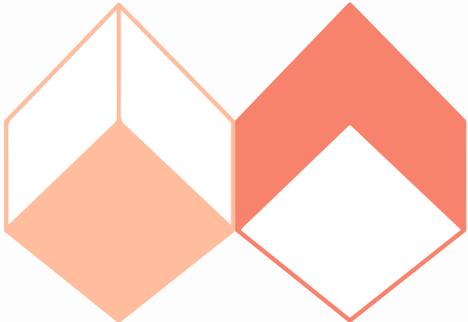


**R**  **F**

Ending homelessness

**BASELINE  
STUDY**

ROOF aims to end homelessness through innovative housing solutions at city level. It is about making the shift from managing homelessness to actually ending it through Housing First/Led and about gathering accurate data. It is an URBACT project, running from 2019 to 2022, co-financed by the European Regional Development Fund. As a network of 9 European cities, ROOF develops integrated local action plans to promote and achieve the strategic goal of Functional Zero (no structural homelessness).

This Baseline Study was created during the first 6 months of the project to allow a good understanding of the general issue, of each city specific context and the added value of the partnership. It is divided in three main sections:

#### **Section 1: The State of the Art**

A European level overview of Homelessness, Data collection and Housing First. Existing knowledge, projects, programs and good practices related to the policy challenge to be addressed.

#### **Section 2: Partner profiles**

A presentation of all 9 network cities and partners, in particular in relation to the local policy challenge, existing policies/ action plans, and the possible focus of the URBACT Integrated Action Plan to be developed.

#### **Section 3: Synthesis and methodology**

A concluding section setting out the methodology for Phase 2, this section draws out the issues and sub-themes that the network will address and how they will be explored in the transnational exchange.

Liat Rogel, Lead Expert for ROOF, URBACT.

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**THE STATE  
OF THE  
ART**

# The state of the art

The ROOF project is an ambitious path towards a better understanding of homelessness and the exploration of innovative means to end it. The collection of quality data and the shift towards housing led solutions are the key activities in this journey. This state of the art describes:

- 1** The issue of homelessness on a European level, evidencing the main reasons and challenges
- 2** The issue of data collection including the methods used today and the opportunities for growth
- 3** The Housing First approach and its application on a European level including challenges and best practices
- 4** A summary of the challenges and the opportunities for the ROOF network

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# 1/ Homelessness in Europe

## 1.1 Who is homeless?

The common image of a homeless person is that of a person sleeping rough in the streets, but reality speaks about many more people, less visible and with different conditions. While there is no definition on a universal level for homelessness, there are some attempts to categorise and illustrate the different situations existing. FEANTSA, the European Federation of National Organisations Working with the Homeless, has developed **ETHOS Light, the European Typology of Homelessness and Housing Exclusion**, in order to provide a common framework through which to discuss and also collect data about homelessness. It attempts to cover all living situations which amount to homelessness or housing exclusion:

### 1 people living rough

People living on the streets or public spaces without a shelter that can be defined as living quarters (e.g. public spaces/external spaces)

### 2 people in emergency accommodation

People with no place of usual residence who move frequently between various types of accommodation (e.g. overnight shelters)

### 3 people living in accommodation for the homeless

People living in accommodation for the homeless, where the period of stay is time-limited and no long-term housing is provided (e.g. homeless hostels, temporary accommodation, transitional supported accommodation, women's shelter or refuge accommodation)

### 4 people living in institutions

People who stay longer than needed in health institutions needed due to lack of housing; and people in penal institutions with no housing available prior to release

### 5 people living in non-conventional dwellings due to lack of housing

People who stay longer than needed in health institutions needed due to lack of housing; and people in penal institutions with no housing available prior to release

