeping in places not intended for human habitation (see part 3 of the report).</p>	-
	<p>It is also factually incorrect (the Salvation Army is a registered social landlord).</p>	<p>This observation may be accurate for some countries but is not applicable to all. If in the UK the Salvation Army is a registered social landlord (French equivalent : "propriétaire-bailleur à but non lucratif", in France, since 2000 the Salvation Army (l'Armée du Salut) has the status of a charitable foundation ("Fondation"), which gives it freedom to allocate assets, rights and resources in the furtherance of not-for-profit aims of general interest. It's previous status was that of a charitable association "l'Association des Œuvres Françaises de Bienfaisance de l'Armée du Salut (AOFBAS)".</p>	-

	Elsewhere (e.g. Portugal) services are for poor people not only homeless (especially meals distribution).	The column heading "Charities (or NGOs) distributing meals" does not only include meal distribution services to homeless persons. This point is made in section 3.1.4.4.1 of the report.  <i>"Now those using associations for support other than temporary accommodation are not necessarily homeless (in France and Quebec, for example, it has been shown that meal distributions were mainly being used by very disadvantaged people who nevertheless had their own home)."</i>	<u>Add</u> :  <i>" Note that in certain countries, the charitable associations do not address themselves solely to the homeless but rather to a broader group of disadvantaged persons. "</i>
1.4.2	<i>"In other countries the regions play the dominant role: Austria, Portugal, Ireland, Denmark".... Mistaken for Portugal, Ireland and Denmark.  "little public sector intervention"... "Ireland..UK" ....Is this correct?</i>	This observation is justified: there is an error in the text. From the replies received in response to consultation questionnaire n° 2 (question : "At what level is the public accommodation of homeless persons primarily organised : (1) national, (2) regional, (3) local, (4) other"), the following information can be gleaned :  - in Denmark, regional AND local authorities play a dominant role in the organisation of the housing sector ;  - in Austria, as in Portugal, it is the local authorities ;  - in Ireland, funding is available from Government depts., but individual health boards and local authorities make their own arrangements with voluntary providers.  The question is difficult to interpret. As demonstrated by the example of Ireland, it can be the case that grants to the housing sector are made under a national law which leaves local authorities a degree of autonomy in their attribution. The report does however supply additional clarification :  <i>"Depending on the country, public sector intervention is performed by local, regional or national authorities. However, it is not possible to classify countries along these very simple lines, since there are many sources of funding that often involve several levels of government. In most countries, public hostels are subsidised locally by local councils."</i>	<u>Correction</u> :  <i>" In most countries, public hostels are subsidised locally by local councils: Austria, Finland, Italy, Poland, Hungary, Spain, the Czech Republic and the United Kingdom. But in France and Luxembourg, most public subsidies are paid by national government. In Ireland, funding is available from Government departments, but individual health boards and local authorities make their own arrangements with voluntary providers. "</i>
1.4.3	Table 3: Germany is missing. Greece is questionable. Key is not consistent with Table 4. Table 4 – UK and Sweden are missing; Denmark and Portugal have categories which exist and are not available.	It would have been more constructive if FEANTSA, in a spirit of true cooperation, had communicated the information at its disposal to INSEE rather than pointing out that there are gaps in the table.	-
1.5.3	This table also implies coverage; for example – "women who are victims of domestic violence are accommodated separately" – however, all countries have under-provision of such accommodation and hence women are also users of emergency hostels and live with friends.	Table 4 does not describe persons welcomed into accommodation shelters but the degree of specialisation of the network of accommodation – which is clearly indicated in the title of the table : <i>"Examples of Specialisation of accommodation centres by type of population served and by country "</i> . We felt it important to show that in certain countries accommodation shelters specialise in the housing of particular population sub-groups (eg. "battered women"), whereas in other countries, shelters are less specialised..	-

	<p>Approaches focussed on individual, last two sentences need to be explained.</p> <p>“There are very few countries where overall political initiatives have been developed that are not focussed exclusively on the homeless” – perhaps this is translation but this does not make sense.</p>		<p><u>Correction</u> :</p> <p>Suppress this sentence.</p>
	<p>“charitable organisations to mobilise around the homeless including all the services they need within a single organisation reinforces the image ..” – references to BAG-W and FIOpsd are confusing since these are umbrella organisations representing the services for the homeless in Germany and Italy and act as a platform for national and regional NGO’s and the public sector concerning homelessness.</p>		<p><u>Add</u> :</p> <p>Footnote : “BAG-W and FIOpsd are umbrella organisations representing the services for the homeless in Germany and Italy and act as a platform for national and regional NGO’s and the public sector concerning homelessness”.</p>
1.5.4	<p>This section contributes little to the discussion and does not develop ideas relevant to the objectives of this research.</p>	<p>In a multicultural context, recognition of the problems of translation is essential. Noting the absence in many European languages of an equivalent for the English term “homelessness” is a necessary first step when considering “homelessness statistics” if the aim is to develop a common indicator on this subject.</p>	-
1.5.5	<p>Housing deprivation preferred term is not clearly justified by reference to evidence or argument.</p>	<p>The justification is given in the text :</p> <p><i>“That is why we prefer to describe the phenomenon as ‘privation de logement’ (housing deprivation). This term has the additional advantage of being distinct from legal descriptions in force in a number of European countries.</i></p> <p><i>We prefer to use this term rather than ‘sans-abrisme’ (homelessness) because ‘sans-abrisme’ reinforces the focus on the individual, while also expressing ambiguity. Rules for the use of the suffix ‘-isme’ would suggest that the noun ‘sans-abrisme’ (homelessness) refers to a disease, state, behaviour or attitude. If this is the case, ‘sans-abrisme’ has negative connotations, suggesting that the homeless are afflicted with some disease, or else that they became homeless through choice. An additional ambiguity is introduced by the fact that ‘sans-abrisme’ could also describe a tide of opinion favourable to the homeless (like ‘Americanism’), or possibly an unfavourable opinion (like the words ‘sexism’ or ‘racism’). Finally, it could also be used to designate a field of research in the social sciences. Alongside disciplines like ‘urbanisme’ there would also be ‘sans-abrisme’. It is probable that words constructed in a similar way such as ‘homelessness’ (English) or ‘Obdachlosigkeit’ (German) or ‘hogarismo’ (Spanish) could also be interpreted in a variety of ways.”</i></p>	-
1.5.6	<p>In English the term is confusing – perhaps housing exclusion.</p>	<p>This may be true but it is still the case that the term “sans-abrisme” is often used in documents translated into French by European organisations...although this term has no great sense in French.</p> <p>As for the term “exclusion”, it seems imprecise. It was never the object of a quantification in any field.</p>	-

1.5.7	Why is it an advantage that it is distinct from legal definitions.	During a meeting with the responsible official within the British administration, it became clear that a distinction was preferable between the legal definition in use in the UK ("homelessness") and the statistical category that may be introduced at EU level to avoid risks of confusion.	-
	Elsewhere the thrust of the argument is that we need terms that emphasise the structural aspects of homelessness rather than the social-pathological (we agree) and implies a rights based approach (right to housing).	<p>The term "deprivation" ("privation" in French) refers precisely to the absence of rights. This term is in conformity with the definition established by the working group of Eurostat.</p> <p><i>"A homeless person is someone who does not have access to accommodation which he can reasonably occupy, whether this accommodation is legally his own property or whether the property is rented; provided by employers; or occupied rent-free under some contractual or other arrangement.</i></p> <p><i>In consequence, he is obliged to sleep either:</i></p> <ul style="list-style-type: none"> <li>- outdoors;</li> <li>- in buildings which do not meet commonly agreed criteria for human habitation;</li> <li>- in night-time emergency hostel accommodation provided by public sector or charitable organisations;</li> <li>- in longer-stay hostels provided by public sector or charitable organisations;</li> <li>- in Bed &amp; Breakfasts;</li> <li>- in other short-stay accommodation;</li> <li>- in the home of friends and relatives;</li> <li>- in registered squats."</li> </ul>	-
	Does the text suggest that 'homelessness' is a word in current usage ?	<p>No, absolutely not.</p> <p><i>"We prefer to use this term rather than 'sans-abrisme' (homelessness) because 'sans-abrisme' reinforces the focus on the individual, while also expressing ambiguity. .../.... It is probable that words <u>constructed</u> in a similar way such as 'homelessness' (English) or 'Obdachlosigkeit' (German) or 'sin hogarismo' (Spanish) <u>could</u> also be interpreted in a variety of ways."</i></p> <p>This remark tries to show the feeling of strangeness with which a French person would view the term "sans-abrisme" by showing equivalents with this neologism in other languages.</p> <p>The use of the term "homelessness" in English is extremely rare with 3 occurrences on the web (June 2004) (like "sin hogarismo" also 3 occurrences at this same time). "Homelessness" is used either to indicate a trend of public opinion ("Our country is by no means free of racism, sexism, homelessness, or any "ism" you can identify.") or a field of research ("Surely we don't need separate fields of study called 'single parentism', 'homelessness' or 'dyingism' !").</p>	<p><u>Correction :</u></p> <p><i>"It is probable that <u>neologisms</u> constructed in a similar way such as 'homelessness' (English) or 'Obdachlosigkeit' (German) or 'sin hogarismo' (Spanish) could also be interpreted in a variety of ways <u>if they were used.</u>"</i></p>

section	FEANTSA remarks	INSEE comments	Modifications to report
2	<b>HOUSING DEPRIVATION - CHOOSING A DEFINITION</b>		
	Overall this section contains questionable methodological approaches and assumptions. The section lacks scientific rigour. There is a failure to distinguish the difference between conceptual and operational definitions.  Furthermore the section does not identify the different measurement tools in use in relation to these operational categories or to systematically examine the measurement problems associated with different operational categories.	As indicated by the title, the aim of this section is to consider definitional problems and not collection tools covered in parts 3 and 4.	-
	There is no discussion of the use of stock, prevalence and flow measures for example.	This point is discussed in detail in sub-section 4.1.3.3 entitled " <i>Continuous collections or surveys throughout the year: non-comparable data</i> " under section 4.1.3 " <i>Day, week, month, year: a different reference period for each approach</i> ".	-
2.1	<i>Eurostat definition</i>  It is not clear in the text whether the author is referring to disagreement with the Eurostat definition (which is the subject of the questionnaire 1) or with the term homeless as subjectively understood by the respondent. This simply reflects the weakness of the questionnaire approach in this aspect of the study.	The text of the report is considered to be sufficiently clear here. After presenting the definition of the state of homelessness proposed by Eurostat, the paragraph summarises the reactions received :  " <i>The respondents can be split into five major categories according to the comments made. There are those who approve unreservedly of this definition, then those who like it but suggest a few clarifications. Then there are two other groups, one wanting a more limited definition, the other a broader definition. Finally, the last group are sorry that the definition is based only on criteria relating to living conditions.</i> "	-
2.2	<i>Classification</i>  This section is methodologically weak and imprecise in presentation and conclusions are therefore of dubious value to the research objectives.	The section shows the need for an agreed classification of housing conditions before defining the specific sub-category of homeless persons. This text recalls that in order to adequately describe the housing conditions of individuals or households (whether or not they are homeless), it is important to be able to describe their tenure status and the physical characteristics of the space inhabited in a harmonised way.	-
2.3	<i>Interpretations</i>  Some interesting arguments here but probably more suited to a PhD rather than the more focussed objectives of this study. There are, inevitably, nuances which betray the linguistic origins of the author and lead to mis-interpretations and mistakes. In the interests of linguistic harmony perhaps there should be more Eurojargon not less. One mistake – in reference to FEANTSA the terms dwellingless and flatless are not found commonly in documents;	The report clearly states that the terms "dwellingless" and "flatless" are "sometimes" used by FEANTSA and not "commonly" :  " <i>In the vocabulary of the European institutions (FEANTSA), we see attempts to translate the nuances that exist in most European languages in the used of words like 'roofless' to describe the absence of a roof, 'houseless', sometimes 'dwellingless' or even 'flatless' to describe the absence of somewhere to live.</i> "  Thus the terms ' <u>rooflessness</u> ' and ' <u>houselessness</u> ' are employed in the document : <i>Edgar B., Doherty J., Meert H., 2002, Review of statistics on homeless in Europe, Novembre 2002, European Observatory on Homelessness, Feantsa.</i>  The term ' <u>dwellinglessness</u> ' appears in the document entitled: <i>From Shelter to Dwelling:a Re-integrative Project at Mændenes Hjem, National Report for FEANTSA 1997.</i>  Whilst the term ' <u>flatlessness</u> ', is used in the document: <i>Report on Homelessness in Hungary, 2003 for FEANTSA's European Observatory on Homelessness, Observatory meeting, Prague, 26-27 September 2003</i>	-

	furthermore the word 'roofless' is in common usage in England and Ireland.	This observation is acknowledged. It is the term 'rooflessness' which is less commonly employed : it generates less than 400 hits on British internet sites, compared with 200 000 for the word 'homelessness'.	<u>Correction</u> : "In the vocabulary of the European institutions (FEANTSA), we see attempts to translate the nuances that exist in most European languages in the used of words like 'rooflessness' to describe the absence of a roof, 'houselessness', sometimes 'dwellinglessness' or even 'flatlessness' to describe the absence of somewhere to live. These words are used as tools to communicate among Europeans, though they are not very often used in conversation by the British or Irish".
2.4	<i>Nomenclature of housing conditions.</i> <b>Prefer to use the term – classification, categorisation or typology.</b>	The translators chose the English term 'nomenclature' to express the French term 'nomenclature' but we could use the English word 'classification' instead , which is often substituted in international situations.	<u>Correction</u> : Replace the term 'nomenclature' by 'classification' throughout the text.
	Para 2.4 p42 states that it will consider three issues. Firstly to create a - Provisional nomenclature in 5 categories: (p42) P43: <i>Homelessness is provisionally defined here in a simplified way by ...</i> 1. <i>sleeping in a place not designed for human habitation</i> 2. <i>being accommodated by a public body or NGO (without a tenancy agreement) in a dormitory etc.....</i> 3. <i>staying temporarily with friends or relatives for lack of a home..</i> 4. <i>staying temporarily in a hotel or guesthouse (in B&amp;B)</i> 5. <i>??? not defined.</i> <i>Thus defined the category of those deprived of housing is broader than that of homeless (sans-abri) because it includes those living in long-term temporary accommodation.</i> <i>The definition of the category of the housing-deprived is based....on the criteria usually used to describe living conditions.</i>		<u>Correction</u> : Replace "five categories" by "four categories".
	While we agree with the overall attempt here the result is confusing and incomplete. How are people staying temporarily in a guesthouse or hotel homeless or in housing deprivation ? Does category 2 include emergency hostels and overnight shelters. Graph 1 does not assist in interpretation.  By definition in common law occupants of hotels and guesthouses are not tenants.	In France it is frequently said that someone is a 'tenant of a hotel room' or 'rents a hotel room'. This example illustrates again the difficulty of developing a harmonised definition of 'homelessness' without the prior existence of a common vocabulary to describe housing conditions in general.	-
	There is a suggestion that this definition can be easily integrated with standard housing nomenclatures. This is not clear from this description.	The English translation introduced a loss of precision : "The advantage of a classification of this kind is that it highlights the boundaries between very similar types of housing deprivation: living in run-down housing and living in premises not designed for habitation, ...."	<u>Correction</u> : "The advantage of a classification of this kind is that it highlights the boundaries between housing deprivation and very similar types of housing situations: living in run-down housing and living in premises not designed for habitation, ...."




