

Counting the homeless – improving the basis for planning assistance

Discussion Paper

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1 Introduction

The EU Programme for Employment and Social Solidarity – PROGRESS has a number of key objectives, one of which is to help key social actors to build up their capacity and to promote innovative approaches. This programme works alongside the EU's political process of exchange and mutual learning between countries on social issues - the Social OMC. Homelessness has been identified as a key issue for European analysis and exchange. This Peer Review has a key aim to assist the City of Vienna to improve its capacity to monitor homelessness as a basis to improve the planning of policy and services that are provided by the City.

1.1 Purpose of the Peer Review

1.1.1 Policy issue

Vienna has had a programme for the reintegration of homeless people for twenty years. Our understanding is that a priority objective of this strategy is to prevent homelessness by safeguarding housing – that is to say by the prevention of eviction. Despite this long-term commitment to policy there is no practical experience in the City with instruments for assessing homelessness. Hence it is hoped that the knowledge learnt through this peer exchange will allow the City to develop existing structures to improve the knowledge base needed for evidence based policy development and evaluation.

1.1.2 Level of Analysis

It is important to acknowledge that the focus of this review is on the level of a metropolitan local authority (1.67 million inhabitants). This governance context is relevant since it will influence the nature of the measures implemented in policy development and measurement of homelessness and housing exclusion. For example, Vienna has the largest social housing sector of any city in Europe (administering a stock of around 220,000 dwellings) and, thus, the relationship between the housing and social welfare departments of the City may be expected to be a key issue in the development of appropriate data collection systems. Although the coordination of relevant Ministries is also important when we examine the implementation of homeless information systems at national level, the issue of the integration of systems and personnel has a particular focus at this level of analysis.

1.1.3 Homeless Initiatives in Vienna

Two initiatives are described below. First, the Soziale Schiene programme; second, the FAWOS / Volkshilfe prevention of evictions programme. The description of the Soziale Schiene is drawn from the IMPACT evaluation (Tentschert, 2002). The description of the Volkshilfe is drawn from BAWO (Ohmacht, 2004; Kitzman, 2008; Feantsa, 2004).

Soziale Schiene

In the early 1990s the Soziale Schiene was established as a department within the municipal housing association, integrated in the municipal homeless programme to provide low cost, self-contained flats for people living in supported housing or at risk of homelessness (Tentschert, 2002). Housing integration relies upon the coordination of social services and housing management. In 2008 16,971 people are registered for social housing from the municipal housing association and approximately 8,700 dwellings are allocated.

The Soziale Schiene was established since it was recognised that homeless people could not be appropriately catered for in the general system of housing allocation. Two systems of allocation of social housing for vulnerable or 'at risk' clients were developed. First, clients are recommended by social workers to receive a dwelling (referred to as 'supported clients'). Second, there are people referred by the municipal housing association who can not be integrated on the regular housing waiting list due to their precarious situation (referred to as 'homeless clients').

The supported clients include:

- People in supported housing programmes;
- Adolescents living in municipal hostel when they reach maturity;
- People under the care of social services.

The homeless clients include:

- Applicants who become homeless or are threatened with homelessness;
- Who can not solve their housing problem on their own.

(Wiener Wohnen, 2001).

Applications or referrals are made by professional social work and housing staff (i.e. not directly by the clients) and decisions are made at bi-monthly meetings of key or expert staff.

FAWOS (Peoples Aid Vienna Centre for Secure Tenancy)

There is a long history of co-operation between the NGO People's Aid Vienna and the municipality of Vienna working together to prevent homelessness. In 2008 there were 9,710 eviction orders made resulting in 3,032 actual evictions (involving 5,300 persons) (Kitzman, 2008). The Volkshilfe project has been established to reduce the level of evictions through access to services, counselling and information and advice (see Appendix 5).

In this context it is relevant to state that § 33A of Mietrechtsgesetz 2000 (Tenancy Legislation) stipulates that the courts have to inform the municipality of all individual cases of eviction.

1.2 Relevance of Previous Peer Reviews to Counting the Homeless

Three previous Peer Reviews have relevance to this topic:

2004: UK	The Rough Sleeping Strategy, England
2005: Denmark	Preventing and Tackling Homelessness – the 'skæve huse' initiative
2006: Norway	National Strategy – pathway to a permanent home.

1.2.1 *The UK Peer Review¹ (Vranken, 2004)*

The Rough Sleeping initiative in England intends to reduce the number of people sleeping rough and to guarantee lasting integration of former rough sleepers into society. The strategy has developed since the Peer Review in 2004. However, the policy is monitored by a range of data collection methods which have relevance to this Review.

The first important aspect to mention is that the strategy is monitored against a baseline figure of people sleeping rough undertaken by survey in 1998. Secondly, all local authorities that have more than ten people sleeping rough in their area are required to undertake an annual survey (in consultation with homeless service providers). Thirdly, the Department of Communities and Local Government commissioned Homeless Link (a government funded umbrella NGO) to develop the CHAIN database for use by street outreach workers in order to record basic information on people sleeping rough in London (Edgar et al, 2007). Finally, the aim of sustainable integration into housing is monitored, in part, through the Supporting People client record system which incorporates two outcome forms to monitor short-term and long-term outcomes².

1.2.2 *The Danish Peer Review³ (Meert, 2005)*

The Danish strategy entitled "Our Collective Responsibility" focuses on specific vulnerable groups of homeless people including those who are difficult to reintegrate into normal living situations and older homeless people who require some measure of residential care but who, because of their homeless experience, can not be accommodated in normal residential care homes.

The Danish system of data collection on the homeless includes all people accommodated under specific sections of the Social Welfare Act (see Edgar and Meert, 2005 for a description). The use of national identity numbers allows a flexible system of data collation and can enable longitudinal analysis by tracking specific individuals over time (Benjaminsen and Christensen, 2007).