### 6 people living temporarily in conventional housing with family and friends due to lack of housing

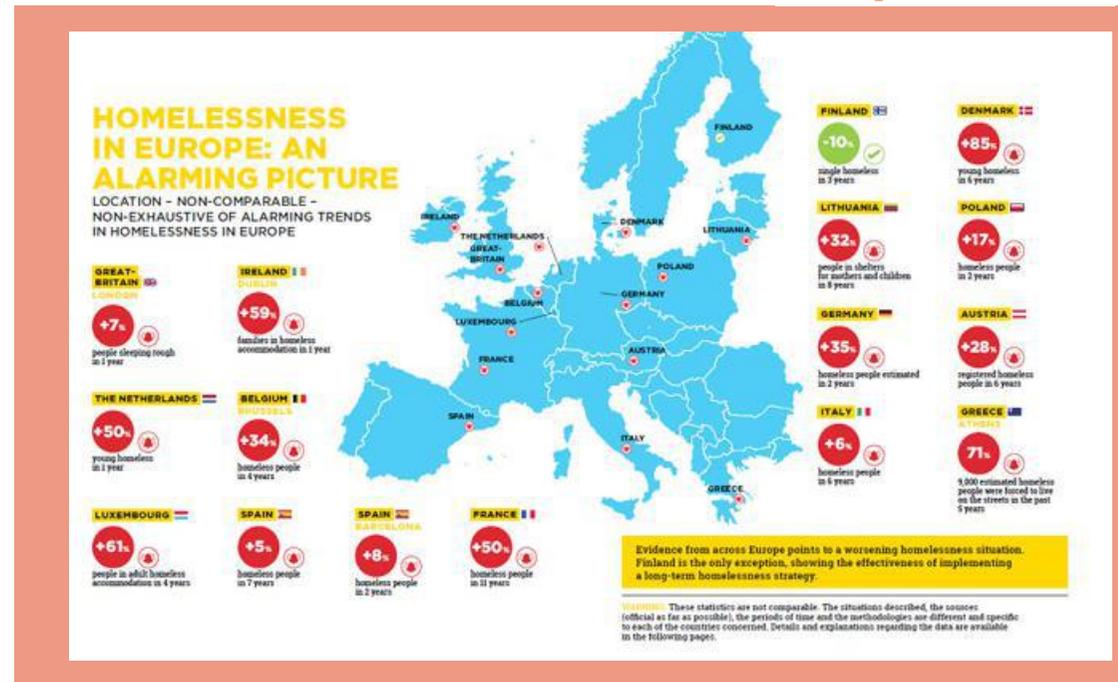
People who use accommodation due to a lack of housing without it being the person's usual place of residence.

Many citizens perceive all beggars as homeless people, but not all beggars are homeless and not all homeless people are street begging.

## 1.2 An alarming trend

The ROOF project is born looking at an alarming growing trend of homelessness. Homelessness in Europe is on the rise with only one member state showing a positive trend. Even though the numbers are difficult to collect and compare (as will be discussed in part 2), studies show that **over 4 million people are affected by homelessness each year in Europe.**

**over 4 million people are affected by homelessness each year in Europe**



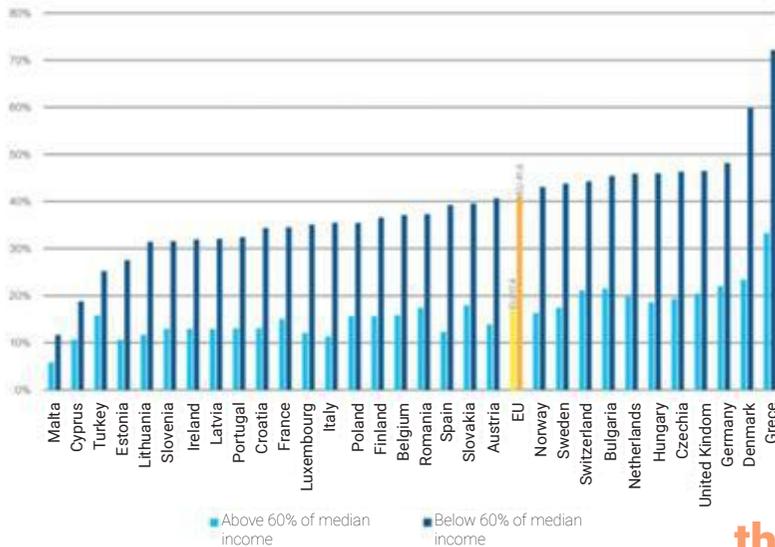
Source: FEANTSA “**Only crisis -actual or perceived- produces real change.**” said Milton Friedman, and for homelessness the multiple crisis level is evident:

The Global Financial Crisis: This crisis brought a higher level of poverty (Scanlon et al., 2015; Sassen, 2014). Rising housing costs are becoming unbearable for the poor, representing a very high percentage of their total expenses. According to an EU report, **38% of people at risk of poverty spend more than 40% of their disposable income on housing** – more than twice the average for the overall population<sup>1</sup>.

The Housing Crisis: The huge growth of bank balances and hypothecary debts enabled the middle and higher income classes to buy (more expensive) houses.