	Secondly it states it will suggest a Reference period: there is no mention of this in my copy. Thirdly it states it will suggest an indicator: there is no reference to this either.	Consideration of the choice of reference period and of indicators takes place in part 4 of the report : it is considered to be premature to include an evaluation of those matters at this earlier stage of the report.	<u>Suppression</u> : "Then we will determine the best reference period to assess homelessness and suggest an indicator."
--	--	---	---

section	FEANTSA remarks	INSEE comments	Modifications to report
<b>3</b>	<b>SURVEY OF DATA COLLECTION SYSTEMS</b>		
	<i>This section will describe the principal statistical operations relating to homelessness used over the last ten years in EU member states by regional or national statistics NGOs research institutes and public administrations...all operations that have reached at least some of the homeless...</i>	The report does not pretend to be exhaustive, which is clear from the following paragraph :  "We have paid most attention to statistical operations covering a whole nation, though we have also analysed a number of smaller-scale surveys either because they were trials for larger operations, or because there are no national systems in place in a particular country, or indeed because the technique used could open up new methodological perspectives or shed light on the categories used in the country where they were applied. An exhaustive description of data collection methods would probably have given a clearer picture, but an effort on this scale was simply not possible within the limited framework of this study".	-
	The aim is ambitious but is not achieved. The claim for completeness is redundant (e.g. UK supporting people client record system; CORE supported lettings database).	Unless we are mistaken, the Joint Centre for Scottish Housing Research (Dundee University and St Andrew University) received in December 2002 a copy of the questionnaire disseminated by INSEE and EUROSTAT entitled "How Quantitative Data concerning homelessness are collected in the EU ?". If this institution had responded to that questionnaire, the statistical operations which it is aware of and for which it is responsible – notably the CORE database – could have been mentioned in the report. . To correct this omission, the JC SHR finally replied in July 2004.  Nevertheless, the inclusion of information about this database would not modify the conclusions of the report and even reinforces them, because whilst it permits the collection of useful information about the management of the stock of social housing in England (also, with some differences, in Scotland), it only allows monitoring of the number of homeless persons (ie. those falling within the legal definition applicable in the UK) who become tenants of social housing during the course of the year. This tool relies on the legal definition of "homelessness" (which bears little relation to the harmonised definition being developed at EU level). Moreover, this register does not cover an important group of homeless persons, namely those who enter private accommodation arrangements, or stay with family or friends, or who sleep outdoors for long periods, without ever resorting to public social housing. Finally, this register does not provide information about the numbers of persons deprived of housing at a point in time ('stock' data) – whilst for the purposes of international comparisons, it is precisely this approach which is being prioritised (see part 4).	<u>Add</u> : Include a sheet on the CORE system together with relevant comments in the body of the report.

	<p>With regard to Germany, the GISS organisation comment that it is also surprising that Annex 7, which has the title "Sheets describing the data collection systems" presents for Germany only three surveys focussing on rough sleepers in different cities and one Caritas poverty study, which had a completely different purpose and is rather weak in its part describing a subsection of "vagrants" ("Nichtseßhafte") among users of a broad range of services of catholic welfare services.</p>	<p>When taking into account the presentation in the technical summary sheet, the Caritas operation does not have great statistical value – and, as is also the case for other operations described in the technical sheets, the report does not include it in the 'best practices' recommendations.</p> <p><u>In general</u>, the degree of precision of a technical sheet is a good indication of the quality of the statistical operation which is being described : specifying the numbers of units (persons/ establishments/authorities) interviewed; definition of the subject ; sample selection/the level of coverage; the rate of non-response; the difficulties of data collection encountered. Reference to technical documentation (review of data collected, description of data entry software) or to publications of results is also a gauge of seriousness.</p>	-
	<p>There is no reference in this part of the annex to any of our three studies which were targeted at covering the quantitative extent of homelessness in three different <i>Bundesländer</i> with a definition which was afterwards accepted by the national office of statistics as the main basis for their feasibility study,</p>	<p>The number of statistical operations is too high for the report to attempt to identify and record them in their entirety. The report generally prioritises actions at national and regional level over those conducted at local level, and more recent ones over older ones.</p>	-
	<p>nor to a study of IWU in Hesse which worked along the same lines as ours. Two of our three studies were covering all municipalities in the respective regional states, as did the IWU study.</p>	<p>Unless we are mistaken, the GISS consultancy received in January 2003 a copy of the questionnaire transmitted by INSEE and EUROSTAT entitled "How Quantitative Data concerning homelessness are collected in the EU ?") to which it has not replied, preferring to transmit information in the form of press articles in English and reports in German, from which documentation it was difficult to describe the statistical operations which were conducted. At the request of INSEE, GISS finally responded in July 2004.</p> <p>To obtain information about the work of the IWU, a request was issued on 2<sup>nd</sup> July 2004 to four of the researchers involved, but no reply was received by 21st July 2004 (addresses : h.sautter@iwu.de ; g.schuler-wallner@iwu.de ; r.ulbrich@iwu.de ; e.muehlich@iwu.de)</p>	<p><u>Add :</u> Three technical summary sheets covering the GISS operations, together with relevant comments in the text of the report.</p>
	<p>The presentation of studies in Annex 7 for Germany contains a number of mistakes: the table of the <i>Caritas-Armutsstudie</i> is unreadable,</p>	<p>For what reason ?</p>	-
	<p>almost none of the web-links provided function (for the study in Munich there is even a link to a homepage in Hamburg).</p>	<p>This is not of fundamental importance – although amongst the c.50 technical sheets, more than 30 contain links to internet sites, and around three-quarters of these are still valid 9 months after submission of the report to Eurostat.</p>	-
	<p>etc.</p>	<p>?</p>	-
	<p>Anyway there is no sign that any of the information provided in this annex has been used for the study.</p>	<p>This remark is unjustified as the German methodologies described in Annex 7 are commented upon in the body of the report :</p> <ul style="list-style-type: none"> <li>- North Rhine-Westphalia, section 3.1.1.1.1 (Aggregate data from administrative procedures)</li> <li>- Hamburg, section 3.2.2.1.2 (Combined surveys: street surveys and surveys of users of support services)</li> </ul> <p>Only the operation conducted by Caritas has not been referred to in the body of the report.</p>	<p><u>Add :</u> A comment on the Caritas operation.</p>

3.1	<p>Collection of Data from institutions in contact with the homeless</p> <p>Overall this section contains useful information. However, it is presented in a confusing manner and is not always discussed in an objective manner. There are important gaps in relation to support services in particular.</p> <p>Finally the approach to continuous recording of information is not discussed fully although presentations of the Danish and Dutch systems are described.</p>	<p>This section omitted a description of the registration system managed by BAG-W in Germany. Unless we are mistaken, that organisation received in January 2003 a copy of the questionnaire transmitted by INSEE and EUROSTAT entitled "How Quantitative Data concerning homelessness are collected in the EU ?", to which it did not reply, preferring to transmit some information orally during a face-t-face meeting. It was consequently not possible to prepare a technical summary sheet. The information communicated by the president of BAG-W were however included in Annex 7 alongside similar information collected for surveys in USA, Canada, Australia, France, etc.</p> <p>BAG-W finally replied to the questionnaire in July 2004.</p>	<p>Add :</p> <p>Include a technical summary sheet for BAG-W together with comments in the body of the report.</p>
	<p>There is an overall assumption that classifications are not exact or are imprecise and that the data is unreliable but no evidence is given to justify these assumptions.</p>	<p>See earlier reply to remark 3.1.2.</p>	<p>Add (section 4.1.1.1) :</p> <p>Several researchers have already identified the limited nature of data collected via administrative procedures (entry into centres, requests for housing) and their weak representativity : "It appears it would not be feasible to rely solely on administrative data to monitor homeless people's pathways. This is in part because administrative data would only allow very limited research questions to be answered. More fundamentally, the results would be biased towards those households that maintain contact with participating agencies, and no data would be available for those that drop out of the system." Extract from <i>Tracking Homelessness: A Feasibility Study</i> (Research Findings No.162/2003), Kevin Pickering, National Centre for Social Research, Suzanne Fitzpatrick, Department of Urban Studies, University of Glasgow, Kerstin Hinds, National Centre for Social Research, Sarah Tipping National Centre for Social Research and Peter Lynn, Institute for Social and Economic Research, University of Essex"</p>
	<p>Equally the use of EDT methods to validate data are not considered.</p>	<p>The fact that data are transmitted electronically guarantees neither their <u>quality</u> nor their <u>relevance</u> nor their <u>completeness</u> but simply the speed of delivery (EDT, Electronical Data Transfer).</p>	<p>-</p>
3.1.2	<p>Support services for the homeless: <i>...those we provide here rely on services providing support...soup kitchens ...provide support for the homeless in their everyday lives.</i></p> <p>This aspect is clearly not understood and poorly developed. There is not attempt to define support and its relationship to housing in a manner that allows for data collection systems that describe these situations to be considered.</p> <p>It appears therefore that important data collection systems not only in the UK but also in Denmark and Sweden and Finland are excluded.</p>	<p>Which ? The report describes in detail the systems in Denmark, Finland and Sweden.</p>	<p>-</p>

	<p><i>P57: Data collections for statistical purposes use precise definitions of homelessness. Data collections for administrative purposes are less precise:</i></p> <p>not always the case.</p>	<p>This point could have received greater attention in the report.</p>	<p><u>Correction</u> : (section 3.1.4.4.1)</p> <p><i>“Data collections for statistical purposes use precise definitions of homelessness. Data collections for administrative purposes are less precise or are based on legal categories” (see box).</i></p> <p><i>Add: box</i></p> <p>Often, data from public (or charitable organisation) administrative sources are insufficient to describe the housing conditions of the persons registered. Either the housing conditions themselves are confused with the factors which led to the state of homelessness or with the difficulties which the persons concerned encounter, or their housing conditions are described but relate to the period prior to the data collection.</p> <p>For example, the UK registration system “Supported people”, managed for the Office of the Deputy Prime Minister by the Joint Centre for Scottish Housing Research (JC SHR), is subject to these two limitations. Clients of aid services are registered on their first arrival at an aid centre, and information for some 30 variables is recorded. One of these variables, “client’s group” (q. 7), serves to classify the respondent within a set of composite possibilities, defined from a motley assortment of elements such as health status, age, learning difficulties, drug use, teenage pregnancy, residence status of foreigners and finally, housing conditions (“homeless family with support”, “single homeless with support”, “rough sleeper”, “traveller”).</p> <p>Extract from Client Record Form 2004/2005- Supporting people:</p>
			
			<p>Such an approach does not permit the systematic description of the housing conditions of service users and thereby the identification of those who are homeless. One of the managers responsible for the registration system notes, evoking the situation of adolescents accompanying young children, that “A common approach to recording data is only beneficial if recording is consistent. It is possible that some teenage parents are at present hidden within other categories such as homeless families with support.” Sarah Fusco, Research Officer (Client Record Office, JC SHR, April 2004). And the opposite can also be envisaged.</p> <p>Similarly, the retrospective variable (q.11) “Type of accommodation occupied by the client immediately prior to receiving the support service” does not supply information about the actual housing conditions of persons registered in the system. If the “Supported people” registration system only included accommodation services, which does not seem to be the case, the situation of respondents with regard to housing could be easily identified, but unless we have misunderstood the participant welfare services extend way beyond provision of accommodation</p>

			<p>We have taken here the UK “Supported people” register as an example, but could equally well analyse the German register of recipients of social assistance, managed by the Federal Statistical Institute. Beneficiaries complete a form which includes the following question :</p> <p>Extract from Statistik der Sozialhilfe, partie II, 2003.</p> <p>Social situation at the moment of receiving aid : tick at least two responses</p> <ol style="list-style-type: none"> <li>1 Death of a family member</li> <li>2 Divorce/Separation</li> <li>3 Birth of a child</li> <li>4 Leaving prison</li> <li>5 Staying with a family member</li> <li>6 Loss of autonomy</li> <li>7 Over-indebtedness</li> <li>8 Lack of a home of one's own</li> <li>9 None of the social situations mentioned above</li> </ol> <p>It is difficult to assess with precision the number of beneficiaries of social assistance who are homeless using this question. Moreover, the data are not used in this way.</p>
--	--	--	---

3.2	<p><i>Direct Surveys of Homeless People</i></p> <p><i>“Questionnaire surveys are often considered the best way of collecting first hand information”</i> – This depends on the purpose for which the information is required. To gain some impression at one point in time of the characteristics and experiences of a given homeless population this may be so, but to consider the impact of a particular policy or service then it is not the case.</p>	<p>The phrase quoted here simply indicates that asking centre managers or administrative officials only provides second-hand information, of lower quality than that which can be obtained by direct contact with members of the target population.</p>	-
	<p>Furthermore, there are practical and ethical issues that prevent the use of questionnaire surveys as well as the use of normal statistical sampling and probability methods.</p>	<p>On the contrary, it is felt that registration of homeless persons on entry and departure from accommodation centres and their identification by means of a number could pose a greater threat to liberty than the collection of information by means of occasional survey conducted by face-to-face interview with guarantees of anonymity. Accordingly, during the French survey organised by INSEE in 2001, the identities of respondents was never recorded.</p> <p>Moreover, it is not understood how probabilistic techniques raise greater practical and ethical problems than exhaustive methods.</p>	-
	<p>This section appears incomplete (p64 – 3.2.2.3)</p>	<p>This problem was already identified and corrected in the 24th March 2004 version of the report, by the adding of the following paragraph :</p> <p><i>“In terms of the statistical techniques used, these methods are relatively straightforward to implement as double-counting scarcely exists because personal interviews are conducted during a short time period (often just a few hours).../... Discussion of such issues can be found in the works of J-M. Firdion, M. Marpsat and M. Bozon (Firdion et al, 1995).”</i></p>	-

section	FEANTSA remarks	INSEE comments	Modifications to report
4	<b>EVALUATION AND PROPOSALS</b>		
4.1	<p>This section is poorly structured. Sub-sections are:</p> <p>Diverse statistical approaches that provide little information</p> <p>Proposals</p> <p>The evaluation is presented in a very unstructured and unsystematic manner and the proposals bear little relationship to the evidence presented. The sub-headings do not provide a clear structure of argument or systematic scientific evaluation of the available evidence.</p>	<p>Section 4.1 shows that the statistical coverage of housing deprivation in the European Union is (1) very incomplete, (2) that data collection is undertaken by diverse institutions, and (3) that data collection tools employ categories and reference periods which are difficult to compare..</p>	-
	<p>The argument is based on assumption and assertions that are not supported by the evidence:</p>	<p>The argument is based on a detailed review of the c.50 statistical operations described in annex 7 and analysed in detail in part 3 of the report.</p>	-
4.1.1.3	<p>Limited knowledge.....</p> <p><i>"In countries where information is based on collection of data by local authorities (Germany, the UK, Finland and Ireland) there is a poor knowledge of the accommodation network and particularly of centres managed by NGOs" – this is simply untrue.</i></p>	<p>According to the information supplied by our contacts, none of these countries possessed a national register of accommodation services as at January 2003.</p>	-
	<p>Supporting people client record systems in UK provide exactly this data. The section makes assumptions that are not evidenced.</p>	<p>The registration system for users of aid services in England (Supported people Client Record) was launched in April 2003 and the results of the first year of operation will not be available before mid-October 2004. Consequently, the report submitted in October 2003 could not evaluate this tool. Nevertheless, INSEE will include in the final report a description of this operation, after validation by the production unit (JCSHR). Our analysis of the British situation is justified. In this country, the need for a better knowledge of temporary accommodation was not highlighted until recently, whilst the local authority systems of registration for homeless persons seeking accommodation are much older.</p> <p><i>"Supporting People was devised as a way of addressing the chaos of housing-related support funding and a new legislative ruling separating support service costs from housing benefit payments". Sarah Fusco, Research Officer (Client Record Office, JCSHR, April 2004)</i></p> <p>Note that the current system is not coordinated at national level. The Scottish register operates separately and to our knowledge, neither Wales nor Northern Ireland have implemented such a system..</p>	-
4.1.1.4	<p>Methods providing.. little information</p> <p><i>"information taken from records held by support services and local authorities .... Is limited in terms of quantity and value for research" – See UK supporting people data analysis to disprove this assertion.</i></p>	<p>Compared with statistical surveys based on interviews of around one hour and covering some 400-600 variables, the registration of users of accommodation centres allow collection of a maximum of 30-40 variables.</p>	-