¹ <http://www.peer-review-social-inclusion.eu/peer-reviews/2009/city-strategy-for-tackling-unemployment-and-child-poverty>

² The forms can be viewed at the following website: <http://www.spclientrecord.org.uk/os.cfm>

³ <http://www.peer-review-social-inclusion.eu/peer-reviews/2005/preventing-and-tackling-homelessness>

1.2.3 *The Norwegian Peer Review*⁴ (Edgar, 2006)

The Norwegian strategy to combat homelessness identifies three primary objectives and five specific objectives including the reduction of the number of evictions by 30%. Evaluation and monitoring of these targets is possible from a 2004 baseline. Different information sources are maintained but the main source of information on homelessness, currently, is the regular national survey (see Dyb, 2009 for results of the 2008 survey).

1.3 EU-level Initiatives Linked to the Issue of Measuring Homelessness

A number of recent EU-level initiatives are relevant to the topic of this Peer Review. The most pertinent are briefly described below.

1.3.1 *ETHOS* (Edgar and Meert, 2005)

The ETHOS typology of Homelessness and Housing Exclusion has become the basis for the discussion of the definition of homelessness for policy purposes as well as for data collection purposes in a number of countries across Europe. The definition is translated into all European languages and can be downloaded from the Feantsa website (www.feantsa.org).

1.3.2 *Measuring Homeless Study* (Edgar et al, 2007)

This report, commissioned by DG Employment, Social Affairs and Equal Opportunities reviewed the methods of data collection on homelessness in Europe. The report sets out a methodology for developing a homeless monitoring information system and makes a number of recommendations to the EC and national governments⁵.

1.3.3 *Mphasis Project* (2007 – 2009)⁶

This project, funded under PROGRESS, is entitled Mutual Progress on Homelessness Through Advancing and Strengthening Information Systems. The main objective is to improve the capacity for monitoring information on homelessness and housing exclusion in 20 European countries on the basis of the recommendations of the previous EU study on Measurement of Homelessness (Edgar et al, 2007). This is undertaken through transnational exchange and is supported by action-oriented research which will directly feed into the European and national discussions on monitoring homelessness within MPHASIS.

⁴ <http://www.peer-review-social-inclusion.eu/peer-reviews/2006/national-strategy-to-prevent-and-tackle-homelessness>

⁵ The report can be downloaded from: http://ec.europa.eu/employment_social/spsi/homelessness_en.htm

⁶ <http://www.trp.dundee.ac.uk/research/mphasis/>

1.3.4 Census Regulations for 2011

According to the 2008 EU Regulation on population and housing censuses, EU countries are required to count homeless people in the next Census. Countries are free to choose the appropriate method of census-taking among a list of alternative approaches. There is a combination of methods including traditional enumeration surveys and register based systems and there is debate on the efficiency of each (Edgar and Busch-Geertsema, 2009).

1.3.5 Social Services of General Interest (Prometheus Project)

This project aims to develop, validate and pilot the cross-sectoral and trans-national application of a quality assurance system for social services. The project addresses the various aspects of quality including measurement (indicators).

1.3.6 Indicators Sub-Group (Housing Indicators – overcrowding, deprivation)

The Indicators Sub-Group of the Social Protection Committee has recently agreed a set of secondary indicators in the field of housing which have relevance to homelessness (see Appendix 2 for a list of the indicators adopted in June 2009).

2 Measurement of Homelessness and Housing Exclusion

The background note from the host country indicates that the implementation of needs-oriented measures is of decisive importance for social policy in Vienna. However, recording the actual number of homeless persons is a major challenge due mainly to the lack of an agreed definition of homelessness and a lack of data. The description of homeless initiatives in Vienna described above (section 1.1.3) suggests that administrative data is available from both the social care records and housing application records; however, the nature of these records is unclear.

This section discusses the context to the issues of data collection related to the needs-oriented measures of prevention and supported accommodation for supported clients and homeless clients. The different approaches to data collection in Europe are documented elsewhere (Edgar et al, 2007).

2.1 European Definitions

National definitions (where these exist) can be found in some of the different Mphasis national position papers. Legal definitions of homelessness do not exist in all countries; however some working definitions of homelessness are still developed for survey purposes.

The [ETHOS](#) Typology developed by FEANTSA in 2005 provides a comprehensive definition of the housing vulnerability of persons experiencing any of the following situations: rooflessness,

houselessness, living in insecure housing, living in inadequate housing. ETHOS provides a more complete reflection of homelessness as a dynamic process linked to other forms of housing exclusion (see Appendix 1).

The [EC Study](#) proposes a harmonised definition of homelessness which is often referred to as ETHOS "light". This narrower definition is useful for developing political consensus at EU level, however the full ETHOS typology provides a better reflection of the realities of homelessness (see Appendices).

The [Eurostat / UNECE](#) Conference of European Statisticians Recommendations for the 2011 census round put forward a definition of primary and secondary homelessness.

2.2 Core Variables

In order to make meaningful comparisons between different sets of client data, on the local, regional, national and international level it is essential to agree on a certain minimum of variables which are collected in the same way. The EC Study (Edgar et al 2007) proposed core and non-core variables which could be collected across Europe. This core data set should inform about:

- basic demographic characteristic (age and gender);
- about nationality and migration background (country of birth);
- composition of homeless households;
- their accommodation situation (immediately before service period and at time of data collection);
- the duration of (current) homelessness; and
- the reasons for (last) homelessness.

Following research in the frame of the Mphasis project, the authors have revised the definition of these core variables (see Appendix 3, Busch-Geertsema and Edgar, 2009).

2.3 Client Record systems

The EU study on measuring homelessness (Edgar et al, 2007) argues that the information recorded by service providers about their clients is not effectively employed for policy development and monitoring. The study describes a number of case study client recording systems in different countries across Europe. It discusses different approaches that have been adopted to implement electronic systems including systems imposed by funding agencies and systems developed by homeless federations; in both cases examples of PC-based and on-line systems are identified. It further discusses the approach to the extract of data variables from different software systems. The costs of implementing and maintaining these systems are estimated in the report. The Mphasis

Project undertook research to pilot an existing system (LINK client register system) in other countries (Sweden and Hungary) to evaluate the issues involved in such knowledge transfer. The report further reviews existing systems and concludes that a range of "core variables" are recorded in almost all systems – these formed the basis for the recommendation of the definition of core variables contained in the report (see Appendix 3).