Subsequently, escalating competition caused an explosive rise of housing prices all over Europe (Engelen, 2018; Vastmans et al., 2016). Due to a **shortage in affordable housing stock, the housing market has become highly inaccessible for the most vulnerable people.**

Figure 1  
Share of Housing costs in disposable income - 2017 (by income group 2017)  
Source: EU-SILC



The Migrant crisis: Due to their complex situation (such as lack of finances, language barriers, cultural differences, (mental) health issues), **migrants often can't find affordable housing and risk homelessness.** Immigrants without legal documents are at a very high risk, as in many countries they remain outside the overall welfare system and have no access to available services.

Other reasons for the negative trends regard the effect of changes in services and policies, with for some European countries the **deinstitutionalization of care** as the most significant one. This could be a positive change in service design, but consequences have not yet been solved. People with mental issues, ex-offenders, young adults, are induct to leave care-institutions without having a housing solution. They often end up on the streets or resort to too expensive bad quality housing.

**the housing market has become highly inaccessible for the most vulnerable people**

## 1.3 The cause of homelessness

Individuals and families who experience homelessness may not have much in common with each other, aside from the fact that they are extremely vulnerable, lack adequate housing and income and the necessary support to stay housed. The causes of homelessness reflect an intricate interplay between structural factors, system failures and individual circumstances. Homelessness is usually the result of the cumulative impact of a number of factors, rather than of a single cause. Some examples of structural causes and system failure include trends in unemployment and poverty, the housing market, the structure of the economy generally, and large-scale social policies. Examples given of individual causes include mental illness, alcoholism, substance abuse, and lack of a work ethic.

### 1.3.1 structural factors

Structural factors are economic and societal issues that affect opportunities and social environments for individuals. Key factors can include the lack of adequate income, access to affordable housing and health support and/or the experience of discrimination. Shifts in the economy both nationally and locally can create challenges for people to earn an adequate income, pay for food and for housing<sup>2</sup>.

**Poverty:** Homelessness and poverty are inextricably linked. People who are disadvantaged are frequently unable to pay for necessities such as housing, food, childcare, health care, and education.

**Housing:** A critical shortage of housing that is affordable, safe and stable directly contributes to homelessness. Arguably, the most impactful factor is the lack of affordable housing; however, discrimination can impede access to employment, housing, justice and helpful services. Racial and sexual minorities as well as disabled people are at greater risk of such discrimination.

**System failures:** System failures occur when systems of care and support fail, requiring vulnerable people to turn to the homelessness sector, when other mainstream services could have prevented this need. Examples of systems failures include difficult transitions from child welfare, inadequate discharge planning for people leaving hospitals, correction and mental health and addictions facilities and a lack of support for immigrants and refugees.

## 1.3.2 personal circumstances and relational problems

Individual and relational factors apply to the personal circumstances of a person experiencing homelessness, and may include:

Traumatic events (e.g. house fire or job loss), personal crisis (e.g. family break-up or domestic violence), mental health and addiction challenges (including brain injury and foetal alcohol syndrome), physical health problems or disabilities, the latter two of which can be both a cause and consequence of homelessness. Relational problems include family violence and abuse, addictions, and mental health problems of other family members and extreme poverty.

## 1.4 Approaches to homelessness

How is the issue of homelessness tackled? Generally speaking there are two main approaches, namely **managing** versus **ending** the problem. Management means that the solutions offered are aiming to give immediate answers without thinking long term. Ending homelessness means from one hand prevention and from the other hand finding permanent housing solutions and providing good support. The overall approaches to solving the issue at the moment may be divided in these five categories. The first three categories can be seen as problem management:



### 1.4.1 criminalisation

FEANTSA explains criminalisation as: “At local, regional and in some cases, national level policy makers across Europe are using the criminal justice system to minimise the visibility of people experiencing homelessness. Some local governments are motivated by the frustrations of business owners, residents and politicians who feel that homeless people put the safety and liveability of their cities and towns at risk. These feelings have prompted governments to establish formal and informal measures and enforcement policies to ‘limit where individuals who experience homelessness can congregate, and punish those who engage in life-sustaining or natural human activities in public spaces<sup>3</sup>”.



### 1.4.2 emergency responses

Emergency services include homeless emergency shelters, drop-ins, meal programs, outreach services and other activities provided by municipalities, non-profit and community organizations and faith communities. Not all shelters are emergency responses, some allow people a temporary housing solution. These are part of the staircase model.



### 1.4.3 staircase model

The staircase model is based on moving people from shelters or temporary accommodation to a house through a series of steps. Each step on this ‘staircase’ is designed to prepare someone to live independently in their own home. When all the steps are complete, a formerly homeless person (with for instance mental health or addiction problems) is meant to be ‘housing ready’ because they had been ‘trained’ to live independently. These types of services are sometimes called ‘staircase’, ‘linear residential treatment’ or ‘treatment-led approaches<sup>4</sup>’. An approach that can take a very long time, as in the meantime the housing situation remains unstable.