4.1.1.4.2.	<p><i>"housing conditions immediately before they became homeless and moving in the opposite direction":</i> Agree, and the Danish and UK data does this. Therefore why stress later the importance of questionnaires which are of limited value in this respect?</p> <p>Generally pathways analysis is limited using existing data sources. However this indicates a need to consider the pathways model in detail and to examine the conceptual and methodological implications of developing truly longitudinal analyses of homelessness.</p>	<p>The aims of the report do not include proposing a longitudinal analysis of homelessness. Moreover it seems premature to recommend a follow-up of a cohort of homeless persons at EU level when the majority of the countries are not able already to provide cross-sectional data. Furthermore, the longitudinal follow-up of the homeless raises considerable deontological problems.</p>	-
4.1.1.4.3.	Question the relevance of this section.		-
4.1.1.5.1.	<p>Disputed data</p> <p><i>"In Spain.....FEANTSA..."</i> This is simply untrue and is confirmed by the Spanish researcher that this was not stated by himself.</p>	<p>This observation was already taken into account by the suppression of the paragraph concerned for the 24th March 2004 version of the report :</p> <p><i>"In Spain, in a similar context, a study of facilities for the homeless commissioned by Caritas provoked such unfavourable reactions from the NGOs that the results were not included in the latest survey published by FEANTSA (FEANTSA, 2003)."</i></p> <p>The author of the report points out that the November 2002 edition of the FEANTSA review devoted to statistics on homelessness entitled <i>Review on statistics on homelessness in Europe</i> (Edgar et alii, 2002) does not mention the 2000 data for Spain published by Caritas and Comillas University (Caritas Espagne, 2000, <i>La accion social con personas sin hogar en Espana</i>, Edita Caritas espanola ano 2000. 213 p.)</p> <p>The author had understood that the NGOs did not appreciate this survey : this interpretation seems incorrect.</p>	-
	<p><i>"In a feasibility study ...."</i> This is not accurate statement of fact. (p83)</p>	<p><i>"In Germany, the feasibility study conducted by the NRW statistics institute gave rise to exchanges with BAG-W, which wanted to see those who had not paid their rent included in the homeless population as soon as they were reported to the authorities."</i></p> <p>The above-cited paragraph attempted to show that in the NRW Länd, definition of the statistical category "homeless" generated a debate at the time of the feasibility study (the French term "débats" was perhaps mis-translated into English as "exchanges"). On request, if we are not mistaken by GISS and Städtetag rather than BAG-W, the regional statistical institute tested the possibility of including households_in_arrears_with_rent_payments in their pilot survey, but concluded that this would be difficult to implement (notably due to the heterogeneity of the municipal authorities and the 'vague' nature of the questionnaire.</p> <p>(see Landesamt für Datenverarbeitung und Statistik Nordrhein-Westfalen, Testerhebung 2000 "Statistische Erfassung von Wohnungslosigkeit", Wohnungsnotfallstatistik Erfahrungsbericht (paragraph 12, page 32)</p>	<p><u>Correction</u> :</p> <p>Suppress this phrase</p>

4.1.2	<p>The multiplicity of ...institutions providing data.</p> <p>This presents the argument for analysing systematically how these diverse institutions collect data. This is, by definition, not achieved by this study and therefore requires a more focussed approach into this issue perhaps focussing on the NGO sector as proposed by FEANTSA.</p> <p>"But there are also cases....where data collection is funded by the state and carried out by NGOs" – this does not reflect the true extent of this aspect and the importance in terms of developing data collection systems.</p>	<p>Part 3 devotes space to statistical tools involving NGOs. Besides, the statistical methodology employed is more important than the nature of the coordinating organisation.</p>	-
4.1.2.1.3	<p>Reports on the activities of support services</p> <p>This description is simply untrue in relation to the UK. I wonder therefore how accurate it is in other countries (Denmark, Sweden).</p>	<p>The report establishes the following :</p> <p>These reports, which in some ways resemble studies of the clientele of these services, tend to be organised as follows: description of services, description of clientele, and possibly also the opinion of the clientele on the services provided, opinion of the service providers on the issue of homelessness and ways to combat it. They are published on a one-off basis, and include a survey of the situation, showing the role played by those working in the sector, and particularly those funding the research (Rough Sleeper Initiative – monitoring the target of ending the need to sleep rough by 2003 – second report 2001-2002).</p> <p>The text cited for the UK (<i>Rough Sleeper Initiative – monitoring the target of ending the need to sleep rough by 2003 – second report 2001-2002</i>) effectively responds to these criteria because the following elements are presented : Extent of rough-sleeping (3.1), behaviour patterns of people sleeping rough (3.2), profile of those sleeping rough (4.2), Information on accommodation availability from accommodation project (5.2), Reported rough sleeping and available space (5.3), accommodation provision in areas without direct access (5.4) Future challenges : The discussions with those interviewed at the qualitative stage served to highlight current thinking within the local authority areas on how to deal with many of the issues (6.4).</p> <p>By contrast, the operation was already repeated in two consecutive years, which suggests a more continuous nature than similar operations conducted in other European countries.</p>	-
	<p>Tables 25 and 26: creditable attempts but tell us little. A more generic approach to the tables would help. Table 26 especially is confusing – mixing classifications of costs that should be a key element in evaluation of effectiveness. Overall there has been no attempt to cost the proposals.</p>	<p>Note that it is impossible to establish the costs of a statistical operation (register of homeless persons, inventory of accommodation centres) independently from the context in which the operation takes place. Thus a survey amongst the managers of accommodation centres is less costly if it is based on a pre-existing comprehensive inventory of such structures. In a country where there are no registers of accommodation centres, obtaining statistics in this way would be necessarily more expensive. However in different countries, accommodation structures are more or less well inventoried. Similarly, suppression of double-counts is a much less expensive operation in countries where recourse to a single identification number is authorized, than in others.</p>	<p><u>Add</u> : Information about the costs of the operations organised by INSEE, INE and Fondation Zancan will be annexed to the report.</p>



4.1.3.1	<p>Nomenclatures and reference periods</p> <p>households or individuals</p> <p>Does not mention the minimal household unit and thus presents the issue in an apparent false dichotomy. A single person is also a household.</p>	<p>INSEE has never suggested that single person cannot constitute a household.</p>	-
	<p>This is clearly an important issue but the description does not encapsulate the nature of the issue for data collection purposes. The MHU is a starting point but how to detail this in a situation where family relationships are fractured needs more detailed analysis than it is afforded here.</p>	<p>What does MHU mean ?</p>	<p><u>Add</u> (as a footnote to section 3.1.1.3.1) :</p> <p><i>“The Finnish system is a mixed one because it measures The Finnish system is mixed because it measures both the number of homeless households and the number of individuals. However it is not exempt from the problem of double counting. Unless we have misunderstood, it is probable that families who are separated due to the lack of their own, joint accommodation are counted several times where the individual members are accommodated in separate centres or communes. With a count of individuals, this risk is lower”.</i></p>
4.1.3.2	<p>geographical divisions</p> <p><i>“It seems to us that ...the metropolitan area is the most relevant geographical unit...”</i> : while most homelessness occurs in metropolitan areas where is the evidence to justify this recommendation? Furthermore, if this is the recommendation it requires a definition of the metropolitan region.</p>	<p>The report suggests using agglomerations rather than individual municipalities (whose boundaries can be based on administrative criteria) as the statistical unit of analysis and/or data collection. This is because the accommodation network within an (administrative) municipality does not only deal with residents of that municipality but also with persons deprived of housing in neighbouring areas.</p> <p>Moreover, it would be a mistake to consider (like, unless we are mistaken, FEANTSA appear to do) that housing deprivation is essentially an issue for metropolitan areas unless sticking to a very restricted definition of the homeless population. In France, INSEE demonstrated that the proportion of persons staying with family members for lack of a home of their own was higher in rural areas than in urban areas where accommodation is generally of a smaller size.</p>	<p><u>Add</u> (as a footnote to section 4.1.3.2) :</p> <p>By metropolitan areas we mean agglomerations/groups of neighbouring municipalities;</p>
4.1.3.3	<p>reference period</p> <p><i>“NGOs...throughout the year....government administrations...shorter periods..”</i> This is factually incorrect and the relevance anyway is unclear.</p>	<p>The actual phrasing of the paragraph in question employs measured language :</p> <p><i>“While NGOs produce data from collection systems that run throughout the year, which are generally exhaustive (though they sometimes use sampling (surveys)), government administrations, researchers and statisticians <b>tend</b> to use collection methods over shorter periods, from one day to one month”.</i></p> <p>Moreover, this observation is based on the evidence of the c.50 operations described in the report.</p>	<p><u>Add</u> :</p> <p>Table 'Grouping of data collection tools by their reference period', accompanied by following remark :</p> <p><i>“Thus, among the 10 statistical tools operated by NGOs described in the report, 8 supply continuous information throughout the year.</i></p> <p>Among the 28 mechanisms operated by national statistical institutes, public administrations and research institutes, 6 supplied continuous information throughout the year (see table).”.</p>

4.1.3.3.1	<p><i>“the continuous approach fails to give a reliable picture of homelessness. It does not adequately take account of the number of people...”</i> Again this is a generalised statement which is not universally true.</p>	<p>The citation is truncated. The report says the following:</p> <p><i>“Ideally, the continuous approach has two advantages: it always provides more information and it takes account of seasonal variations. But in practice, the continuous approach fails to give a reliable picture of homelessness. It does not adequately take account of the number of people entering or leaving homelessness over a given period of time. Furthermore, no country has an observation system that is capable of gathering information on the housing conditions of every single person on a daily basis, or even just at regular intervals. NGO approaches in fact measure the number of services delivered (overnight stays, meals, etc.) throughout the year, and where there is a good system for removing double counts (which is not always the case), they also provide a count of the number of different people who have used support services during the year. When these support services are hostels, this information is of great interest from our point of view, because it indicates the number of people who, at least once in the year, have experienced one of the four cases of homelessness defined above. However, from the point of view of international comparisons, the information is not a great deal of use. The only indication it gives of the number of people who have experienced this form of homelessness at least once during the year is very inadequate because it hides the parameter of the duration of homelessness (the total amount of time spent living in hostels).”</i></p>	-
4.1.3.4	<p>Retrospective surveys</p> <p>While retrospective surveys have a lot to offer, this section is written in terms which allow erroneous conclusions to be drawn. Reference is made to three issues:</p> <p>facilitating the preparation of common definitions – not explained how this arises.</p>	<p>A concrete practical exercise such as the elaboration of a module for a survey questionnaire is an excellent opportunity to test different definitions and evaluate how they are understood by respondents in different countries.</p>	-
	<p>People’s paths to be tracked: only some approaches allow this and these are expensive to conduct and have few examples of implementation on which to draw lessons.</p>	<p>The report does not say anything different from this. It simply clarifies that retrospective surveys are the least expensive method to collect information about trajectories.</p>	-
	<p>Duration of episodes of homelessness – is only captured in some studies</p>	<p>In this part of the report focussing upon recommendations, we show the advantages of retrospective surveys. <u>In principle, any retrospective survey could include questions about the duration of episodes of housing deprivation.</u> The fact that certain retrospective surveys do not currently include such modules does not change this observation.</p>	-
	<p>Nevertheless we agree with the central argument that retrospective studies provide an important tool and an important comparative tool. Put simply the case for this is not convincingly argued in this section.</p>		-

4.2.1.1	<p>Proposals, Objectives, Measurement at regular intervals:</p> <p>While we agree with this objective, the description is confused and relates to a narrower definition of homelessness than that arrived at in earlier sections.</p> <p><i>"These figures would then be aggregated to give an overall figure for homelessness."</i> – however, measurement by categories of homelessness involves different units of measurement; stock data for street homeless, prevalence data for hostel dwellers or those in temporary accommodation for example.</p>	<p>INSEE proposes methods which lead to cross-sectional quantification of the different forms of housing deprivation. If reference periods are allowed to vary between 1 day - 1 year for different forms of housing deprivation (staying in accommodation centres, living with parents, staying in hotels) it will never be possible to give an overall estimate of housing deprivation,</p> <p>Note in passing that the concept of "prevalence" is inappropriate (it belongs more to the field of epidemiology) and vague in way it is used here by FEANTSA. Unless considering that housing deprivation is a disease, it would be preferable to employ more neutral terms :for example 'rate' or 'frequency'. FEANTSA also uses the term 'acute homelessness' or 'at risk of homelessness' which also seems inappropriate</p>	-
	<p><i>"...figures can be calculated separately for each segment of the definition possibly using different data collection methods"</i> --- agree, inevitably so but contradicts the above statement.</p> <p><i>"...a longitudinal approach i.e. one that stretched over a whole year"</i> --- this is not a longitudinal approach but a prevalence rate measure.</p>		-
4.2.1.2	<p>Characteristics of homeless people:</p> <p>Agree that this is essential. The purpose for which the data is collected is important as this informs the approach to the data collection approach recommended. It is not an either or situation of registers versus direct surveys.</p> <p>Both have uses for different policy purposes. This section is flawed in not clearly defining the characteristics required and confusing issues of experience and satisfaction with demographic and housing history issues.</p>	<p>Nevertheless, the debate around the choice between registers and surveys seems fundamental (see below)</p>	-
4.2.2	<p>Relevant methods</p> <p>Three criteria named – data quality, international comparability and cost.</p> <p>However, it is difficult to follow that these criteria are followed through.</p>	<p>The definition proposed by FEANTSA is not a model of clarity ...</p>	-
4.2.3	<p>Defining homelessness</p> <p>Agree that living circumstances provides the base of the definition. However, as presented the approach is unclear and incomplete (see the FEANTSA approach for comparison).</p>		-

	<p>"...ensure that no situation is forgotten.....Annex 5" : this does not meet the criteria of comprehensiveness and mutually exclusive categories.</p>	<p>The remark on section 4.2.3.1 recalls the following :<i>"The principle behind a classification of housing conditions is that it can combine several dimensions .../... One of the challenges is to ensure that no situation is forgotten ..."</i>.</p> <p>Elsewhere the report says that a classification of housing conditions should have two properties: it must include all situations (comprehensiveness) and be based on several dimensions, precisely in order to produce mutually exclusive categories. This is furthermore what FEANTSA tried to do by defining "housing deprivation" and "housing exclusion" ("Homelessness and housing exclusion") by means of 5 subcategories :</p> <ul style="list-style-type: none"> <li>➤ Rooflessness</li> <li>➤ Houseless</li> <li>➤ Insecure housing (adequate housing)</li> <li>➤ Inadequate housing (secure tenure)</li> <li>➤ Unaffordable housing</li> </ul> <p>(FEANTSA Reaction on the Policy Recommendations presented by EUROSTAT in the Progress Report for the Indicators Sub-Group, June 2004)</p> <p>The classification tries to propose categories which are not mutually exclusive (which is a step forward) but this logic is not followed through as the dimensions are treated in a hierarchical way : firstly the physical dimension ( what we call the type of habitat), then the social dimension (the ability or not to establish social contacts), and finally the legal dimension (accommodation tenure statut). If the cost of accommodation should enter into the definition it should do so explicitly via a fourth dimension. However due to this hierarchical structure by dimensions, we cannot distinguish those persons living in collective households ('houseless') who also have a high financial burden, or among those with precarious tenure status which in addition are housed in poor conditions (insufficient comfort/quality)..</p>	-
	See the UK Supporting People definition for comparison.		-
4.2.4	<p>Monitoring accommodation facilities</p> <p><i>"exhaustive inventory of facilities..."</i> we agree but this is not a one-off exercise. It requires continuous amendment and requires a relational database to be effective.</p>	<p>The report does not say anything different but the following clarification is necessary :</p>	<p><u>Add</u> :</p> <p><i>"In each country, it would be useful to draw up an exhaustive inventory of accommodation facilities run by local authorities and charities <u>and to keep this up to date.</u>"</i></p>

	<p>Again not clear definition of facilities is offered.</p>	<p>It is not INSEE's role to specify for each country the accommodation structure (dormitories, rooms, housing) which should fall within this definition. Moreover INSEE did not intervene on the initial draft definition of homelessness and housing deprivation. Rather, it took the draft definition elaborated by the Eurostat task-force and showed how that was perceived by various commentators (NGOs, researchers, administrations, statisticians, etc.). After this exercise, INSEE proposed a provisional definition of housing deprivation which is very similar to the Eurostat one but formulated more simply. The report and its' recommendations focus on this <u>working definition</u> : <i>"Homelessness is provisionally defined here in a simplified way by combining only two criteria: one morphological criterion, the type of habitat, and one legal criterion, status of occupancy"</i>.</p> <p>With regard to the definition, INSEE simply suggests avoiding ad-hoc attempts to define persons suffering from housing deprivation and to build a harmonised classification of housing conditions within which housing deprivation would fit (see section Defining homelessness from a classification of housing conditions).</p>	-
	<p>This confuses the supply inventory with demand data – ie data on users. Why collect the data by questionnaire survey of facilities staff incurring extra effort and costs when this data is already collected on a continuous basis.</p>	<p>As recommendation 7 of the report does not seem to have been understood, add clarifying comments :</p>	<p><u>Add</u> (section 4.2.4.1.1) :</p> <p>The methodology proposed must cater both for countries with a registration system for users of accommodation centres and for countries without such a system. There is nothing to prevent countries with such a system from calibrating it to supply the sorts of information requested (average number of persons accommodated during a two-week period in July, in December, characteristics of clients on a given date).</p> <p>However readers are reminded :</p> <ol style="list-style-type: none"> <li>1) that the issue is not the choice between electronic or paper transmission of data, but between the development of continuous registration of users of accommodation centres and/or regular questionnaire surveys amongst managers of accommodation centres. Clearly such a questionnaire could be computerised. Taking INSEE as an example, most questionnaire surveys are computerised: interviewers use the CAPI system to control data entry and for electronic transmission of data;</li> <li>2) that for ethical reasons, INSEE does not recommend continuous registration of service-users because, in certain countries, this technique could introduce risks for persons recorded in this way;</li> <li>3) that at present, no country has a registration system which captures all accommodation centres on the national territory in a standard manner;</li> <li>4) that not all the details required to inventory accommodation centres is available in client files ; in order to compare the forms which homelessness takes in the different countries, it would be desirable to describe accommodation structures within a harmonised classification of housing conditions (eg. does it supply individual or collective solutions; what sort of contract ties the user to the centre; is there a maximum</li> </ol>