According to Tentschert (2002), of the houses allocated under the Soziale Schiene initiative, 46% were allocated to people referred by 27 NGOs while 36% were to clients of the Municipal Department of Youth and Family Affairs and 17% to the Department of Social Affairs. This suggests that obtaining information on homeless people (or those at risk) is derived from a number of different agencies with different recording systems. The Municipal Housing Association (*Wiener Wohnen*) acts as the central provider of housing and thus is in a position to be the central resource for collation of data from the different applicant agencies. Such a situation is common in other countries and experience is available on the issues involved in the collation of data in a consistent or integrated manner.

2.4 Data Issues

A number of data issues need to be addressed when developing systems of data collection which are discussed in detail in the EU Study (Edgar et al, 2007). This section summarises the more important of these technical and management issues.

2.4.1 Technical Issues

a. *Data Schedule*

The data schedule identifies the data items to be recorded and the coding and recording methods. The report prepared by Tentschert (2002) identifies the range of data items and coding that can be utilised in the Soziale Schiene initiative (see Appendix 4).

b. *Data Validation*

Electronic systems of data recording need to identify a procedure for dealing with missing data (i.e. to ensure whether the data is unknown or not recorded by the data processor) and the validation of data items. Validation routines can be developed in the software which checks for data processing errors against the data schedule and for consistency by checking data items against each other or against known benchmarks. Hard and soft errors can be specified that allow for flexibility at the point of data input and the point of data processing and collation. Furthermore, essential data items can be specified that must be completed before the data can be posted to the raw data table.

c. *Data Records*

Data is recorded on individuals and (where relevant) their household. A unique identifier is required to ensure that there is no double counting and that missing data can be checked by the data processor and the agency inputting the data. Different approaches can be employed to create the identifier and the approach employed depends upon the administrative and policy purposes for the data and the approach used for data collection and aggregation. The unique identifier is not to be confused with the national identity

number or national insurance number. In a relational database system the national identity number can be held in separate look-up tables linked to the main database by the system-created unique identifier. Such an approach can ensure that the identification of the individual is controlled and access provided to specified staff and also to allow different levels of access to the data. The Danish system (one of the Peer Review countries) of data collection is one which employs the national identity number.

2.4.2 Management Issues

While technical issues can be resolved, it is normally management issues that need to be addressed to ensure the effective implementation of database systems and guarantee the level of quality of the data. This section discusses some of the key management issues.

a. *Data Management*

Responsibility for managing information systems need to be identified between agencies and within provider agencies. This needs to reside at a senior policy level and involves a range of tasks including system maintenance, line management and staff training and induction. The data management system should involve clear protocols for data input, processing and analysis. These should be held in system guidance manuals which are easily accessible and written (as far as possible) in non-technical language. Web-based and on-line systems will need to conform to specific XML standards and PC-based systems will require to conform to the data schedule and specified extract protocols which will require to be updated in line with software developments.

b. *Data Protection*

There are, in effect, two levels of management to ensure that data protection requirements are met. First, there needs to be a specified protocol to inform the client of their rights and the use of the data. Good practice exists in this regard. Second, the system identifiers need to be created and managed to ensure access to data is managed and anonymity preserved at different levels of data processing and analysis. Again good practice approaches exist in this regard though it is our understanding that the Data Protection regulators in different countries take different views on these requirements.

c. *Training*

The reliability of data collected depends upon the efficiency of data input. Data quality needs to be the watchword in this regard. Thus training of staff is crucial to ensure that they understand the reason for data collection, the uses made of the data and the specific requirements for data input. This can be achieved by different approaches including the provision of guidance manuals, face to face training sessions and PC-based training systems. Good practice suggests that multiple approaches will be necessary. Design of the software is also important in the ease of access for the user and hence it is important to consult users during the development and update of systems. Again good practice exists in this regard.

3 Policy Issues

This section discusses the link between data collection and policy development and policy evaluation or monitoring. At one level, data collection systems are required to ensure that policies are evidence based. At another level, data that is required to monitor the effectiveness or impact of policy needs to be “fit for purpose”.

3.1 Homelessness prevention activities targeted on specific groups

There are different forms of prevention intervention and it is possible to define prevention from different conceptual perspectives. One approach is to identify three levels as: precautionary intervention, pre-crisis intervention and the prevention of recurring or long-term homelessness. Precautionary intervention may include initiatives such as skills training among young people, housing advice, debt counselling and family mediation. Pre-crisis intervention includes the prevention of eviction and prevention of homelessness among people due to be released from institutions. Prevention of recurring or long-term homelessness includes actions with people under the care of social services or in supported housing programmes. In terms of the supported clients and homeless clients in the Soziale Schiene initiative this can be identified as:

- Precautionary Intervention
 - Youth Homelessness
 - . Leaving Institutional Care
- Pre-Crisis Intervention
 - Prison Discharge
 - . Leaving prison with no home to go to
 - Eviction Prevention
 - . Rent Arrears / court action
- Prevention of Recurrence / Long-term
 - People in supported housing
 - People under the care of social services

In terms of data collection it makes sense to consider the information requirements for these prevention strategies according to these groups believed to be at particularly high risk of homelessness. The Municipal Department for Youth and Family Affairs is the main source of information and responsible body to collate information on young people especially those in municipal institutions who are about to reach the age of maturity. With regard to pre-crisis intervention to prevent homelessness among ex-offenders, information is available from social workers who offer counselling in penitentiaries and the probation assistants. The Norwegian Peer Review describes one such case study example of this procedure. All the organisations which enable people to sustain their tenancy are responsible for the prevention of recurrent homelessness for six months. After these six months either the Social Welfare Department or FAWOS, Center for secure tenancy should get the information if someone is in danger to lose his accommodation.

This understanding of the corporate responsibilities within the Municipality, points to a number of issues that need to be considered if effective data systems are to be implemented for the purpose of policy development and monitoring. First, there is the issue of the coordination and integration mechanisms that are needed to link the administrative systems between different departments and to enable the coordination of relevant staff (who have different professional backgrounds and responsibilities). Second, there is a need to harmonise data schedules between different administrative datasets. Third, the approach to data extraction and analysis needs to be determined (the precise method will depend upon the nature of the existing systems (e.g. whether these are bespoke systems, developed in-house or provided by software companies). Information in these systems relating to clients provides a continuous recording of information at key event episodes (e.g. upon receipt of a service). Thus there needs to be an agreed procedure for data collation, analysis and reporting (or dissemination of analysed data). This will include decisions on timescales (e.g. linked to financial reporting calendars), demographic composition (e.g. linked to gender or ethnic / citizenship monitoring) and administrative geographies (e.g. linked to administrative housing management boundaries within the city).