### 1.4.4 prevention

Homelessness prevention refers to policies, practices, and interventions that reduce the likelihood that someone will experience homelessness. It also means providing those who have been homeless with the necessary resources and support to stabilize their housing, enhance integration and social inclusion, and ultimately reduce the risk of the recurrence of homelessness<sup>5</sup>. Prevention may mean intervention when a person encounters great economic problems or is given an eviction notice.



### 1.4.5 Housing Led and Housing First model

The term housing-led covers homeless policies that focus predominantly on: access to permanent housing solutions as soon as possible for homeless people; targeted prevention for people at risk of homelessness; provision of needs-based, person-centred support services to formerly homeless people/those at risk of homelessness. Such support addresses issues such as tenancy maintenance, social inclusion, employment, health and well-being for people who are living in housing, rather than prior to re-housing. This approach contrasts with the earlier treatment first, or staircase, approach that requires homeless persons to demonstrate housing readiness or compliance with service plans as a condition to obtain and maintain housing support.

Housing First is a structured approach in the framework of housing led. It was conceived as an answer to people with multicomplex needs. It offers rapid access to a settled home in the community, combined with mobile support services that visit people in their own homes. Housing First is a focus for ROOF and is explored in page 14.

# 1.6 Challenges, available policies and insights

## 1.6.1 challenges

To sum up and evidence some of the main challenges on a European level on homelessness:

- **Homelessness levels have risen** recently in most parts of Europe, with different types of crisis aggravating the situation.
- **Lack of comprehensive data** which would allow for monitoring homelessness in the EU. Homeless people are by definition a difficult public to count and to understand (see amongst others Knutagard, 2018). They are not always willing to be known, their location and their sleeping arrangements can vary night by night. In some member states a national strategy defines registration and some European cities have made a careful start to register. Many cities though, still have to address this important issue. Some cities are afraid of the stigma or don't see the point as they lack affordable housing anyway.
- Comprehensive data also include the gathering and **understanding of the different homeless profiles** in order to adjust the solutions. This can prove time consuming and expensive.
- Many cities report a change in the profile of the homeless population. It includes more young people, migrants, Roma and other disadvantaged minorities, women and families are increasingly at risk of homelessness.
- The great variety of "segment groups" in homelessness requires **specific solutions that are highly personalised**. There is no solution that can fit all. This makes it difficult both to innovate and to bring changes to system and requires time and resources in order to deeply understand the specific needs. On a political level, where standard solutions on a short term are usually preferred, this is particularly challenging.
- Housing based solutions require **initial great investments** and this is sometimes blocking the long-term view of the high social cost of not tackling homelessness or opting for symptomatic approach only. This is particularly relevant regarding the health and justice services use.
- A complex issue means that **different city/regional/national departments should work together in an integrated matter** to plan and implement new strategies. Such integration is often a challenge.

□ The migration crisis calls for a reflection about how to guarantee the right to housing also for people without documents.

## 1.6.2 policy response

An obligation on the part of public authorities to procure decent housing for the population and for those unable to help themselves is outlined in the constitution or in legislation regulating housing policies in many countries. The legislative framework in most EU member states does not imply an individually enforceable right to permanent housing, with only the UK (since 1977) and France (since 2007) having such a right (Loison-Leruste and Quilgars, 2009).

The UN's SDG1 commits all Member States and the EU to eradicate poverty, including extreme poverty and homelessness, by 2030. National strategies empower cities and regional actors in the pursuit of ending homelessness. The causes of homelessness are often triggered by national level policies, but the solutions often come from the local level.

In the 2014-2020 programming period, the European Structural and Investment Funds, in particular the European Regional Development Fund (ERDF), the European Social Fund (ESF) and the Cohesion Fund, will support 11 investment priorities, also known as thematic objectives. Objective number 9 is the most pertinent for the ROOF project: Promoting social inclusion, combating poverty and any discrimination. European platform against poverty (EPAP) aims to support policy development; promote use of structural and investment funds; promote social innovation and evidence-based policies; promote partnership with civil society and provide a framework for policy coordination. It has thus contributed to multi-level dialogue on homelessness within the European Union. In 2013, the European Commission launched the Social Investment Package (SIP). The SIP included the first ever detailed EU policy guidance on confronting homelessness. It addressed trends in homelessness, good practices, and core elements of integrated homelessness strategies. Most significantly, the Commission **called on Member States to 'confront homelessness through comprehensive strategies based on prevention, housing-led approaches and reviewing regulations and practices on eviction**, taking into account the key findings of the guidance on confronting homelessness provided in this Package.