			<p>duration...) – for which much of the information is not currently captured within registration systems, or needs to be harmonised.</p> <p>The key question is to choose the method of data collection : three solutions can be envisaged.</p> <p>(a) self-completion of a questionnaire by centre managers : in electronic format, or in paper format where computer facilities don't exist;</p> <p>(b) completion of the questionnaire by surveyors who contact centre managers by telephone;</p> <p>(c) completion of the questionnaire by surveyors on the basis of face-to-face interviews with centre managers.</p> <p>Clearly, the data collected is of better quality (accuracy, reliability) when the information is compiled by surveyors (especially during face-to-face interviews conducted on site in accommodation centres) but the associated cost is higher..</p>
	An EDT solution which improved data quality is surely preferable.	The fact that data are transmitted electronically guarantees neither their quality nor their relevance nor their completeness but simply the speed of delivery (EDT, Electronical Data Transfer). (See reply under 3.1 above).	-
4.2.5	<p>Interviewing users.. by questionnaire</p> <p><i>“...a sample of users of hostels ... every three to five years”</i> - why hostel users; which hostels? There remain ethical and practical issues with this approach which are not elaborated. Costs are not quantified.</p>	The costs of the operation conducted in France will be included in an annex to the report.	-
	Interviewing people staying temporarily with households. Purpose not clarified.	Insofar as the definition drafted by the task-force includes within the category of “homeless” those persons who are staying with third parties for lack of a home of their own, INSEE recommends including a module on this subject in harmonised household surveys which already exist. In this context, the French, Dutch and Finnish housing surveys are good examples.	-
4.2.6	How is a sample to be drawn in absence of a sampling frame?	The report recommends maximising the use of existing survey tools. Consequently, there is no need to present a particular sampling approach.	-
4.2.7	<p>Interview ex-homeless through household surveys</p> <p>Agree this is valuable.</p>		-
4.2.8	<p>Best way of using census</p> <p>Agree.</p>		-

## **ANNEX 10: FEANTSA research proposal**

The role of the voluntary sector in the collection of data on homelessness.



# FEANTSA Research Proposal

## The role of the voluntary sector in the collection of data on homelessness

### INTRODUCTION

#### 1. Political background

The European Council of Lisbon launched in March 2000 the EU strategy against poverty and social exclusion as an important part of the broader Lisbon strategy. The European Council of Nice agreed in December 2000 on the common objectives of this strategy, which include access to decent housing for all and prevention of homelessness. The European Council of Laeken adopted a set of European indicators to monitor and to measure progress with the implementation of the strategy. This set does not include any indicators related to homelessness and housing exclusion, but the Laeken Council agreed it was necessary to develop such indicators.

The Social Protection Committee (SPC) recommended in its final report on social inclusion indicators (October 2001) that it was necessary to take initiatives at EU level to improve comparable information and reporting on decency of housing, housing costs and homelessness.

The INSEE report prepared for Eurostat has provided an interesting insight into homelessness and housing deprivation data collection, but the role of the voluntary sector in this field remains underdeveloped in the report. FEANTSA believes that it has the necessary expertise to carry out research in this area – research which would complement the information available in INSEE report - and thereby contribute to the development of comparable statistical information on homelessness at EU level.

#### 2. Monitoring and measuring homelessness

Monitoring and measuring the extent and nature of homelessness is needed at both national and EU levels in order to support and strengthen policies and strategies for combating homelessness in the framework of the EU strategy.

The lack of (comparable) data concerning the extent and nature of homelessness in the EU Member States is problematic. It is very difficult to make homelessness an important focus of anti-poverty policies, while it remains largely invisible in statistics. In general, it is only those problems that are measured with appropriate indicators that are addressed by public policy.

Measuring homelessness is extremely difficult and therefore risks being inaccurate. In most EU Member States public authorities have no or very limited experience with homelessness statistics. Most of the data and the experience with data collection can be found in the voluntary sector. FEANTSA, which presents a substantial part of the voluntary sector working with homeless people, is therefore well placed to play a role in a EU initiative concerning data collection on homelessness.

#### 3. Lack of statistical information on homelessness at EU and national levels



A key aim of the EU strategy is to improve policies by promoting a better understanding of poverty and social exclusion. It is obvious that statistics are an important factor contributing to a better understanding. Hence a key strand of the Community Action Programme is to improve statistics at Member State and Community level.

At the moment there is no comprehensive statistical coverage of homelessness at the European level.

There is already a lot of information available on the quality, affordability and availability of housing, but it does not usually include data on homelessness. During the 1990s, the European Commission (DG Employment and Social Affairs) published a series of reports, presenting the available statistical data with regard to housing in the Member States. Now the Informal Meeting of EU Housing Ministers is producing these reports. The reports represent useful attempts to compile the available data with regard to the size, age, quality, supply, cost and financing of housing in the Member States. However, the information obtained from the Member States is often incomplete or out of date, which makes meaningful comparisons difficult. Also - much of the data concerns averages and so it is difficult to tell anything about the housing situation of those who experience social exclusion. There is no direct information on the numbers and nature of homelessness.

The European Community Household Panel (ECHP) provided a useful snapshot with regard to income, housing and work, and we look forward to the results of its successor, EU-SILC, which will hopefully provide a broad picture of housing exclusion. This is especially important as EU-SILC is to become the reference source of comparative statistics on income distribution and social exclusion at European level. The need to cover the issue of homelessness in European data collection is highlighted in the 2001 SPC report – “...homelessness. It is a specific example of a wider issue about indicators that could miss the most vulnerable people who are at the greatest risk of social exclusion ...people who are homeless...tend not to be included in household surveys...all countries should report on this issue and give an account of the data available and any plans there are to improve data coverage of these vulnerable groups.”

The political developments since the European Council of Lisbon make such a comprehensive coverage of the homeless possible at EU level. FEANTSA's research proposal wants to contribute to the development of an effective methodology.

## PROJECT PROPOSAL

### 1. Aim of the project

The voluntary sector plays an important role in most of the initiatives to collect data on homelessness – this has been clearly demonstrated in Chapter 3 of the INSEE report produced for the Task Force on Homelessness of EUROSTAT. FEANTSA wants to clarify this role and try to explain the differences between the different EU Member States.

In some EU Member States the public authorities at national/regional levels (National Statistical Institutes (NSI), Ministries) or at local levels work closely together with the voluntary sector to collect data on homelessness – often through surveys (e.g. France). In other countries the voluntary sector developed its own data collection system (e.g. Germany). There are also some countries where the public authorities collect data on homelessness through administrative registers without the support of the voluntary sector.

#### • **Data gathered by the voluntary sector**

FEANTSA would like to focus on the data collection system that are developed and run by the voluntary sector. In some countries these systems are very reliable and in some other countries the voluntary sector is in the process of developing them. FEANTSA would look specifically at the following:

- the kind of the data
- the quality and comparability of the data
- the methodology of data collection.

FEANTSA want to find out if and how the data collected by the voluntary sector can be used for measuring and monitoring homelessness at EU level – in particular in the framework of the EU strategy. We know that the data of the voluntary sector are not the most appropriate for headcounts, but they reveal trends in nature of the homeless population. Monitoring and measuring these trends is of vital importance to ensure effective policy-making. It is

obvious that for instance an increasing percentage of single mothers in the homeless population requires specific policy measures.

FEANTSA's research would look at key variables that could be monitored at EU level through data collected by the voluntary sector (age, gender, nationality, legal status, etc.).

We believe that it is important to look at the possible contribution of the voluntary sector to an EU data collection system on homelessness. The data provided by the voluntary sector are generally flow-data rather than stock-data and therefore allow effective monitoring of trends in the homeless population. Integrating these data at EU might prove to be more cost-effective than other EU data collection initiatives such as surveys.

The research would also look at the shortcomings of the data collected by the voluntary sector. We know that one of the problems of data from the voluntary sector is that they only cover the clientele of service providers. The research will look at the effect of these shortcomings on the value of the data from the voluntary sector for monitoring trends in the homeless population.

The research would finally look into the complementarity of public statistics (collected with or without the co-operation of the voluntary sector) and data provided by the voluntary sector at the level of the individual Member States and at EU level.

- **Involvement of the voluntary sector in public data collection initiatives**

In some countries the voluntary sector co-operates with public authorities for the collection of data on homelessness. FEANTSA would look into the nature (e.g. legal framework) and outcome of this co-operation. In some countries the voluntary sector has very good working relations with public authorities (NSI or Ministries), while in other countries this relationship is much more problematic. FEANTSA would look into the causes and effects of these differences.

Co-operation between the voluntary sector and public authorities happens mostly in the framework of surveys or headcounts. FEANTSA would look into the benefits and problems of this co-operation from the perspective of the voluntary sector.

This research is necessary to get a better understanding of the relation between public authorities and the voluntary sector, which is complex in particular with regard to data collection. The research should anticipate problems of co-operation in the framework of a EU system of data collection.

- **Attitude of the voluntary sector on data collected by public authorities**

In countries where the public authorities collect data without involving the voluntary sector, it is interesting to look at the attitude of the latter on these data. The voluntary sector is the most important player in the fight against poverty in all EU Member States. It is therefore important to know the opinion of the voluntary sector on the relevance of public data for policy development.

## **2. Actors in the research project**

- **European Observatory on Homelessness**

The European Observatory on Homelessness is the research network of FEANTSA. It consists of 15 researchers from all EU Member States, who are experts in the areas of homeless and housing exclusion. A number of FEANTSA experts from the Accession Countries have already been working on homeless statistics and developed data collecting systems (e.g. Czech Republic and Hungary) – such countries will be included in the research project.

A small team of academics from the University of Dundee and the University of Saint Andrews (JCSHR) does the co-ordination of the research for FEANTSA. The European Observatory has carried out extensive research on the scope, nature and causes of homelessness during the past 10 years. For more information on the European Observatory's research, please visit FEANTSA's website [www.feantsa.org](http://www.feantsa.org).

The European Observatory on Homelessness identified already many years ago an absence of reliable data with regard to the numbers of homeless people in the EU Member States. This issue was addressed in Chapter 2 of the European study 'Homelessness in the European Union' (published by FEANTSA in 1995). The report reads: *"Up to now, no European Union country has undertaken a complete count of homeless people and of those under severe housing stress. Population and household censuses, generally undertaken at 10 or five year intervals, are not a sufficient instrument for monitoring housing exclusion"* (page 74).

Since the publication of this report, statistics on homelessness have remained an important issue on the research agenda of the European Observatory. In 2002 the European Observatory published for the first time a European statistical report on homelessness based on 15 national reports drafted by the national research correspondents. FEANTSA will publish an update of this report on an annual basis.

We believe that, thanks to the expertise of the researchers, the previous work on homelessness statistics and the close relation of the researchers with the voluntary sector, the European Observatory is the right body to carry out the research.

- **FEANTSA**

We mentioned before that FEANTSA is a network of national and regional umbrella organisations of services for homeless people. FEANTSA represents a substantial part of the organised homeless sector in the EU and in some Accession Countries. Because of the important role of the voluntary sector in the collection of data on homelessness (explained above), we believe that FEANTSA would be the right body to co-ordinate and supervise the research carried out by the Observatory.

FEANTSA set up a few years ago an expert group on data collection and indicators. This group consists of 6 experts on homelessness statistics and would be following the research closely. This group has already discussed in detail several data collection systems run by the voluntary sector.

### **3. Methodology and Timetable**

- **Methodology**

- The study will be a review of the role of the voluntary sector in the collection of data on homelessness in each EU15 Member State and 3 Accession Countries from an EU perspective and focusing on data collection systems run by the voluntary sector.
- Step 1: The JCSHR together with the FEANTSA working group on data collection and indicators will draw up research guidelines. The research guidelines will form the basis for a questionnaire.
- Step 2: All 15 national research correspondents of the European Observatory and 3 Accession Country experts will carry out the research. They will produce a national report in which they address all the issues included in the questionnaire. They will work closely together with their national counterparts in the Administrative Council of FEANTSA.
- Step 3: On the basis of the national reports, the JCSHR will produce a European report. The European report will focus on the conditions for involving the voluntary sector in an EU data collection system. The report will assess in particular the potential of data collection systems run by the voluntary sector.
- The research will be supported by two meetings in which the national research correspondents, the JCSHR and representatives of FEANTSA's Administrative Council will participate. One meeting will be used to launch the research project, the second meeting will be used to discuss and adopt the European report.

- **Timetable**

The research will be undertaken over a 12 to 15 month period. A presentation of interim findings will be made after 9 to 12 months and a final report will be made after 12 to 15 months. The following meetings/workshops will be organised:

- **Month 1**  
Research project preparation: drafting of research guidelines and questionnaire; first meeting to launch the research.
- **Month 2 – Month 6**  
National research: drafting national reports; feedback JCHSR
- **Month 7 – Month 10**  
European research: drafting European report.
- **Month 11**  
Second meeting: presentation, discussion and adoption of draft European report.
- **Month 12 – Month 15**  
Finalisation European report: rewriting, translation, printing, distribution.

- **Format**

For each country a country report will be prepared in English or French. The national reports will be not longer than 20 pages (copied version). The JCSHR will base a European report of not longer than 60 pages on the basis of the country reports. This report will be distributed in paper form at and will be freely available on the FEANTSA web-site [www.feantsa.org](http://www.feantsa.org).

#### **4. Expected outcomes of the project**

The research will determine how the voluntary sector could be involved in a EU data collection system on homelessness. The research will also determine if and how the data collection systems run by the voluntary sector could be the basis for monitoring and measuring trends in the homeless population. The research aims to complete the study carried out by INSEE.