3.2 Policy Targets

A review of the homeless strategies in Europe illustrates the manner in which a number of strategies specify specific targets linked to broad aims and objectives of policy (see Appendix 6). These are usually expressed as a target level of reduction in key indicators such as eviction or prison discharge. This allows for the indicator to be defined and the source of information (and frequency of monitoring) to be identified.

In addition to specific indicators some strategies also specify performance indicators which include hard and soft measures. Ireland, Netherlands, Norway and Portugal can be cited as examples here. For example, the Irish Strategy specifies a number of performance indicators to monitor progress of the implementation of the strategy and its impact nationally for each of six strategic aims. The Dutch strategy uses the homeless stability index to reflect this performance measure. The Norwegian strategy identifies a number of process issues linked to coordination arrangements and protocol procedures, together with the targeting of funding to local peer reviews and capacity initiatives. In Portugal this is also reflected in the training of staff and adoption of local homelessness plans.

3.3 Outcome Measurement

It is relevant to consider the issue of outcome measurement within the context of the debate on social services of general interest in Europe. Homelessness organisations offer a range of services including housing, safe-spaces such as day centres, housing related support and activities assisting independent living such as education, training and employment services (see Edgar et al, 2007 for a definition of homeless services). Whilst the offering of accommodation lends itself well to traditional output based monitoring and evaluation, housing related support and activities designed to promote independence are better suited to outcome monitoring on a distance travelled model (Homeless Link, 2007).

In recent years in a number of EU member states there has been an interest in identifying a set of common indicators for common assessment areas in the homelessness sector. To the authors knowledge no such set of indicators has been agreed upon in any member state though different approaches and systems are in use or are being developed and assessed (see Wolf and Edgar, 2007; DTZ, 2007). However, in the UK the Supporting People funding in England has recently developed a set of outcome indicators to be assessed and aggregated nationally using the Supporting People Client Record System (see. <http://www.spclientrecord.org.uk/os.cfm>). These indicators were purposefully set as high-level indicators, beneath which organisations could implement their own distance travelled measures.

4 Conclusions – issues addressed in the seminar

The focus of this peer review is to examine approaches to improve the capacity of data collection on homelessness at the municipal level of government. The discussion could therefore focus on the following specific questions in relation to the situation in the peer countries capital cities.

4.1 Issues / Questions / Points for Discussion

4.1.1 Homelessness Strategy Governance

Is there a clear departmental responsibility for homelessness in the authority?

Is there co-ordination between the agencies involved in implementing the policies / services of the authority?

4.1.2 Priority of Existing Strategy

Is there clarity about and agreement on the main priorities of the strategy and/or on the groups to be targeted?

Is there a clear administrative geography – e.g. social work planning region – within which responsibility for implementation is managed?

4.1.3 Homeless Strategy to Drive the Information Strategy

Is the homeless strategy capable of driving the management of the information strategy?

Is there a clear time-frame against which to measure progress to achieve targets?

4.1.4 Managing the Homeless Information Strategy

Has a review of existing information sources been undertaken with the responsible agencies in a coordinated manner?

Are the Municipal Departments (e.g. social affairs, youth and family affairs, Wiener Wohnen, Soziale Schiene) involved in a coordinated manner in the monitoring of the homeless strategy and the provision of information required for that purpose?

Are service providers involved in a coordinated manner (e.g. FAWOS, agencies referring clients for housing)?

Is there a clear responsibility for managing the homeless information system (e.g. Wiener Wohnen, Soziale Schiene) and a mechanism for reviewing its operation (e.g. the inter-departmental bi-monthly committee on housing allocation)?

Is there a managed approach to disseminate the output from the management information system to organisations and municipalities?

Do service procurement procedures include information provision as a requirement of funding?

Glossary

<i>MA 11:</i>	Municipal department for youth and family affairs
<i>MA 40:</i>	Municipal department for social affairs, executive department for the social assistance scheme
<i>MA50:</i>	Municipal department for public housing subsidies, renovations of buildings, adaptations of dwellings and supervision of limited-profit rental housing
<i>Wiener Wohnen:</i>	Municipal housing association of Vienna, independent association since 2000, owned by the municipality, administers the Viennese municipal housing stock
<i>Soziale Schiene:</i>	<i>part of MA 50, extraordinary allocation of municipal housing, programme under evaluation, administered by the Referat für Soziale Schiene, head of programme is Gabriele Mörk</i>

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Appendix 1

ETHOS – European typology on homelessness and housing exclusion
(FEANTSA Typology)

	Operational Category		Living Situation		Generic Definition	
v Conceptual Category v	ROOFLESS	1	People Living Rough	1.1	Public space or external space	Living in the streets or public spaces, without a shelter that can be defined as living quarters
		2	People in emergency accommodation	2.1	Night shelter	People with no usual place of residence who make use of overnight shelter, low threshold shelter
	HOUSELESS	3	People in accommodation for the homeless	3.1	Homeless hostel	Where the period of stay is intended to be short term
				3.2	Temporary Accommodation	
				3.3	Transitional supported accommodation	
	INSECURE	4	People in Women's Shelter	4.1	Women's shelter accommodation	Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term
		5	People in accommodation for immigrants	5.1	Temporary accommodation / reception centres	Immigrants in reception or short term accommodation due to their immigrant status
				5.2	Migrant workers accommodation	
		6	People due to be released from institutions	6.1	Penal institutions	No housing available prior to release
				6.2	Medical institutions ⁹	Stay longer than needed due to lack of housing
				6.3	Children's institutions / homes	No housing identified (e.g. by 18th birthday)
		7	People receiving longer-term support (due to homelessness)	7.1	Residential care for older homeless people	Long stay accommodation with care for formerly homeless people (normally more than one year)
	7.2			Supported accommodation for formerly homeless people		
8	People living in insecure accommodation	8.1	Temporarily with family/friends	Living in conventional housing but not the usual or place of residence due to lack of housing		
		8.2	No legal (sub)tenancy	Occupation of dwelling with no legal tenancy		
		8.3	Illegal occupation of land	Occupation of land with no legal rights		
9	People living under threat of eviction	9.1	Legal orders enforced (rented)	Where orders for eviction are operative		
		9.2	Re-possession orders (owned)	Where mortgagor has legal order to re-possess		
10	People living under threat of violence	10.1	Police recorded incidents	Where police action is taken to ensure place of safety for victims of domestic violence		
INADEQUATE	People living in temporary / non-conventional structures	11.1	Mobile homes	Not intended as place of usual residence		
		11.2	Non-conventional building	Makeshift shelter, shack or shanty		
		11.3	Temporary structure	Semi-permanent structure hut or cabin		
12	People living in unfit housing	12.1	Occupied dwellings unfit for habitation	Defined as unfit for habitation by national legislation or building regulations		
13	People living in extreme overcrowding	13.1	Highest national norm of overcrowding	Defined as exceeding national density standard for floor-space or useable rooms		