**ANNEX 1 : BUDGET**

<u>Nature of Costs</u>	<u>Quantity &amp; description</u>	<u>Unit Cost in Euros</u>	<u>Total Cost in Euros</u>
<b><u>Research Costs</u></b>			
Fees	18 reports commissioned from national research correspondents		90 000
Co-ordination of Research and final report	Joint Centre for Scottish Housing Research		25 000
Travels & accommodation costs	JCSHR & FEANTSA office – in order to co-ordinate research		2 000
		<b><u>Sub-total</u></b>	<b><u>117 000</u></b>
<b><u>Meetings</u></b>			
Rental of meeting room and hire of translation equipment			7 000
Travel costs of participants	28 participants per meeting		16 800
Cost of lodging and meals	28 people for 2 days		16 800
Hire of equipment			500
Conference materials	Preparation of files, badges etc.		500
		<b><u>Sub-total</u></b>	<b><u>41 600</u></b>
<b><u>Final Report on the Research Findings</u></b>			
Publication and printing	60 pages – 500 English 200 French	6	7 000
Translation	60 pages	50 /page	3 000
Distribution	700 copies	3	1 000
		<b><u>Sub-total</u></b>	<b><u>11 000</u></b>
<b><u>Office Costs</u></b>			
Office costs	Email, telephone, fax etc.		3 000
		<b><u>Sub-total</u></b>	<b><u>3 000</u></b>
<b><u>TOTAL EXPENDITURE</u></b>			<b><u>172 600</u></b>

**ANNEX 2 :****List of national correspondents of European Observatory**

Heinz Schoibl <i>Helix</i>	Austria
Pascal De Decker <i>Universiteit Antwerpen - UFSIA</i>	Belgium
Inger Koch-Nielsen <i>Social Forsknings Instituttet</i>	Denmark
Sirkka-Liisa Kärkkäinen <i>STAKES</i>	Finland
Elisabeth Maurel <i>GREFOSS</i>	France
Volker Busch-Geertsema <i>GISS</i>	Germany
Aristidis Sapounakis <i>Kivotos</i>	Greece
Eoin O' Sullivan <i>University of Dublin</i>	Ireland
Antonio Tosi <i>Politecnico di Milan</i>	Italy
Monique Pels <i>CEPS</i>	Luxembourg
Judith Wolf <i>Katholieke Universiteit Niimegen</i>	The Netherlands
Isabel Baptista <i>Universidade Catolica Portuguesa</i>	Portugal
Pedro José Cabrera <i>Universidad Pontificia Comillas</i>	Spain
Ingrid Sahlin <i>Gothenburg University</i>	Sweden
Isobel Anderson <i>University of Stirling</i>	United Kingdom
<b>JCSHR</b>	
Bill Edgar <i>University of Dundee</i>	United Kingdom
Joe Doherty <i>University of St Andrews</i>	United Kingdom
Henk Meert <i>Katholieke Universiteit Leuven</i>	Belgium

**ANNEX 3: Full and Associate Members of FEANTSA****FULL MEMBERS**

BAWO - BUNDESARBEITSGEMEINSCHAFT WOHNUNGSLOSENHILFE	AUSTRIA
ASSOCIATIONS DES MAISONS D'ACCUEIL	BELGIUM
STEUNPUNT ALGEMEEN WELZIJNSWERK	BELGIUM
SBS § 94 SAMARBEJDEDE BOFORMER EFTER SERVICELOVENS	DENMARK
Y-FOUNDATION/Y-SAATIO	FINLAND
VAILLA VAKINAISTA ASUNTOA RY	FINLAND
EMMAUS FRANCE	FRANCE
FNARS	FRANCE
BAG WOHNUNGSLOSENHILFE	FRANCE
ARSIS	GERMANY
IRISH COUNCIL FOR SOCIAL HOUSING	GREECE
FIO-PSD	IRELAND
CONFERERATION CARITAS LUXEMBOURG	ITALY
FEDERATIE OPVANG	LUXEMBOURG
SANTA CASA DA MISERICÓRDIA DO PORTO	NETHERLANDS
SERVIÇOS DE ASSISTÊNCIA ORGANIZAÇÕES DE MARIA	PORTUGAL
CARITAS ESPANOLA	PORTUGAL
SCOTTISH COUNCIL SINGLE HOMELESS	SPAIN
NATIONAL HOMELESS ALLIANCE	UK
COUNCIL FOR THE HOMELESS N.I.	UK
SHELTER	UK

**ASSOCIATE MEMBERS**

UN TOIT, UN COEUR ASBL	BELGIUM
VLAAMS OVERLEG BEWONERSBELANGEN VZW	BELGIUM
MISSIONEN BLANDT HJEMLOSE	DENMARK
KOFOEDS SKOLE	DENMARK
ASSOCIATION OF TENANTS AND HOME OWNERS	FINLAND
PROHABITATGE	SPAIN
FILOS	SPAIN
FUNDACIO CENTRE D'ACOLLIMENT I SERVEIS SOCIALS	SPAIN
ASSOCIACION XARXA	SPAIN
FEDERACION DE ASOCIACIONES PRO INMIGRANTES	SPAIN
FUNDACAO HABITACAO E SOCIEDADE	SPAIN
AEP DESENVOLUPMENT COMUNITARI	SPAIN
FACIAM	SPAIN
PRO VIVIENDA	SPAIN
RAIS	SPAIN
SANTA CASA DA MISERICORDIA DE LISBOA	PORTUGAL
FUNDAÇÃO ASSITENCIA MÉDICA INTERNACIONAL	PORTUGAL
A.C.I.S.J.F.	PORTUGAL
ASSOCIACAO PORTUGUESA DE PARALISIA CEREBRAL	PORTUGAL
CAIS	PORTUGAL
FUNDACAO HABITACAO SOCIEDADE	PORTUGAL
STADSMISSIONEN I GOTHENBORG	PORTUGAL
EDINBURGH CAMPAIGN FOR SERVICES FOR HOMELESS PEOPLE	SWEDEN
ST. MUNGO ASSOCIATION	UK
THE DEPAUL TRUST	UK
CENTREPOINT SOHO	UK
NOVAS-OUVERTURES GROUP	UK
EMMAUS U.K	UK
SHELTER CYMRU	UK
THE BIG ISSUE	UK

GWALIA HOUSING GROUP	UK
PEMBROKESHIRE CARE SOCIETY	UK
THE CARR-GOMM SOCIETY LIMITED	UK
SAFE IN THE CITY	UK
THE LONDON CONNECTION	UK
THE LONDON HOUSING FOUNDATION	UK



## **ANNEX 11: Questionnaires used for the consultation**

How quantitative data concerning Homelessness are collected in the EU : definitions, methodologies, types of statistics produced.

(January 2003)

- Questionnaire 1 : Defining homelessness.
  
- Questionnaire 2 : Describing organisation of food aid and accommodation services for homeless persons.
  
- Questionnaire 3 : Methods used in statistics production.



# HOW QUANTITATIVE DATA CONCERNING HOMELESSNESS ARE COLLECTED IN THE EU

## DEFINITIONS, METHODOLOGIES, TYPES OF STATISTICS PRODUCED

Questionnaire one

### Defining homelessness

January 2003

**Country :**

**Family name :**

**First name :**

**Name of your organisation :**

**Postal address :**

**Telephone :**

**Fax :**

**E-mail :**

**D1** In your national language, what are the different designations that are used for homeless persons ? *(as far as possible, please define each of these terms, and include a translation into English)*

**D2** Is there a legal definition of homelessness in your country ?

1. Yes .....	1
2. No .....	2
3. Don't know.....	3

→ D3  
→ D4  
→ D4

**D3** What is the legal definition of homelessness ?

*If possible, please specify the relevant legal reference*

**D4** Is there an official definition of homelessness in your country ?

1. Yes .....	1
2. No .....	2
3. Don't know.....	3

→ D5  
→ D6  
→ D6

**D5 What is the official definition of homelessness ?**

*If possible, please specify the relevant reference*

**D6 In your work, do you use the term “homeless” or a direct translation of “homeless” ?**

- |                                   |   |      |
|-----------------------------------|---|------|
| 1. Yes.....                       | 1 | → D7 |
| 2. No, but a similar concept..... | 2 | → D8 |
| 3. Not at all .....               | 3 | → D8 |

**D7 How do you define this term ?**

*(if you have no standard definition of this term, please leave blank)*

***Please go to D11***

**D8 What concept do you prefer to use instead ?**

*(in your own language and as far as possible translated into English)*

**D9 Please, give a definition of it :**

**D10 Why is this preferable ?**

**D11 Which conditions as described below refer to your own perception of homelessness ?**

- Several answers are possible according to the scale of the field

- If, according to your own perception, a category includes homeless persons and non-homeless persons, please tick the case "difficult to answer"

	YES	difficult to answer	NO
01. sleeping in the open air (street, bridge, car park, garden), in an enclosed public area (shopping centre, station, underground railway), or sleeping in an enclosed private area (abandoned building, cellar, vehicle).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
02. being accommodated in a hostel/shelter open to the public ( <u>not</u> specialised).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
03. being accommodated in a hostel/shelter for women who are victims of domestic violence .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
04. being accommodated in a hostel/shelter for women who are accompanied by dependant children .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
05. being accommodated in a hostel/shelter for children .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
06. being accommodated in a hostel/shelter dedicated to reinsertion of prisoners who have completed their sentences .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
07. being accommodated in a hostel/shelter for drug addicts.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
08. being accommodated in a hostel/shelter for persons seeking political asylum.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
09. being accommodated in a hostel/shelter dedicated for refugees, or repatriates .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
10. being accommodated in a tourist hotel nightly paid by voluntary or public organisation.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
11. being accommodated in bed-and-breakfast accommodation nightly paid by voluntary or public organisation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
12. being accommodated in self-contained dwelling arranged by voluntary or public organisation with no tenancy agreement .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
13. being accommodated in self-supporting community (for example Emmaüs) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
14. living in a hostel for migrant workers .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
15. living in a hostel for young workers.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
16. occupying a vacant dwelling <u>with</u> permission (registered squat).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
17. occupying a vacant dwelling <u>without</u> permission (unregistered squat).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
18. paying for a room in a tourist hotel for lack of a home of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**D11 Which conditions as described below refer to your own perception of homelessness ?**

(continuation)

	YES	difficult to answer	NO
19. paying for bed-and-breakfast accommodation for lack of a home of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
20. living in an uncomfortable accommodation (no water or no heating) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
21. living in a caravan for lack of a home of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
22. being on a waiting list for social housing because no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
23. about to be ejected from existing accommodation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
24. hospitalised or incarcerated following a period of homelessness .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
25. soon to be released from prison and no accommodation of one's own ....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
26. living with parent(s) because no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
27. living with other family member because no accommodation of one's own (does not include young people living in their childhood home) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
28. living with friends because no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
29. family members forced to live in separate dwellings because of lack of housing .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
30. Other 1 : please specify .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
31. Other 2 : please specify .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**D12 What kind of situations could be qualified in your country as "precarious housing" ? In what does it differ from homelessness?**

**D13 What do you think of the definition of homelessness set below ?**

**Definition:**

*A homeless person is someone who does not have access to accommodation which he can reasonable occupy, whether this accommodation is legally his own property or whether the property is rented; provided by employers; or occupied rent-free under some contractual or other arrangement.*

*In consequence, he is obliged to sleep either :*

- Outdoors
- In buildings which do not meet commonly agreed criteria for human habitation
- In night-time emergency hostel accommodation provided by public sector or charitable organisations
- In longer-stay hostels provided by public sector or charitable organisations
- In Bed & Breakfast accommodation
- In other short-stay accommodation
- In the homes of friends or relatives
- In registered squats

**D14 Is there another term you would rather use to qualify these situations ?**

1. Yes .....		1
2. No.....		2
3. Don't know.....		3

→ D15  
→ D17  
→ D17

**D15 Which one ?**

**D16** How would you translate this term into your own language ?

**D17** Are there any additional comments or observations you wish to make ?



## Follow-up

**Q1** Do you have, or produce, quantitative data concerning homeless or precariously housed persons in your country ?

*We are interested in a wide range of data (from registers or surveys ) even if they do not cover the entire territory or the entire homeless population and are based on little samples and exploratory methodologies.*

- |              |   |
|--------------|---|
| 1. No.....   | 1 |
| 2. Yes ..... | 2 |

**Q2** How many different sources are you aware of ?

- |                        |   |
|------------------------|---|
| 1. One.....            | 1 |
| 2. Two.....            | 2 |
| 3. Three or more ..... | 3 |

**Q3** Please indicate the name of these data sources and, if possible, the name and E-mail address of the person who is (was) in charge of its production and the name of the body to which he or she belongs.

**Q4** Do you know researchers or universities or experts who may be willing to complete this questionnaire ?

Name :

Organisation :

E-mail address :

Postal address :

-----  
Name :

Organisation :

E-mail address :

Postal address :

-----  
Name :

Organisation :

E-mail address :

Postal address :  
-----

***Thank you for your co-operation.***

***The results from this survey may be published in a report by Eurostat in the course of 2004.  
Do you agree that your name should be included in the list of experts contacted ?***



# HOW QUANTITATIVE DATA CONCERNING HOMELESSNESS ARE COLLECTED IN THE EU

## DEFINITIONS, METHODOLOGIES, TYPES OF STATISTICS PRODUCED

### Questionnaire two

## Describing organisation of food aid and accommodation services for homeless persons

January 2003

*Country :*

*Family name :*

*First name :*

*Name of your organisation :*

*Postal address :*

*Telephone :*

*Fax :*

*E-mail :*

This questionnaire is divided as follows :

- Organisation of accommodation (6 pages)
- Organisation of food aid (2 pages)
- Responsibility for homeless persons (2 pages)
- Follow-up (2 pages)

*If, in your country, the assistance network is organised differently from region (or metropolitan area) to another, you can choose to supply this information in relation to a specific geographical area, indicated below :*

**NAME of COUNTRY (or region , or metropolitan area) :**



**H6** Are there any specialized shelters or hostels providing accommodation only for a specific group of homeless persons, such as ...

	YES	NO	don't know
01. Persons accompanied by dependant children .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
02. Elderly persons .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
03. Young persons .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
04. Single persons .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
05. Persons having been in custody.....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
06. Former prostitutes.....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
07. Domestic violence victims .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
08. Drug addicts .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
09. Alcoholics .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
10. Persons having mental illness or handicap.....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
11. Seekers of political asylum.....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
12. Refugees or repatriates.....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
13. Other : please specify .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
14. Other : please specify .....	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3

**H7** Is there an official/public accommodation network supported by legislation ?

1. Yes.....	<input type="text"/> 1
2. No .....	<input type="text"/> 2
3. Don't know .....	<input type="text"/> 3

**H8** Is there a voluntary accommodation network ?

1. Yes.....	<input type="text"/> 1
2. No .....	<input type="text"/> 2
3. Don't know .....	<input type="text"/> 3

**H9** Do public and voluntary sector network cooperate ?

1. Yes, in many cases .....	<input type="text"/> 1	➔ H10
1. Yes, in some cases .....	<input type="text"/> 1	➔ H10
2. No, they are two separate networks.....	<input type="text"/> 2	➔ H11
3. Don't know .....	<input type="text"/> 3	➔ H11

**H10 What does cooperation consist of ?**

**H11 How are accommodation places financed ?**

1. Primarily from public funds.....		1
2. Primarily from private funds .....		2
3. From both public and private funds .....		3
4. Other : please specify .....		4

**H12 What are the principal sources of public funding for the accommodation ?**

**H13 At what level is the public accommodation of homeless persons primarily organised ?**

1. National.....		1
2. Regional.....		2
3. Local .....		3
4. Other : please specify .....		4

**H14 Does the public sector have a register of the hostels (shelters), be they run by the public or the voluntary networks) ?**

1. Yes, at national level.....		1	➔ H15
2. Yes, but at local level only (council, local authority), please specify .....		2	➔ H15
3. No, the public sector only registers its own shelters/hostels .....		3	➔ H15
4. No .....		4	➔ H16
5. Don't know .....		5	➔ H16

**H15** What is (are) the official name(s) of the register(s) ?

**H16** What are the principal voluntary organisations involved in the supply of accommodation to homeless persons ?

**H17** Does the voluntary sector have a register of the hostels (shelters) located in your country, be they run by the public or the voluntary networks) ?

- |  |   |         |
|--|---|---------|
| 1. Yes, at national level.....   | 1 | → H18   |
| 2. Yes, but at local level only (council, local authority), please specify ..... | 2 | → H18   |
| 3. No, the voluntary sector only registers its own shelters/hostels.....         | 3 | → H18   |
| 4. No .....  | 4 | → F1... |
| 5. Don't know .....  | 5 | → F1... |

**H18** What is (are) the official name(s) of the register(s) ?



## Organisation of food aid

**F1** Are hot meals (or meal packs) distributed free-of-charge or at a subsidised price in your country, independently of hostels and shelters ?

- |             |   |
|-------------|---|
| 1. Yes..... | 1 |
| 2. No ..... | 2 |

→ N1...

**F2** Are these hot meals (or meal packs) distributed ....

- |  |   |
|--|---|
| 1. Outdoors, by mobile distributors .....  | 1 |
| 2. Indoors, in restaurants, canteens ..... | 2 |
| 3. Both .....                              | 3 |

**F3** How many hot meals (or meal packs) are served on an average day in wintertime (lunch + dinner) ?

*enter 9999 if "don't know"*

*(excluding meals served in hostels or shelters)*

\_\_\_\_\_ meals

**F4** How many hot meals (or meal packs) are served on an average day in summertime (lunch + dinner) ?

*enter 9999 if "don't know"*

*(excluding meals served in hostels or shelters)*

\_\_\_\_\_ meals

**F5** How are these hot meals financed ?

- |   |   |
|---|---|
| 1. Primarily from public funds.....         | 1 |
| 2. Primarily from private funds .....       | 2 |
| 3. From both public and private funds ..... | 3 |
| 4. Other : please specify .....             | 4 |

**F6** What are the principal sources of public funding for the distribution of hot meals ?

**F7** Does the public sector have a register of the hot meals distribution services in your country, be they run by the public or the voluntary networks ?