Appendix 2

Set of EU indicators adopted in the field of housing

	Dimension	Title and definition	Breakdowns	Comment
Secondary indicator	Housing costs	<p>Housing costs overburden rate</p> <p>Percentage of the population living in a household where total housing costs (net of housing allowances) represent more than 40% of the total disposable household income (net of housing allowances)</p>	sex, age (0-17; 18-64; 65+); income quintiles, poor/non-poor; tenure status (4 categories: full ownership, owner still paying mortgage; tenants at market price; tenants at subsidised price or rent free), degree of urbanisation, household type.	<p>Housing costs include mortgage interest payments (net of any tax relief) for owners and rent payments, gross of housing benefits for renters, housing benefits for rent free households. They also include structural insurance, mandatory services and charges (sewage removal, refuse removal, etc.), regular maintenance and repairs, taxes, and the cost of utilities (water, electricity, gas and heating). They do not include capital repayment for mortgage holders.</p> <p>Housing allowances include rent benefits⁷ and benefits to owner-occupiers⁸</p>
Secondary indicator	Overcrowding	<p>Overcrowding rate</p> <p>Percentage of people living in an overcrowded household</p> <ul style="list-style-type: none"> - All households⁹ - excluding single households. 	sex, age (0-17; 18-64; 65+); income quintiles, poor/non-poor; tenure status (4 categories: full ownership, owner still paying mortgage; tenants at market price; tenants at subsidised price or rent free); degree of urbanisation; household type	<p>The person is considered as living in an overcrowded household if the household doesn't have at its disposal at least:</p> <ul style="list-style-type: none"> - one room for the household; - one room for each couple; - one room for each single person aged 18+; - one room - for two single people of the same sex between 12 and 17 years of age; - one room - for each single person of different sex between 12 and 17 years of age; - one room - for two people under 12 years of age.

⁷ Rent benefit: a current means-tested transfer granted by public authority to tenants, temporarily or on a long-term basis, to help them with rent costs.

⁸ Benefit to owner occupier: a means-tested transfer by public authority to owner-occupiers to alleviate their current housing costs; in practice, often help with mortgage reimbursements.

Context information	Housing deprivation	Housing deprivation by item Percentage of the population deprived of each housing deprivation item, and by number of items	sex, age (0-17; 18-64; 65+); income quintiles, poor/non-poor; tenure status (4 categories: full ownership, owner still paying mortgage; tenants at market price; tenants at subsidised price or rent free); degree of urbanisation; household type	The following housing deprivation items are considered <ul style="list-style-type: none"> - Leaking roof, damp walls/floors/foundations, or rot in window frames or floors - no bath or shower in the dwelling - no indoor flushing toilet for the sole use of the household - Dwelling too dark
Context information	Housing cost	Share of housing costs in total disposable household income Median of the distribution among individuals of the share of housing costs (net of housing allowances) in total disposable income (net of housing allowances) - median for the total population + - median for people at-risk-of poverty	sex, age (0-17; 18-64; 65+); income quintiles, tenure status (4 categories: full ownership, owner still paying mortgage; tenants at market price; tenants at subsidised price or rent free), degree of urbanisation, household type.	

⁹ The calculation includes single households and considers them as deprived if they live in a studio with a bedroom not separated from the living room. This calculation based on all households should systematically be used if the overcrowding criteria is analysed together with other housing quality criteria.

Appendix 3

Definition of CORE Variables

Variable	CORE
Demographic Characteristics: Age and Gender	
Age	Date of birth
Sex	Male/Female
Nationality / Migration background	
Nationality (Country of citizenship)	national; non-national (national of other EU-Member State; national of non EU country)
Country of birth	Native-born; foreign-born (born in another EU member State; born in non-EU country)
Household / family characteristics	
Household structure/ living situation	<ul style="list-style-type: none"> - One-person households - Multi-person households: <ul style="list-style-type: none"> - Lone parent living with child(ren) aged less than 25 - Couple living without child(ren) aged less than 25 - Couple living with child(ren) aged less than 25 - Other type of household
Housing characteristics	
Previous accommodation, night before entering service and current accommodation situation (at date of counting)	<ul style="list-style-type: none"> Living Rough (public space / external space) In emergency accommodation (overnight shelters) In accommodation for the homeless (homeless hostels, temporary accommodation, transitional supported accommodation) Living in crisis shelter for domestic violence Living in institutions (health care, prison, child care) Living in non-conventional dwellings due to lack of housing (mobile homes, non-standard building, temporary structure) Sharing with friends or relatives (due to homelessness) Homeless and living in other types of accommodation Not homeless
Duration of (current) homelessness	Less than 2 months; 2 to under 6 months; 6 months to under 1 year ; 1 to under 2 years; 2 to under 5 years; 5 years and longer
Reasons for Homelessness	
Reason(s) for last period of homelessness as defined by the homeless person (several answers possible)	<ul style="list-style-type: none"> Landlord Action (eviction) / Mortgage repossession End of contract / unfit housing / lack of housing Relationship breakdown / family conflict / death Loss of job / unemployment Violence Personal (support needs / addiction / health) Financial (debt) Discharge from institution / armed forces Immigration Force majeure (fire, flood etc). Other reasons