- |   |   |      |
|---|---|------|
| 1. Yes, at national level.....  | 1 | → F8 |
| 2. Yes, but at local level only (council, region), please specify ..... | 2 | → F8 |
| 3. No, the public sector only registers its own shelters/hostels .....  | 3 | → F8 |
| 4. No .....   | 4 | → F9 |
| 5. Don't know .....   | 5 | → F9 |

**F8** What is (are) the official name(s) of the register(s) ?

**F9** What are the principal voluntary organisations involved in the distribution of hot meals ?

**F10** Does the voluntary sector have a register of the hot meals distribution services in your country, be they run by the public or the voluntary networks ?

- |  |   |       |
|--|---|-------|
| 1. Yes, at national level.....   | 1 | → F11 |
| 2. Yes, but at local level only (council, region), please specify.....       | 2 | → F11 |
| 3. No, but each organization registers its own hot meals distributions ..... | 3 | → F11 |
| 4. No .....  | 4 | → N1  |
| 5. Don't know .....  | 5 | → N1  |

**F11** What is (are) the official name(s) of the register(s) ?

## Responsibility for homeless persons

**N1** With reference to the allocation of tasks between government departments, under which branch(es) does responsibility for homelessness lie ? Is it the ministry of :

01. humanitarian aid, social exclusion.....	<input type="checkbox"/>	1
02. social affairs .....	<input type="checkbox"/>	2
03. social protection.....	<input type="checkbox"/>	3
04. health .....	<input type="checkbox"/>	4
05. housing.....	<input type="checkbox"/>	5
06. the family.....	<input type="checkbox"/>	6
07. employment.....	<input type="checkbox"/>	7
08. interior ("Home Office") .....	<input type="checkbox"/>	8
09. other ministry/department/bureau : please specify.....	<input type="checkbox"/>	9
10. inter-institutional bodies : please specify the official name, the ministries/departments/bureaux concerned .....	<input type="checkbox"/>	10

**N2** In your country, do the following exist ...

	YES	NO	don't know
01. Day centres .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
02. Free-of-charge medical consultancies .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
03. Mobile teams (who distribute food, blankets and other assistance directly in the areas where homeless persons choose to sleep.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
04. Legal advice services .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
05. Clothing centres (distribution of clothing) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
06. Distribution of food packages (to be cooked).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
07. Distribution of restaurant vouchers or food tickets .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
08. One (or more) telephone numbers(s) through which homeless persons can locate hostels or shelters.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
09. A collection service to guide persons towards hostels or shelters (local community services, transport services, police, fire brigade) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
10. Mailbox services (providing a postal address for persons without accommodation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
11. Protection associations for homeless persons and persons in poor housing.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
12. Night café .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
13. Other care services for homeless persons : please specify.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**N3** When describing the support for homeless persons, is it usual to distinguish emergency services and re-insertion services ?

1. Yes.....	1
2. No .....	2
3. Don't know .....	3

→ N4  
→ N5  
→ N5

**N4** On what criteria are these distinctions made ?

**N5** Do you make other distinctions ?

1. Yes.....	1
2. No .....	2
3. Don't know .....	3

→ N6  
→ N7  
→ N7

**N6** On what criteria ?

**N7** Are there any additional comments or observations you wish to make ?

## Follow-up

**Q1** Do you have, or produce, quantitative data concerning homeless or precariously housed persons in your country ?

*- We are interested in a wide range of data (from registers or surveys ) even if they do not cover the entire territory or the entire homeless population and are based on little samples and exploratory methodologies.*

- |             |   |
|-------------|---|
| 1. No ..... | 1 |
| 2. Yes..... | 2 |

**Q2** How many different sources are you aware of ?

- |                       |   |
|-----------------------|---|
| 1. One .....          | 1 |
| 2. Two .....          | 2 |
| 3. Three or more..... | 3 |

**Q3** Please indicate the name of these data sources and, if possible, the name and E-mail address of the person who is (was) in charge of its production and the name of the body to which he or she belongs.

**Q4** Do you know researchers or universities or experts who may be willing to complete this questionnaire ?

*Name :*

*Organisation :*

*E-mail address :*

*Postal address :*

-----  
*Name :*

*Organisation :*

*E-mail address :*

*Postal address :*

-----  
*Name :*

*Organisation :*

*E-mail address :*

*Postal address :*

-----

***Thank you for your co-operation.***

***The results from this survey may be published in a report by Eurostat in the course 2004. Do you agree that your name should be included in the list of experts contacted ?***



# HOW QUANTITATIVE DATA CONCERNING HOMELESSNESS ARE COLLECTED IN THE EU

## DEFINITIONS, METHODOLOGIES, TYPES OF STATISTICS PRODUCED

Questionnaire three

### Methods used in statistics production

January 2003

*Country :*

*Family name :*

*First name :*

*Name of your organisation :*

*Postal address :*

*Telephone :*

*Fax :*

*E-mail :*

## Preliminaries

*We are interested in a wide range of data and methodologies even if they do not cover the entire territory or the entire homeless population of your country, or if they are based on little samples or exploratory studies. The questionnaire should allow you to describe one data source (or survey) among the following .*

### Examples of data collection systems that can be described through the questionnaire

- *a street survey ;*
- *a questionnaire-based interviews of shelter (hostel) managers ;*
- *registers of, or activity reports by shelters (hostels) ;*
- *collection of data from local authorities responsible for homeless population ;*
- *questionnaire-based interviews of the clients of shelters (hostels), day centre ;*
- *files of recipients of social security benefits ;*
- *files of claims for accommodation ;*
- *questionnaire-based interviews of persons in dwellings including questions concerning friends and family they may lodge in their own dwelling ;*
- *questionnaire-based interviews of persons in dwellings including questions about their accommodation history and any periods during which they may have been homeless ;*
- *a panel survey of homeless persons ;*
- *census data ;*
- *any combination of data sources ;*
- *other sources of information.*

- ***This questionnaire is designed to document one source of data.***
- ***If you want to describe several data sources please use copies of this questionnaire***

This questionnaire is divided as follows :

- General characteristics of the data source (8 pages)
- Methodology of data collection (3 pages)
- Information in the data source (3 pages)
- Follow up (2 pages)



## General characteristics of the data source

**C1** Do you have, or produce, quantitative data concerning homeless or precariously housed persons in your country ?

- |                     |   |
|---------------------|---|
| 1. Yes.....         | 1 |
| 2. No .....         | 2 |
| 3. Don't know ..... | 3 |

→ C2  
→ Q4...  
→ Q4...

**C2** Did you participate in...

- |  |   |
|--|---|
| 1. The production of this data source (planning, implementation, validation) . | 1 |
| 2. Analytical research based on this data source .....                         | 2 |
| 3. Both .....  | 3 |
| 4. Other : please specify .....  | 4 |

**C3** What is the name of this register or survey you produce or you use the most ? (official title, with a translation into English, if possible)

**C4** Which organisations were responsible for the development of this data source (planning, implementation, validation) ?

*More than one response is possible if data was compiled by various organisations*

1. One or more research institute .....

*Please, specify the name of the organisation(s) :*

YES	NO
<input type="checkbox"/> 1	<input type="checkbox"/> 2

2. One or more voluntary organisation or Non-Governmental organisations..

*Please, specify the name of the organisation(s) :*

<input type="checkbox"/> 1	<input type="checkbox"/> 2
----------------------------	----------------------------

3. One or more government departments .....

*Please, specify the name of the organisation(s) :*

<input type="checkbox"/> 1	<input type="checkbox"/> 2
----------------------------	----------------------------

4. One or more territorial authority (urban, provincial) .....

*Please, specify the name of the organisation(s) :*

<input type="checkbox"/> 1	<input type="checkbox"/> 2
----------------------------	----------------------------

5. A regional statistics office .....

*Please, specify the name of the organisation(s) :*

<input type="checkbox"/> 1	<input type="checkbox"/> 2
----------------------------	----------------------------

6. A national statistics office ..... 

1
---

2
---

  
*Please, specify the name of the organisation(s) :*

7. Software companies ..... 

1
---

2
---

  
*Please, specify the name of the organisation (s) :*

**C5 Did other organisations finance the collection of this data ?**

1. Yes.....	1
2. No .....	2
3. Don't know .....	3

→ C6  
 → C7  
 → C7

**C6 Which ones ?**

**C7 What is the population covered by this survey or data source ?**

**C8 How are the data collected ?**

**C9 Which situations are covered by this data source ?**

Please indicate if the coverage of the following situations is full, partial or zero (or in the case of a sample survey, is the representativeness of the situation good, biased or zero).

Several answers are possible according to the scale of the field ,

If “don’t know”, please leave blank

If a listed situation (for example “sleeping in bed-and-breakfast accommodation”) is not present in your country at all, please cross out

	Full/ good	Partial/ biased	Zero
01. Sleeping in the open air (street, bridge, car park, garden), in an enclosed public area (shopping centre ,station, underground railway), or sleeping in an enclosed private area (abandoned building, cellar, vehicle).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
02. Being accommodated in a hostel/shelter open to the public ( <u>not specialized</u> ).....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
03. Being accommodated in a hostel/shelter for women who are victims of domestic violence .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
04. Being accommodated in a hostel/shelter for women who are accompanied by dependant children .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
05. Being accommodated in a hostel/shelter for children .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
06. Being accommodated in a hostel/shelter dedicated to reinsertion of prisoners who have completed their sentences .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
07. Being accommodated in a hostel/shelter dedicated for drug addicts, alcoholics.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**C9 Which conditions as described below refer to your own perception of homelessness ?**

(continuation)

	Full/ good	Partial/ biased	Zero
08. Being accommodated in a hostel/shelter for persons seeking political asylum .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
09. Being accommodated in a hostel/shelter for refugees, or repatriates .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
10. Being accommodated in a tourist hotel nightly paid by voluntary or public organisation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
11. being accommodated in bed-and-breakfast accommodation nightly paid by voluntary or public organisation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
12. Being accommodated in self-contained dwelling arranged by voluntary or public organisation with no tenancy agreement .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
13. Being accommodated in self-supporting community (for example Emmaüs) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
14. Living in a hostel for migrant workers .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
15. Living in a hostel for young workers .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
16. Occupying a vacant dwelling <u>with</u> permission (registered squat) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
17. Occupying a vacant dwelling <u>without</u> permission (unregistered squat) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
18. Paying for a room in a tourist hotel for lack of a home of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
19. Paying for bed-and-breakfast accommodation for lack of a home of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
20. Living in an uncomfortable accommodation (no water or no heating) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
21. Living in a caravan for lack of a home of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
22. Being on a waiting list for social housing because no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
23. About to be ejected from existing accommodation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
24. Hospitalised or incarcerated following a period of homelessness .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
25. Soon to be released from prison and no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
26. Living with parent(s) because no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
27. Living with other family member because no accommodation of one's own (does not include young people living in their childhood home) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
28. living with friends because no accommodation of one's own .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**C9 Which conditions as described below refer to your own perception of homelessness ?**

(continuation)

- 29. family members forced to live in separate dwellings because of lack of housing.....
- 30. Other : please specify .....

Full/ good	Partial/ biased	Zero
<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3
<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3

**Since persons may not stay in the same situation all the year long, the estimation of the number of people varies considerably according to the reference period which is considered.**

**C10 Does this source of data / this survey give a number of persons .....**

*More than one answer is possible if several sorts of estimates are supplied*

- 1. on a specified date : indicate the day .....
- 2. on an average day during a specified period : indicate the period.....
- 3. in a specified week : indicate the week .....
- 4. in an average week during a specified period : indicate the period .....
- 5. in a specified month : indicate the month .....
- 6. in an average month during a specified period : indicate the period.....
- 7. in a specified year : indicate the year .....
- 8. Other : specify : .....

YES	NO
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2
<input type="text"/> 1	<input type="text"/> 2

**C11 What is the size of the population targeted by the survey or the data source ?**

*Place and period of reference :*

<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	adults
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	adults + children

**C12 What is the geographical area covered ?**

- |   |   |       |
|---|---|-------|
| 1. One or more municipalities .....     | 1 | → C14 |
| 2. One or more metropolitan areas ..... | 2 | → C14 |
| 3. A province or region.....            | 3 | → C14 |
| 4. The entire national territory .....  | 4 | → C13 |
| 5. Other : specify : .....              | 5 | → C13 |

**C13 Is this data available at local level ?**

- |  |   |       |
|--|---|-------|
| 1. No, only at national level.....                                 | 1 | → C15 |
| 2. Yes : specify (metropolitan, provincial, district level ) ..... | 2 | → C15 |

**C14 Please state the names of the municipalities (metropolitan areas, provincial areas)**

**C15 Was this data produced in the year...**

	YES	NO	don't know
2003	1	2	3
2002	1	2	3
2001	1	2	3
2000	1	2	3
1999	1	2	3
1998	1	2	3
1997	1	2	3
1996	1	2	3
1995	1	2	3
1994	1	2	3
1993	1	2	3
1992	1	2	3
1991	1	2	3
1990	1	2	3
1989	1	2	3
1988	1	2	3
1987	1	2	3
1986	1	2	3
1985	1	2	3



**M6 How ?**

- |  |   |
|--|---|
| 1. By weighting the sample to take into account multiple usage.....  | 1 |
| 2. By selective survey following initial filter questions at the time of data collection .....                     | 2 |
| 3. By ex-post suppression of double-count (via an identification flag, name, Social security number, etc...) ..... | 3 |
| 4. Don't know .....  | 4 |

*Please give details of the method employed :*

**M7 Does this data source take into account seasonal variation ?**

- |                     |   |
|---------------------|---|
| 1. Yes.....         | 1 |
| 2. No .....         | 2 |
| 3. Don't know ..... | 3 |

→ M9  
→ M9

**M8 How ?**

**M9 Could this data collection exercise be repeated ?**

- |                     |   |
|---------------------|---|
| 1. Yes.....         | 1 |
| 2. No .....         | 2 |
| 3. Don't know ..... | 3 |

→ M11  
→ M10  
→ M11



**M10** Why not ?

**M11** What is your opinion concerning the quality of this source of data ?  
(relevance, accuracy, timeliness, accessibility, comparability, coherence, completeness)

**M12** What are the possible problems in this data collection ?

## Information in the data source

**I1 Does this source of information cover the following domains ?**

*YES, widely = 3 questions or more, YES, a little = 1 to 3 questions*

	YES widely	YES a little	NO
01. Demographics (age, gender, marital status) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
02. Education and training .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
03. Employment status .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
04. Current living conditions (shelters, hostels, temporary accommodations) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
05. Past living conditions (duration of stays in shelters, in the street, with family) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
06. Source of income .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
07. Services use .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
08. Search for accommodation .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
09. Physical health .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
10. Mental health .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
11. Social contacts .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
12. Victimization (physical or sexual abuse) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
13. Living conditions of children .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
14. Children and education .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
15. Drug abuse/alcoholism .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
16. Food intake .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
17. Childhood, family history .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
18. Imprisonment .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
19. Experiences in the armed services .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
20. Service needs (the things the most needed) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
21. Legal status (asylum seekers, refugee) .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
22. Ethnicity .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
23. Other .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**I2 For which of these domains is there the most information ?**

*Please, specify three domains*

1<sup>st</sup> domain

2<sup>nd</sup> domain

3<sup>rd</sup> domain

**I3 How many variables are available in the file ?**

vars.

**I4 In the case of a questionnaire-based survey, what is the time taken to complete the questionnaire ?**

minutes

OR

days

**I5 Does the data allow an estimate of the number of homeless persons in the geographical area under consideration ?**

- 1. Yes.....
- 2. No .....
- 3. Don't know .....