Source: Busch-Geertsema V and Edgar W (2009) *Survey on the Use and Potential Harmonisation of Core Variables for Measuring Homelessness*

Appendix 4

Data Items Extracted from the Housing Records by the IMPACT study (Tentschert, 2002)

Variablenbezeichnung	Label	Code
Administrative Merkmale		
record	Aktenzahl	
path	Antragsschiene	1 obdachlos 2 betreut
institut	Befürwortende Stelle	1 Wiener Wohnen 2 ARGE Wohnplätze 3 MA11 4 MA 12 5 mittlere Einrichtungen 6 kleine Einrichtungen
month	Monat des Antrags	99 unbekannt
year	Antragsjahr	99 unbekannt
Hsize	Anzahl der mitziehenden Personen	0 keine (=alleine)
Daten des Antragsstellers		
Sex	Geschlecht	1 männlich 2 weiblich
Birth	Geburtsjahr	-9 unbekannt
inc1	Höhe des 1.Einkommen	-9 unbekannt
source1	Quelle des 1.Einkommens	1 Erwerbseinkommen 2 AMS 3 Notstandshilfe 4 Sozialhilfe 5 Pension 6 Karenzgeld 7 Pflegegeld 8 Krankengeld 9 Alimente 10 Lehrlingsgeld 11 Unterhalt 99 unbekannt
inc2	Höhe 2.Einkommen	-9 unbekannt
source2	Quelle des 2.Einkommens	99 unbekannt
inc3	Höhe 3.Einkommen	-9 unbekannt
Source3	Quelle des 3.Einkommens	99 unbekannt
deduct	Abzüge vom Einkommen	-9 unbekannt
desource	Grund der Abzüge	1 Alimente 2 Unterhalt 3 beides 4 sonstiges
activity	Beschäftigungsstatus (soweit bekannt)	1 erwerbstätig 2 arbeitslos 3 Pension 4 in Ausbildung 5 zu Hause 99 unbekannt
Wohnungsmerkmale		
Distr1	Bezirk der Antragsstellung	
Distr2	Bezirk der Gemeindewohnung	
size	Quadratmeter	
rooms	Anzahl der Räume (ohne Küche)	

Category	Kategorie	1 A 2 B 3 C
rent	Miethöhe	
repay	Rückzahlungsrate	
Costs	Einmalig geleisteter Beitrag	
Mitziehende Personen		
SexP1	Geschlecht von Person1	
BirthP1	Geburtsjahr von Person1	
Status1	Stellung zum Antragssteller	1 Gatte/in 2 Kind 3 Lebensgefährte/in 4 Eltern 5 Schwiegereltern
IncP1	Höhe des Einkommens P1	
sourceP1	Quelle des Einkommens P1	
SexP2	Geschlecht	
BirthP2	Geburtsjahr	
IncP2	Höhe des Einkommens P2	
SourceP2	Quelle des Einkommens P2	
Status1	Stellung zum Antragssteller	
SexP3	Geschlecht	
BirthP3	Geburtsjahr	
SexP4	Geschlecht	
BirthP4	Geburtsjahr	
SexP5	Geschlecht	
BirthP5	Geburtsjahr	
SexP6	Geschlecht	
BirthP6	Geburtsjahr	
<i>type</i>	Rechtsverhältnis der Vorwohnung	1 GWG (Gemeindebau) 2 MWG (Mietwohnung) 3 DWG (Dienstwohnung) 4 EWG (Eigentum) 5 GEN (Genossenschaft) 6 UMW (Untermiete) 7 FWG (Flüchtlingswohnung) 8 Heim/Herberge 9 betreut Wohnen 10 sonstiges 99 unbekannt
<i>Housing</i>	War schon mal Mieter einer GWG?	0 nein 1ja
<i>MZR</i>	Mietzinsrückstand	1 offener Rückstand GWG 2 offener Rückstand Privatwg

Appendix 5

FAWOS - Fachstelle für Wohnungssicherung - Peoples Aid Vienna Centre for secure tenancy

Name of programme, project, policy, legislation, etc.	Volkshilfe Wien FAWOS - Fachstelle für Wohnungssicherung Peoples Aid Vienna Centre for secure tenancy
Location if not national	Vienna
Started: (date)	1. 2. 1996
Overview of method/programme, etc.	<p>The Austrian law governing tenancy comprises 2 articles, which put the courts under the obligation to inform the Municipality of Vienna about the beginning of a procedure concerning living space and about the dates of eviction. FAWOS gets this information and is thus able to contact the people threatened by eviction.</p> <p>Outreach is essential to the success of the enterprise and several methods are used to contact people at risk. These includes: letters to tenants facing summons; through social organisations working at the district level and through public awareness campaigns. From the first contact with families or people at risk, FAWOS clearly conveys the message that it is there to help people help themselves.</p> <p>The following is a selection of the service offered by the team of FAWOS:</p> <ol style="list-style-type: none"> 1. Social workers provide counseling on how to meet one's basic housing needs independently; 2. Information on the law governing tenancy and on how to avoid loss of one's home. 3. Information on tenant rights and the availability of benefits and assistance; 4. Drafting of an individual financial plan. This is particularly important, as oftentimes expenditures by far exceed income and priorities, on what to spend money on, need to be revised. Counseling and social support may help to increase people's income. 5. Assistance in negotiations with landlords. Landlords tend to want to receive their money on time and are reluctant to incur any trouble with their tenants. Evictions are usually costly and take up valuable time.
Aims and objectives – how does it aim to prevent homelessness	<p>FAWOS is a central place for all tenants in Vienna who are threatened to lose their flats. The objective is the protection of the existing flat and with it the prevention of becoming homeless. Prevention of eviction means, for the people concerned, the prevention of personal suffering. Important socialising processes (particularly with children) do not get interrupted. With the plan of FAWOS there is a homogeneously organised securing of housing with quick and efficient help offered.</p> <p>In the medium term, existing shelters for the homeless should be released.</p> <p>In the long term, a successful prevention should enable a step by step reduction of shelters for the homeless and is a substantial part of the Viennese hostel reform.</p> <p>Due to good contacts with homeowners, property managers and lawyers, which were achieved over the years, it is easier to find a solution formed by the employees of FAWOS together with the clients. By now landlords or lawyers even send tenants to FAWOS before they go to court, because they have confidence in the work of FAWOS.</p>

Inputs:	<p>Agencies and partnerships</p> <p>FAWOS is funded by the City of Vienna with an unlimited contract</p> <p>Areas of responsibility</p> <p>FAWOS is responsible for the tenants of privat flats or flats owned by associations. The team has just now created a concept for flats owned by the municipality of Vienna and will hopefully start with a three year tryout in 2005.</p> <p>Target groups and numbers (if relevant/available)</p> <p>Every year about 26.000 procedures, concerning living space are brought to court. Almost half of these cases result in a verdict allowing the landlord to apply for eviction and to have the tenant removed from the premises. About 50 percent concern the private market including association flats and 50 percent concern the municipality flats. In Vienna FAWOS has to deal with about 4.000 dates of evictions in the private sector every year. Nearly 2.000 people seek help and advise at the centre each year and in 80 percent the employees can secure the flat for the tenants.</p> <p>Funding</p> <p>100 percent funding of the City of Vienna.</p>
How is it implemented? Who is involved in implementation?	<p>After the information by the courts about tenants threatened by eviction, FAWOS writes a letter and invites people to come to the advise centre.</p> <p>Many of our clients found out about FAWOS through public relations and sought advice and help before an action concerning their apartment was filed. Public relations are thus an elementary part of our work. Reports on our activities on TV, in newspapers and on the radio have resulted in an increasing number of tenants approaching us with their concerns about losing their living accommodation.</p> <p>We have distributed folders to public and social institution. District courts attach information about FAWOS to the letters delivered to tenants and landlords.</p> <p>Also judges, lawyers and landlords refer people to our office.</p>
Outputs	<p>Monitoring and evaluation</p> <p>Annual reports establish documentation of our success and regularly evaluation is necessary, because the laws are changing and also poverty is increasing. Therefore every year more and more people are seeking help and the work of FAWOS must meet this challenges.</p> <p>Problem areas</p> <p>FAWOS has three problem areas: First, we are not responsible for prevention of evictions for the tenants of the municipality flats. This will hopefully change in 2005. Second, migrants don't have full access to financial subsidies as Austrian citizen. Third, we don't get information on every case from the courts.</p> <p>Dissemination</p> <p>Media, reports, meetings, international conferences.</p>

Source: FEANTSA (2004) *Draft Compendium of Good Examples - Prevention Strategies in the Fight Against Homelessness* (www.feantsa.org)

Appendix 6

Summary of Homeless Strategy Aims and Indicators

Country	Strategy Aims / Objectives	Targets / Monitoring Indicators
Scotland	All households to be guaranteed accommodation by 2012	Priority Need Assessment (2009 + 2012)
Norway	Preventing people from becoming homeless.	<ul style="list-style-type: none"> Number of eviction petitions shall be reduced by 50 %, and the number of evictions by 30 %. No one shall have to spend time in temporary housing upon release from prison. No one shall have to seek temporary housing upon discharge from an institution.
	improve the quality of overnight shelters	No shall be offered overnight shelter without a quality agreement
	ensure that homeless people receive offers of permanent housing without undue delay.	No one shall stay more than three months in temporary housing
Netherlands	Homeless people to have income, care, accommodation and work	Homeless stability index
	The number of evictions in 2008 reduced to less than 30% of the 2005 figure.	<ul style="list-style-type: none"> number of evictions per year number of evictions leading to homelessness per year.
	<ul style="list-style-type: none"> End homelessness following prison discharge End homelessness as a result of leaving care institutions 	<ul style="list-style-type: none"> number of cases of homelessness following detention number of cases of homelessness after leaving care institutions
France	Implement enforceable right to housing	Not specified
	Widen access to social housing	PLAI and PLUS increase to 80,000 per annum
	Alter conditions for access to emergency accommodation	27,100 new places
Sweden	Everyone guaranteed a roof and support based on their individual needs.	
	Reduce discharge from Prison or treatment unit or care homes with no home to go to.	
	Access to ordinary housing for those in secondary housing	
	Reduce evictions (no children are to be evicted).	

Ireland	<ol style="list-style-type: none"> 1. prevent homelessness, 2. eliminate the need to sleep rough, 3. eliminate long term homelessness, 4. meet long term housing needs, 5. ensure effective services for homeless people and 6. better co-ordinate funding arrangements. 	<ul style="list-style-type: none"> • The number of homeless households • The number of people becoming homeless • The number of homeless households settled successfully out of homelessness • The average length of time homeless and the number of people remaining homeless for longer than six months • The number of rough sleepers • Compliance by homeless services with quality standards • Trends in expenditure on emergency accommodation
England	End rough sleeping by 2012	
Finland	End long term homelessness in 10 urban growth centres	Halve long term homelessness by 2011
Portugal	<ol style="list-style-type: none"> 1) eliminating the need to sleep rough, 2) increasing the quality of temporary accommodation, 3) addressing the lack of accommodation and support upon discharge from an institution, 4) reinforcing permanent housing solutions, 5) improving access to social benefits and (mental) health care services, 6) promoting training and qualification opportunities of workers in this field, 7) drafting of local homelessness plans. 	
Denmark	<ol style="list-style-type: none"> 1) The number of homeless people sleeping in the streets must be reduced. 2) For young homeless people (below 24 years) better options than placement in a homeless hostel have to be given. 3) The average time spent in a homeless hostel must be reduced to 3-4 months for people who are ready to move to a dwelling with necessary support. 4) Solutions for housing problems have to be made prior to release from prison and treatment centres. 	<p>Number of rough sleepers (National count)</p> <p>Number of young people staying in homeless hostels (Annual statistics of Social appeals board and national count)</p> <p>Length of stays in homeless hostels (Annual statistics of Social appeals board)</p> <p>Homelessness due to institutional release (National count)</p>

Appendix 7

Summary of Data Collection Approaches in Europe by Welfare Regime

The Nordic Countries (Denmark, Norway, Sweden)