	1
	2
	3

- ➔ I6
- ➔ I7
- ➔ I7

**I6 What is the resulting estimate of the homeless population ?**

*If several geographical areas and/or reference periods, then specify the area and/or the period.*

*If you can't make the distinction between adults and children, then fill "adult +children".*

*Indicate below the definition of homeless population you refer to :*

**Definition:**

*Place and period of reference*

adults

adults + children

-----  
*Place and period of reference*

adults

adults + children

**17 Are persons who sleep in areas not fit for human habitation (eg. street, vehicle, car-park, metro station) the subject of a specific headcount ?**

- |                     |                            |      |
|---------------------|----------------------------|------|
| 1. Yes.....         | <input type="checkbox"/> 1 | ➔ 18 |
| 2. No .....         | <input type="checkbox"/> 2 | ➔ 19 |
| 3. Don't know ..... | <input type="checkbox"/> 3 | ➔ 19 |

**18 What is the resulting estimate of the homeless population ?**

*If several geographical areas and/or reference periods, then specify the area and/or the period.  
If you can't make the distinction between adults and children, then fill "adult +children".*

*Place and period of reference*

<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	adults
----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	--------

<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	adults + children
----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------

*Place and period of reference*

<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	adults
----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	--------

<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	adults + children
----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------	----------------------

**19 As far as you know, who have used this source of information ?**

	YES often	YES sometimes	NO never
01. Officials responsible, at local level, for social needs, for the alleviation of poverty .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
02. Officials responsible, at national level, for social needs, for the alleviation of poverty .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
03. Officials responsible for housing at local level .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
04. Officials responsible for housing at national level .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
05. Officials responsible for healthcare at local level.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
06. Officials responsible for health care at national level.....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
07. Members of charitable organisations .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
08. Members of political parties .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
09. Newspaper reporters .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
10. Radio and television reporters .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**I9 As far as you know, who have used this source of information ?**

(continuation)

	YES often	YES sometimes	NO never
11. Researchers .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
12. Other persons .....	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**I10 Are there any additional comments or observations you wish to make ?**

## Follow-up

**Q1** Are you aware of other quantitative data concerning homeless or precariously housed persons in your country ?

*- We are interested in a wide range of data (from registers or surveys ) even if they do not cover the entire territory or the entire homeless population and are based on little samples and exploratory methodologies.*

- |             |  |   |
|-------------|--|---|
| 1. No ..... |  | 1 |
| 2. Yes..... |  | 2 |

**Q2** How many other sources are you aware of ?

- |                       |  |   |
|-----------------------|--|---|
| 1. One .....          |  | 1 |
| 2. Two .....          |  | 2 |
| 3. Three or more..... |  | 3 |

**Q3** Please indicate the name of these data sources and, if possible, the name and E-mail address of the person who is (was) in charge of its production and the name of the body to which he or she belongs.

**Q4** Do you know researchers or universities or experts who may be willing to complete this questionnaire ?

*Name :*

*Organisation :*

*E-mail address :*

*Postal address :*

-----  
*Name :*

*Organisation :*

*E-mail address :*

*Postal address :*

-----  
*Name :*

*Organisation :*

*E-mail address :*

*Postal address :*  
-----

***Thank you for your co-operation.***

***The results from this survey may be published in a report by Eurostat in the course 2004. Do you agree that your name should be included in the list of experts contacted ?***

## **ANNEX 12: Summary of report findings**

1. Obstacles to European comparisons
  - a) Differing institutional contexts
  - b) Difficulties at national level
2. Choosing a (common) definition
  - a) The Eurostat draft definition
  - b) A provisional classification
3. Data collection systems
  - a) Aggregate data from local government sources
  - b) Aggregate data from support services to homeless
  - c) Directories of support services to homeless
  - d) Individual data from support services
  - e) Individual data from accommodation centres
  - f) Surveys of residents of accommodation facilities
  - g) Household surveys with questions about temporary/'hidden' residents
  - h) Household surveys with retrospective questions
4. Conclusions and recommendations
  - 4.1 Evaluation
  - 4.2 Proposals



## 1. Obstacles to European comparisons

### (a) Differing institutional contexts

Countries that are more focused on housing measures have broader definitions of homelessness; countries that place greater focus on emergency assistance have narrower definitions.

- p17 In most countries, homelessness is handled by a single ministry, although this does not exclude intervention by others
  - Social Affairs and/or Health (eg. DK, ES, IT, LU, PT, HU, PL)
  - Social Affairs and/or Health and Home Affairs (BE, DE, EL, FR, NL)
  - Housing (IE, FI, UK)
- (By deduction, split responsibilities in AT, SW. Situation not known in ACC/CAN...)
- p17 Ways of approaching homelessness vary depending on ministry involved.
  - Specific initiatives (eg. provision of temporary accommodation; preventing loss of accommodation)
  - General initiatives which also affect homeless persons (eg. social security benefits; public order measures)

National definitions broadly correspond to initiatives based on housing conditions, mobility, social problems. Specific legal definitions are difficult to compare.

- p17 In a few countries (DE, FI, SV, UK) policy aims to provide long-term accommodation, and eligibility definitions are enshrined in law.
- p18 Several countries (DE, PL, FR) have legal definitions based on lack of permanent address, determining access to state benefits, threat to public order
- p18 In countries where the homeless are mainly dealt with by Social Affairs ministry, legal definitions are less common.
- p18 In most countries there are rules for priority access to housing (notably IE, UK but also DE, FI), . They typically include both housing conditions criteria (current accommodation adequate?) and social problems criteria (lack of family, lack of money?) but the order can vary.
- p19 Texts provided for 9 countries (BE, DK, DE, IE, FI, UK and LV, HU, PL)

There is a relationship between the way the housing market works and the provision of social housing. Where social housing is better developed, the definitions of homelessness are broader.

- p21 In many countries where most people own their own homes, staying with one's relatives until buying one's own home is not unusual. Assistance with housing is rarely offered.
- p21 By contrast, in countries where social housing is available to young people, living with relatives is unusual and can sometimes be considered as a case of homelessness
- p21 Homeless population can be split between priority and non-priority cases (ie. those to whom accommodation will eventually be offered and those to whom it will not).

Responsibility (public/local/voluntary/private) for the provision of temporary accommodation varies, as do conditions.

- p22 In all countries, public and voluntary sectors work together.
- p22 Provision can be more or less centralised. Greater fragmentation makes it harder to draw comparisons
- p22 Public sector often participates in the provision of lodgings but rarely in other services (meals, laundry, clothing, daycentres, legal aid).

- p22 Public sector may own property, subsidise private sector landlords, provide staff to hostels – but the most common method is to provide funds to associations that run hostels covering all or part of costs.
- p22 In Southern/Eastern Europe, public sector plays a much less significant role than Northern Europe.
- p23 In most countries (ES, IT, FI, UK, CZ, HU, PL) public hostels are subsidised locally; in others (DK, IE, AT, PT) the regions play dominant role; in some (FR, LU) subsidies are paid by central government.
- p23 Temporary accommodation typically comprises dormitories (ES, IT, PT, PL), or individual rooms in communal facilities (BE, CZ, HU), or studio flats (FR, FI, SV, UK) – although other solutions exist.
- p23 Temporary accommodation may be seen as a transitional measure towards rehousing.
- p24 Certain groups may not be treated in the same way. In most countries there are special centres for victims of domestic violence and for asylum-seekers/refugees. This may also be the case for drug addicts and mentally-ill. Generally, the larger the city, the greater the degree of specialisation.
  - (By deduction, also true for most urbanised/heavily populated countries)

Conclusion: in view of the diversity of institutional frameworks, the existing vocabulary used to describe the homeless has little chance of achieving perfect correspondence from one language to another, making it difficult – although not impossible – to establish a common statistical category.

### (b) Difficulties at national level

There are a number of technical, political and media obstacles to overcome.

- p26 The first problem concerns the small size of the target population: the homeless probably represent less than 0.5% of the total population. Special tools must be developed to find them.
  - In the majority of countries, homeless are often not registered as they have no address and do not claim benefits.
  - Homeless people staying with others could be reached by household surveys, but large sample sizes would be needed, and they are not the main component of total homeless.
  - The homeless move around a lot. Statistical tools are not designed for temporary situations.
  - The impact of seasonal variation can be important.
  - Even when reached in sample, there may be practical problems resulting in a high non-response rate...on the other hand, respondents may be keen to participate.
- p26 The homeless have a high media profile, which varies from country to country – see for example how the ratio between web-page citations of “unemployed” and “homeless” varies: U:H =4 (BE, NL, AT), U:H =3 (DE), U:H =2 (DK, IE), U:H =1 (UK).
  - political sensitivity may impose higher standards
- p94 The approach to data measurement also influences the concept. As with unemployment, homelessness could be considered as the number of persons who enter the state of homelessness, or as the number of persons who are identifiably homeless, or the number of persons who are looking for housing...
- p26 There is a tendency to examine the homeless in terms of their specific characteristics (ie. the person) rather than as part of wider society (ie. the situation). This is evident in policy-making, in media debate and in research – and also in terminology.
  - ie. potentially prejudicial design of statistical data collection
- p27 Only the Germanic languages have a term that can describe both the individual status (homeless; wohnungslos) and the social phenomenon (homelessness; wohnungslosigkeit). Speakers of Romance and Slavic languages have to invent approximate phrases and terms. Translations of Commission documents have demonstrated the difficulty – and the vocabulary has not entered common use.
  - p27 In languages other than English, terms are constructed from the metaphor of having no shelter ('roofless'), or no dwelling ('houseless'), or specific features of the dwelling (quality/duration of tenure) - rather than subjective, emotive connotations of having no home.

- See Table 5 in the report for an attempted translation of relevant terms.

**Conclusion:**

Adoption of new terms, with the appropriate translations, may be a helpful solution:

p28 “housing deprivation” (for the social phenomenon).

p32 “state of homelessness” (for the individual).

## **2. Choosing a (common) definition**

### **(a) The Eurostat draft definition**

Five categories of respondent: (1) those who approve unreservedly; (2) those who like it but suggest clarifications, (3) those who want more limited definition, (4) those who want broader definition, (5) those who regret focus on housing conditions.

- p31 Out of 300 people contacted in January 2003, 142 replied to questionnaire. Their background (28 countries: EU15+ACC10+BG+RO+Norway+Croatia; 5 occupation groups: government, NSI, researcher, NGO, students and teachers in foreign language departments) is summarised in table 7 on p.35 of the report.
- p31 Attempts to expand the consultation were not very successful. Owing to translation delays, most contacts took place in English.
  - p31 Additional responses would have been particularly helpful from researchers or actors in the housing sector, or working with battered women, or asylum seekers, as they might have had another opinion.
  - p25 Information is also lacking about organisations providing help in finding new accommodation.
- p38 Situations synonymous with homelessness for those with a restricted conception of the term’s meaning are also synonymous for those with a broader vision (ie. there is a continuum: we do not have several groups of respondents each defending an exclusive definition).
  - This may make it possible in practice to adopt a ‘minimum’ definition initially and a ‘comprehensive’ definition subsequently, or to adopt an ‘aggregation of available components’ approach.
- p38 Respondents from the same professional group tend to share relatively similar opinions, although statisticians from NSI and government officials are more homogenous than NGOs and researchers, who notably have differing opinions depending on whether they work in national or pan-European context.
- p38 (Table 8) On average, statisticians from NSI identify 7 out of 29 situations with homelessness (and 7 don’t know), whilst government officials identify 11 situations (6 don’t know) - compared with 14 for NGOs and researchers (7 don’t know).
- The views of professional groups diverge in general...
  - p39 Government officials were less concerned with the quality of housing than with the fact of housing.
  - p39 Government officials distinguish responsibilities of other government departments (eg. asylum-seekers; prison-leavers; migrant workers).
  - p39 Government officials focus as much on those on the point of becoming homeless as those who actually are. By contrast, statisticians from NSI are uncomfortable with category ‘at risk of becoming homeless’ as it is easier to measure past events.
- ...and on specific issues
  - Ap.2 Gr.1 (p124) 5% of statisticians from NSI, 50% of NGOs see ‘living with friends’ as homelessness.
  - p40 and Ap.2 Gr.6 (p129) 30% of Govt., 30% of national NGOs, 70% of pan-European NGOs see ‘living with friends’ as homelessness.
  - Ap.2 Gr.2 (p125) 10% of statisticians from NSI, 50% of Govt. see ‘drug addict hostel’ as homelessness.

- Ap.2 Gr.7 (p130 ) 20% of national NGOs, 60% of pan-European NGOs see 'drug addict hostel' as homelessness.
- p43 and Ap.2 Gr.3 (p126) 20% of statisticians from NSI, 70% of Govt. see 'leaving prison' as homelessness.
- Ap.2 Gr.4 (p127) 10% of statisticians from NSI, 50% of NGOs see 'living in B&B' as homelessness.
- Ap.2 Gr.5 (p128) 20% of students, 70% of researchers see 'living in caravan' as homelessness.
- p40 25% of statisticians from NSI, 50% of "students" see 'undergoing eviction' as homelessness.
- p41 5% of Govt., 40% of pan-European NGOs see 'immigrant hostels' as homelessness.
- p41 national NGO does not, pan-European NGO does see 'women's refuge' as homelessness.

p42 Organisations supporting the homeless tended to favour broader definitions, while government administrations and statisticians from NSI recommend more restrictive definitions.

- p43 more or less, whoever the organisation concerned, homelessness is defined in relation to a minimum standard of living.
- p43 terms which do not carry any negative connotations are easier to use. In particular (p35) Statisticians from NSI are concerned at impact of pejorative terminology on questionnaire response.
- p43 participation in the European debate is causing to develop a common language, and to find out more about the specific features of other countries.
- p43 Housing conditions that at one time were thought normal are now felt to be unacceptable because expectations have increased.
  - Eg. early 1990s FEANTSA definition: "...person who is incapable of acceding to and maintaining an adequate personal dwelling through his or her own means or with the aid of Social Services."
  - Eg. current FEANTSA conceptual definition: "...persons experiencing one of the following: rooflessness; houselessness; insecure accommodation; inadequate accommodation." (operational definition in Nov.2003 report classifies 16 situations).

**SO...** The draft definition, albeit with some refinement of categories (clarifying... merging... expanding... deleting), is broadly acceptable as a working definition  
 – although it excludes consideration of *insecurity of tenure* (risk of becoming homeless) and it excludes consideration of *inappropriate accommodation* (eg. invalid in top-floor flat, divided families)  
 – and further agreement is necessary on a classification which would place homelessness within the wider context of housing status.

## (b) A provisional classification

p45 Consultation showed that...it was difficult to produce a definition that everyone could agree on and...that some situations were hard to classify.  
 Rather than trying to define a population group and segmenting this population, it would be better to agree on a classification including all forms of housing, including insecure housing and homelessness.

- Current absence of and need for such an overall classification is acknowledged. Separate construction classifications, household type classifications, poverty indicators, national surveys, national registers...
- Appendix5 contains a draft full classification (13 accommodation types; 5 quality criteria; 9 statuses; 8 stability categories).
- p46 simplified version: physical dimension (what? where?), legal dimension (how?), durability dimension (for how long ?) and perhaps comfort (what?).
  - Contrast with FEANTSA : physical domain (exclusive adequate space), social domain (privacy), legal domain (title).

- p47 (Table 1) extra-simplified version: *physical* dimension (selected habitat types) and *legal* dimensions (selected occupier statuses), with an assessment of their frequency in practice.
  - => draft definition
    1. sleeping in a place not designed for human habitation
    2. accommodated by a public sector or charitable organisation without a tenancy agreement
    3. staying temporarily with friends or relatives for lack of one's own home
    4. staying temporarily in a hotel or guesthouse (including B&B) for lack of one's own home

### **3. Data collection systems**

#### **(a) aggregate data from local government sources.**

- More typical of Northern countries
- p49 Administrative register (local councils)
  - Periodicity varies - eg. DE (NRW) annual exercise, IE triennial, UK (ODPM) quarterly, FI annual.
  - Coverage varies - eg. DE (NRW) hostels + about to be evicted, IE housing stock + housing applications, UK (ODPM) applications + approvals + temporarily housed, FI housing demand/supply + homeless persons.
- p51 ADVANTAGES/DISADVANTAGES
  - Yields simple cross-sectional headcount (register avoids double counting); typically compiles some socio-demographic information; typically consider adequacy and legality; may contribute to social housing policy.
  - Fact of (re-)housing application may not mean qualify, may be out-of-date; typically focus on household, not individual (except DE (NRW) and FI); based on legal/official definitions so not comparable internationally; not currently available in all countries; may not be comprehensive.

#### **(b) aggregate data from support services to homeless.**

- More typical of Southern countries
- One-off surveys including inventory of support network
  - eg. BE (Brx) 2000, ES (Caritas) 1999, FR 2000-2001
- p54 ADVANTAGES/DISADVANTAGES
  - Need to define homelessness; unless coordinated centrally, survey unlikely to be comparable over space or time. Typically focus on individual, not household. Often includes variables on funding and capacity.
  - Two-stage exercise: resource-intensive; difficult to organise across larger geographic areas; may lead to creation of a regular database; difficult to ensure satisfactory level of response (NSIs have an advantage).
  - Point-in-time estimate. (no risk-of double-counting if only accommodation centres are taken into account).