All four Nordic countries have national homeless strategies and clear responsibility for the monitoring and implementation of those strategies (including responsibility for data collection). It has also been a long-standing approach in the Nordic countries to establish a register based system of population and housing for the census (UNECE, 2007). However, there appears to be some difficulty in obtaining information on homeless people from such registers. Each Nordic country has undertaken national surveys of homelessness and, although the approach has differed, there are broad similarities. All the countries have a specific operational definition of homelessness for the purpose of the survey. While Finland has undertaken an annual survey since the 1980s, the other three countries have had less regular surveys. However, despite some disparities in approach and definition over time in each country, the surveys have been frequent enough for all the countries to be able to understand broad trends which have been used to guide policy development. All four countries have recognised the need to include all key stakeholders in the process; for example the Swedish strategy is entitled "Homelessness: Multiple Faces, Multiple Responsibilities" and the Danish "Our Collective Responsibility". Detailed descriptions of the surveys can be found elsewhere (Finland - Kärkkäinen 2005; Denmark – Benjaminsen and Christensen, 200??; Norway – Dyb / NIBRO 2009; Sweden – NBHW, 2009). In Finland the Ministry of the Environment established a group of "wise men" to develop a programme to reduce long-term homelessness and a working group has been tasked to consider the quantitative aspects of this programme including relevant monitoring data.

In addition to the homelessness surveys, specific features also characterise each country's approach to data collection and monitoring. Norway has a statistics system called KOSTRA (*KOmmune-Stat-RApportering*, "Municipality-State-Reporting"), which is a national information system providing information about municipal operations. There are primarily three systems in the municipalities which deal with homelessness: BOKART (a system for charting homeless people and those suffering hardship on the housing market), the social security systems and IPLOS (a national register which describes those applying for or receiving care services and itemises the services the municipality provides).

Denmark has a register based system for accommodation provided under specific sections of the Social Welfare Act which uses the national identity numbers of individuals and geo-references and thus allows for detailed geographic and service sector analysis as well as longitudinal analysis.

Sweden has recently reviewed its overall approach to data collection and evaluated the data available from different sources (NBHW, 2009).

The Continental Regime (Germany, Luxembourg)

In those countries with a federal structure of government - Austria, Belgium, Germany – the federal government has no competences in relation to housing or homelessness. Hence there is no possibility of a national level system of data collection on homelessness. In all three countries there have been initiatives at regional (and municipal) level to survey homelessness. For example, in Austria the City of Vienna produces a regional annual report on homelessness

support in the city (population 1.7 million), while in Germany the region of North Rhine-Westphalia (population 18 million) has, until recently, produced reports based on annual surveys. However, in all three countries the associations of service providers have been the main sources of information. In Austria, BAWO (the umbrella organisation for homeless institutions) undertook a national survey in 1998 and the regional committee of BAWO in Salzburg has undertaken an annual survey for the last ten years. In Belgium the SAW in Flanders has a client register system (called Tellus) for its members, while La Strada in Brussels and the Walloon Association of Reception Centres have undertaken surveys of street homelessness recently. In Germany BAGW analyses client register information from its members on a regular basis.

The Mediterranean Regime (Italy)

The four Mediterranean countries have very different experiences in relation to the development of information systems on homelessness. Spain is similar to the federal counties of the Continental European regime in that the national Ministries have limited competences in housing and homelessness and progress is dependent upon the activities of the autonomous regional governments. While specific initiatives have been developed in Madrid and Catalonia progress elsewhere has been patchy. In Greece, there has been no national strategy to combat homelessness and initiatives have relied upon NGOs such as Klimaka which has undertaken the most extensive survey on the issue until the recent (and yet to be published) government survey of rough sleeping in Athens.

In Italy, homelessness has become a focus of interest for policy-makers only in recent years. As a consequence information on homelessness is limited and systems of data collection are under-developed and local in scope. There is no national data on homelessness, apart from that collected in 2000 by a quantitative survey undertaken by CIES through the Fondazione Zancan. However, in 2008 the Ministry for Social Solidarity (now Ministry of Labour, Healthcare and Social Policies) signed an agreement with ISTAT, Fio.PSD and Caritas Italiana to conduct national research / census of homeless persons in Italy. This is the first systematic research activity on a national level promoted by public funding on this theme. The Research aims to establish an in-depth picture of:

- the quality and quantity of the supply of formal and informal (public and private) services for the homeless;
- the status and profile of the homeless living in Italy;
- the size of the homeless phenomenon on the national territory;
- the way in which the homeless use the territory and services.

The aim is to develop tools to interpret the phenomena linked to severe marginalisation as a pre-condition to define national policies that aim to address severe marginalisation among adults. A new definition of the target group and an update of the 2000 survey stand out as primary goals in the ongoing preparatory work.

The New Member States / Transitional Countries (Hungary, Slovenia)

Homelessness as a policy issue has emerged slowly since the transition in 1990. Membership of the EU (in 2004 and 2007) has stimulated consideration of both policy development and data collection through initiatives such as the National Action Plans on Social Inclusion (now the National Strategy Reports on social protection and social inclusion – NSRSPSIs) and the Peer Review process. The development of NGO capacity in the provision of services to homeless people has taken time to develop (see Hradecký, 2007; Teller and Filipovic, 2009). Despite this NGOs have, in many EU-10 countries, been instrumental in data collection surveys of street homelessness and in the development of client registers of service users (especially in the Czech Republic, Hungary and Poland). Legislation in all the new member states requires organisations offering social services to the homeless to be registered with the state in order to be eligible for public funding. This provides a mechanism for obtaining information on a large percentage of service provision and capacity and provides a basis for the collation of information on clients if governments made this a condition of funding.

There are a group of new member states where the state has not begun to develop strategic policies on homelessness and services are embryonic. These include Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia. In these countries it is difficult to obtain any reliable information on many aspects of homelessness including those sleeping rough and in emergency hostels.

The development of services as well as information has progressed further in the Czech Republic, Hungary and Poland though this has been based more on the capital cities (e.g. Prague, Budapest) or key regions (e.g. Pomerania in Poland).

In Hungary, in order to operate social services for the homeless, providers must obtain permission from the local municipality or the Social and Child Protection Administration. This regulation also includes the use of mandatory documentation systems. The government specifies the subject of the National Statistical Programme for Data Collection (NSPDC). The Central Statistical Offices collates the data for publication in the Social Statistics Yearbook. This provides stock data on the number of staff, capacity, features of services and some of the characteristics of clients using services.