#### **(c) directories of support services to homeless.**

- p57 Produced by associations
  - Eg. Austria-BAWO 1998, Germany-BAG.W, France-FNARS, Italy-FIO.PSD, Netherlands-Federatie Opgvang.
- p57 Maintained by central/local government
  - National: eg. Spain-social services register; France-register of healthcare/support centres; Denmark-registration of hostel users; Finland-social services for municipalities.
  - City-level: eg. Hungary (Budapest), Belgium (Brussels), Spain (Madrid), France (Paris).

- p58 ADVANTAGES/DISADVANTAGES
  - Useful working tool for surveys. Rarely complete geographically (eg. Germany-BAG.W and Italy-FIO.PSD focused in North). Rarely complete by type of service (eg. Germany-BAG.W and France-FNARS focused on hostels/shelters).

p58 Even though the information they give is essential for giving a general picture, collections of aggregate data provide a relatively poor description of the situation...using about 10 variables at most.

**(d) individual data from support services.**

- p58 Registers maintained by central/local government
  - National: eg. Germany-social services register – questionnaire seeks reasons for application (among which is homelessness).
- p58 Associations providing support services
  - National level: eg. Austria-BAWO 1997.
  - City-level: eg. Austria-Vienna (can describe users), France-Paris SAMU, Ireland-Dublin NGO (weekly database).
- p59 Statistical surveys
  - Austria-Salzburg (October), UK-Scotland (May+October), Sweden-NDPHSS (1993+1999).
- p60 ADVANTAGES/DISADVANTAGES
  - Common problem: distinguish homeless users of services from other users...but otherwise very different purposes and questions.
  - Statistics surveys typically short duration (< 1 month) but in all cases need method to eliminate double-counting. Extended reporting periods generate higher non-response due to burden imposed on support centre staff.

**(e) individual data from accommodation centres.**

- p64 Arrival/departure records
  - Eg. Belgium (Flanders), Denmark, Netherlands.
- p64 Questionnaire of managers
  - Eg. France-EnquêteES
- p65 ADVANTAGES/DISADVANTAGES
  - Precise field: users. Rarely complete coverage geographically or type of shelter. Registers typically continuous updating. Focus on individuals, not households.

p67 Questionnaire surveys are often considered the best way of collecting firsthand information...Unlike registration procedures, questionnaires are designed to deal with specific issues.

**(f) surveys of residents of accommodation facilities.**

- p67 Users of accommodation services
  - eg. France-Paris January 2003 (census), Belgium-Flanders (sample).
- p67 Users of accommodation services and street-sleepers
  - eg. Poland-Pomerania December 2001, Germany-Hamburg March 2002, Hungary-Budapest February 1999, Italy March 2000.

- p69 Users of support services
  - eg. Capture-recapture-repeated-random-sampling Hungary-Budapest 1997 Tuberculosis Screening Programme, Netherlands-Hague.
  - eg. Adjusted-by-weights France 2001, (USA 1996, Spain-Madrid. Similar methodology)
- p71 ADVANTAGES/DISADVANTAGES
  - Unit of measurement is the stay rather than the individual. Capture-recapture method at experimental stage: time gap means different populations. Adjusted-by-weights: more robust but more complex and more expensive.
  - Comparability depends ex-ante harmonisation.

**(g) p74 household surveys with questions about temporary/'hidden' residents.**

- eg. French Housing Survey 1996, 2000. UK 2000.
- Concept of temporary residence is not easy to define. Descendants? Ascendants? Siblings? Their spouses? Their ascendants/descendants? Friends/guests? Boarders...lodgers...sub-tenants? Employees? What about co-owners? What duration distinguishes 'temporary' from 'permanent'?

**(h) p78 household surveys with retrospective questions.**

- eg. Eurobarometer 1993, UK Housing Survey 1995, France Health Survey 2002, Scottish household Survey 2003, Philipot 2004 telephone survey.
- Sample survey of households. All members of household participate? Arbitrary definition. Arbitrary recall period (birth? 10yrs? 5yrs?).
- Comparing earlier with later surveys, there is a greater range of questions and categories of analysis have become clearer.

retrospective surveys offer enormous advantage of facilitating preparation of common definitions... they also allow people's paths to be tracked.

**4.1 Evaluation**

- p89 Great disparities in approaches, in line with the legislative and administrative context and statistical traditions.
- p89 Most sources available do not consist of statistical surveys but of data collected and collated by government administrations or voluntary sector organisations.
- p89 The information produced is very diverse in nature.
  - Only a few countries try to comprehend homelessness in its entirety at national level (Sweden, Finland, UK).
  - Most use one or two sources, which are often local and more or less complementary.

- p89 Overall, coverage of homelessness is very patchy
  - p89 Table 24
  - Those who are not looked after by support systems evade statistical detection.
    - Approaches looking at housing often miss single people.
    - Rarely include those living with parents or friends. – France, Australia, Finland suggest this could be equal to those in emergency accommodation!
    - Poorly suited to reach those with sufficient resources to stay temporarily in hotels, B&B. - France and Australia census suggests this could be 33.33% total homeless!
    - In small towns there may be few support services.
    - Organisations producing data may not be responsible for the whole accommodation sector.
    - Local govt. may be unaware of NGO activities – and vice versa.
  - p90 Content of data collection varies in quality
    - Small sample sizes.
    - Small numbers of variables, often linked to management of facilities rather than description of target population.
    - Little consideration of dynamics (reasons for entry/exit + duration + frequency).
  - p91 Little comparability with general population surveys
  - p91 Frequent criticism of methodology, especially definitions but also collection
  - p92 Reluctance to publish results, partly through caution about exploratory methods, partly to avoid risk of contradiction, partly because there are few resources to remedy the problem, partly because definition is in dispute.
- Can be important differences between policy-makers, service providers and data collectors
  - p94 In approach to collection
    - Centralised services and data collection – whether by state (UK, FI, DK, SW, FR) or major charities (DE, AT, ES).
    - Collaboration between state and major charities (eg. NL, BE, IT, PL ) – or parallel collection (eg. FR).
    - Network of researchers (eg. ES, FR, BE, CZ, UK)
  - p93 In objectives and therefore in presentation
    - Housing survey publications to regularly compare supply/demand (homelessness as part of demand).
    - Poverty and social exclusion reports to highlight current issues for attention (homelessness as one amongst many).
    - NGO activity reports focussing specifically on service provision, funding and clientèle.
- Primary data source is support services. Principal method is registers, but focus would need to be harmonised:
  - those who become homeless (eg. DE)  
(analogy: unemployed = redundancy announcements)
  - those who are using hostels or other support services (eg. FR, NL, DK, BE, ES, IT, PL)  
(analogy: unemployed = receiving benefit)
  - those who are looking for housing (eg. UK, IE)  
(analogy: unemployed = registered with employment agencies)
- p95 Differing traditions of NSIs
  - Central (eg. FR) versus regional (eg. DE)
  - Registers (eg. NL, DK, SW) versus surveys (UK, FR, IT).



- p95 Differing classifications, reference periods, etc.
  - eg. unit of analysis: households (eg. UK, IE, FIN) versus individuals (users) or both (DE.NRW).
  - eg. Sub-national geographic coverage: region/county/town...hostels are typically located in city centres.
  - eg. Year (NGOs) versus day/month. Continuous data collection requires reduction in number of variables: without data on duration/entries/exits, not comparable. One-off collections require seasonal adjustment.
  - eg. Type of habitats/comfort levels/privacy conditions qualifying as homelessness... Situation of subsidised rent (housing associations, housing benefit)... Other security of tenure issues.
- p100 Table 27. Broadly speaking, good combinations (cost/quality) seem to be:
  - aggregate register data from service-providers
  - individual register data from service-providers
  - individual survey data from users of services
  - element of household survey (temporary housing)
  - element of household survey (retrospective)

## **4.2 Proposals**

### **Recommendation 1.** (p.101, 4.2)

...There are a number of national approaches that could be extended to other countries and thus facilitate international comparisons and improve overall information about homelessness in the EU.

### **Recommendation 2.** (p.108, concluding remark)

...The knowledge and account taken of homelessness will not progress simply by increasing the number of surveys focusing specifically on the homeless population. This is a concern that should be shared by all those designing studies, so that the focus shifts to the way the whole of the housing market operates.

### **Recommendation 3.** (p.101, 4.2.1.1)

Each of the situations falling within the definition of homelessness should be measured at regular intervals, possibly using different data collection methods for each segment/ component. These figures would then be aggregated to give an overall figure for homelessness. This should be expressed in relation to the total population.

### **Recommendation 4.** (p.101, 4.2.1.2)

It seems necessary to do more than a simple count of cases of homelessness - and to interview those affected or who have been affected in the past, rather than just using predefined sources. The questions could be based partly on surveys of households, which are already fairly well harmonised.

### **Recommendation 5.** (p.102, box)

As with the measurement of unemployment, two approaches are theoretically possible to obtain an estimate for a given period (eg. 365 days), of which the second is more feasible in practice:

EITHER Indicator #1: identify the number of people who were homeless at least one night in the year, multiplied by the total length of that homelessness (consecutive or otherwise), and divide the result by the total number of nights (365) multiplied by the total population (sum of homeless and non-homeless).

OR Indicator #2: identify the number of homeless on a particular night, divided by the total population (sum of homeless and non-homeless). This calculation could be repeated, for example at quarterly intervals or at least twice a year.

### **Recommendation 6.** (p.103, 4.2.2 and p.100, Table 27)

The good practices identified in Table 26 should be borne in mind for the relevant collection methods.

### **Recommendation 7.** (p.103, 4.2.3)

An attempt should be made to develop a classification of all housing situations including homelessness covering four parameters (physical dimension, legal dimension, time dimension, comfort), in collaboration with specialists

from various disciplines and fields. A harmonised definition should then be drafted, identifying homogenous subsets of homelessness and classifying ways of entering and leaving homelessness. Particular attention should be paid to harmonisation of the legal dimension and the concept of insecurity.

**Recommendation 8.** (p.104, 4.2.4)

In each country it would be useful to draw up an exhaustive inventory of accommodation facilities run by local authorities and charities. (A sample of) organisations would be interviewed twice a year, in summer and winter, to find out the main characteristics of their facilities. They would be asked to keep a daily log of the number of people accommodated and of the number of people to whom accommodation was refused. Aggregate data would be supplied at the time of the interview.

**Recommendation 9.** (p.105, 4.2.5)

A sample of users of hostels (and perhaps, other types of support services) could be interviewed every three or five years, conducted at the same time as the interview of (a sample of) organisations. The 'common core' questionnaire would contain general questions, retrospective questions on homelessness and specific questions on the period prior to the survey.

It would also be a good idea to conduct a retrospective survey among the general population.

**Recommendation 10.** (pp.106, 4.2.6)

Questions intended for people staying with friends or family because they have no home of their own would be introduced into a general population survey, for a period that is compatible with the proposed survey of residents of hostels (and perhaps other types of support services). Questions should be addressed to those affected by homelessness and not the persons providing the accommodation.

**Recommendation 11.** (p.106, 4.2.7)

Retrospective modules on homelessness episodes could be introduced cheaply and easily into general surveys, providing a unique opportunity to discover why people lose their homes and how they succeed in finding a new home.

**Recommendation 12.** (p.107, 4.2.8)

Unlike the US or Australia, EU countries hardly ever use the census to describe the homeless population. Because this report has not produced a sufficiently-detailed analysis of census practices, we suggest a study of the subject be undertaken. In countries where the census is based on an inventory of private and communal accommodation (as opposed to a register of individuals) it should be possible to determine some aspects of homelessness. Censuses should help to identify persons in temporary accommodation, and persons living with friends and family. The census could also be used to provide an inventory of communal hostels.

## **ANNEX 13: List of tables and graphs**

## List of tables and graphs in the main text

<b>Title</b>	<b>Page</b>
Table 1: The number of homeless in the mid-1990s : diverging estimates, sources that raise questions	16
Table 2: Examples of charities or NGOs running hostels and/or meal distributions (not an exhaustive list)	23
Table 3: Examples of Homeless accommodation by type and country (specimen data)	24
Table 4: Examples of Specialisation of accommodation centres by type of population served and by country (specimen data)	25
Table 5: Designation of the population deprived of housing within the European institutions	29
Table 6: Number of web sites containing at least one occurrence of terms relating to unemployment or homelessness by country (10.09.2003)	30
Which of the conditions in the following list (29 situations) refer to your own perception of homelessness?	35
Table 7: Breakdown of respondents by country and professional group	36
Graph 1: Breakdown of respondents according to the number of situations declared to constitute homelessness	37
Table 8: Average number of situations classified as homelessness by professional group	38
Table: Simplified classification of housing conditions	47
Box: How to evaluate the quality of a statistical tool	48
Box: Types of collection systems	49
Table 9: Comparison of German, Irish, British and Finnish compilations of data	52
Table 10: Comparison of German, Irish, British and Finnish compilations of data according to whether the unit of account is the individual or household	53
Box: Describing housing conditions within administrative registers: two examples	61
Table 11: The results of collections of individual data for statistical purposes from institutions in contact with the homeless	63
Table 12: Collections of individual data gathered from accommodation centres: producing organisation, type of information available	66
Table 13: Capacity and rate of provision of beds by country in Belgium, Denmark, France, Spain and Netherlands	66
Box: History of the capture-recapture method and snowball sampling	69
Table 15: Benefits and problems associated with the inclusion of five different types of service	72
Table: Detailed surveys in France, Italy and Poland	73
Box: History of homelessness surveys in United States	74
Table 16: Temporary residents with third parties: a difficult category to define (Bessière, Lafferrère 2000)	75
Box: What the Housing Surveys tell us about temporary residence	76
Table 17: Episodes of homelessness since the age of 18, by gender	81
Table 18: Distribution of former homeless who have lived in a hostel or slept rough by gender and total duration of their stay	81
Table 19: Episodes of homelessness since the age of 18, by socio-economic category	81
Questions used in the Scottish Household Survey	82
Retrospective questions used in Eurobarometer 40	84
Table 20: Proportion of individuals answering "yes" to the question "I was homeless and I stayed with people I knew" (%)	86
Table 21: Proportion of individuals answering "yes" to the question "I was homeless and I stayed in a shelter for the homeless" (%)	86
Table 22: Proportion of individuals answering "yes" to the question "I was homeless and I had to sleep outside on the streets or in places like stations, derelict houses" (%)	87
Table 23: Main results of retrospective surveys	88
Table 24: Attempt to assess quality of coverage of statistical approaches in the EU15 countries	90
Diagram: Different ways of measuring homelessness	95
Table 25: Grouping of data collection tools by their reference period	96
Table 26: Principal characteristics of collection methods	100
Table 27: Comparison of collection methods in terms of quality, comparability and data cost	100
Box: a homelessness indicator	102

## List of tables and graphs in the annexes

<b>Title</b>	<b>Page</b>
Graph 1: Number of respondents by profession who classed people in specific family situations as homeless	124
Graph 2: Number of respondents by profession who classed people staying in specialist centres as homeless	125
Graph 3: Number of respondents by profession who classed people leaving prison and ex-homeless detainees as homeless	126
Graph 4: Number of respondents by profession who classed people staying in hotels or bed-and-breakfast accommodation as homeless	127
Graph 5: Number of respondents by profession who classed people whose housing conditions are defined by criteria relating to housing as homeless	128
Graph 6: Number of respondents (researchers or members of NGOs/charities) who, depending on their proximity to the European Institutions, classed people specific family situations as homeless	129
Graph 7: Number of respondents (researchers or members of NGOs/charities) who, depending on their proximity to the European Institutions, classed people staying in specialist centres as homeless	130
Box: Multiple factor analysis of the classification of housing conditions	131
Table 1: Description of the main variables used in the multiple factor analysis	131
Table 2: Description of the additional variables used in the multiple factor analysis	132
Graph 8: Classification of various housing conditions according to whether or not they can be defined as homelessness	132
Graph 9: Classification of various housing conditions according to whether or not they can be defined as homelessness	133
Table: Number of itinerant years in Montreal and Quebec according to three definitions (hierarchical calculation)	152
Diagram: Breakdown of 1801 facilities according to the services they offer	155
Box: (very simplified) example of the application of the weight distribution method	157
Table: survey calendar	159
Table 14: Comparison of surveys of clients of support services in France, the US and Canada: methods and results	160
Table 1: Number of persons in different sectors of the homeless population, census night 1996 and 2001	163
FEANTSA research proposal: budget	357
List of National correspondents of European Observatory	358
Full and Associate Members of FEANTSA	359