The **Urban Agenda** refers to Homelessness in the **Housing Agenda**: "As affordable housing is a basic human right and fosters social cohesion, the Partnership aims to contribute to better policies and frameworks creating access to adequate housing". And the **Urban Poverty**: "The aim of the Partnership is to contribute to creating better (EU) policies with an impact on the inclusion of vulnerable groups and the regeneration of deprived neighbourhoods". Another related agenda is the **Inclusion of Migrants and Refugees**.

The EU can support action by Member States, including funding from the European Social Fund (ESF), the European Regional Development Fund (ERDF) and the Fund for European Aid to the Most Deprived (FEAD). A set of EU policies such as social inclusion, regional development, migration, financial regulation, health and human rights policies help address the complex causes of homelessness.

**The Commission provides guidance on confronting homelessness within the Social Investment Package. It explores trends in homelessness, good practices by Member States and core elements of integrated homelessness strategies, highlighting the support role of the EU.** Even though EU policies touch upon homelessness, their integration and successful implementation with local policies is often not as successful. In a study by Nóra Teller, there is evidence that:

There is none or a non-explicit strategic framework for tackling homelessness.

There is a Mismatch between the strategic documents' goals and



The planned and actual use of EU funds in the sector and for homeless people is only sometimes based on actual consultation or consent with the sector's players and strategic documents' priorities. In some countries the OPs' goals are sometimes more progressive than the actual predominant policy and service approach in place, which creates room for innovation and institutional and policy shifts.

**FEANTSA** has developed a campaign calling for better EU intervention of homelessness. Their main points are resumed in the table below:

The situation	However	Therefore
The EU has called on Member States to design and implement integrated strategies to tackle homelessness.	Most countries are not delivering, and EU policy instruments are not being used to their full potential.	The EU should set a target of ending homelessness as part of its 2030 agenda.
Many solutions lie in areas beyond specific "homelessness policies"	Unfortunately, these other policies are often blind to homelessness	Responses to homelessness should be mainstreamed into the design and implementation of relevant EU sectoral policies including youth, gender, migration, disability, mobility, cohesion and urban development.
The EU plays a key role in monitoring and benchmarking socio-economic indicators across Member States.	The EU statistical toolkit does not cover homelessness data, making it difficult to track and compare progress.	Homelessness should be an integral element of social analysis carried out by the European Commission.
Homeless people have the same basic human rights as everyone else.	These rights are frequently violated - and worse still, criminalised in different Member States.	The EU can and should act to enforce fundamental rights, social rights and the rights of all EU citizens.
Homelessness has significant human, societal and economic costs. Tackling it is a good investment for the future.	Current resources at EU and national level are not enough to deliver lasting solutions.	EU instruments like the European Structural and Investment Funds and the European Fund for Strategic Investment should be used to help Member States deliver smart, sustainable solutions.

# FOCUS

## The housing issue and the missing stakeholder

Available affordable quality housing plays a key in the solution to ending homelessness, in both the managing and ending approach.

Housing Europe, in their position paper Social, cooperative and public housing in the EU Cohesion policy after 2020<sup>6</sup> make the following recommendation to European policies:

***“THE EU SHOULD MAKE SURE THAT THE COHESION POLICY, ONE OF THE FOUNDATIONS KEEPING MEMBER STATES TOGETHER SHOULD BE AS INCLUSIVE AS POSSIBLE, DELIVERING THE MEANS NEEDED TO ADDRESS THE MAJOR CHALLENGES WITH HOUSING BEING UNDOUBTEDLY AMONG THEM.”***

Many cities are still dealing with homelessness and housing separately.

**When homelessness is only dealt with through social affairs, the result is often a temporary and more symptomatic approach to offer assistance or emergency services to people without a house.** To reach a more stable approach the housing sector should take part in the conversation. Some European cities already united the two departments while in others, the housing department remains out of the homelessness issue. Housing First is one of the most innovative approaches and the main trend in countries going towards ending homelessness. Deciding to adopt the Housing First approach means involving in a stronger and more efficient way the housing sector. **PRIVATE** and **PUBLIC** housing

On a city level, the housing system is often divided into two main categories:

**PUBLIC HOUSING**: housing stock owned by the public administration (local or regional mostly). Public housing may or may not be social housing. Most European countries also have a form of social housing. No unique definition is available for that as the models differ widely. The term refers to rental housing which may be owned and managed by the state, by non-profit organizations, or by a combination of the two, usually with the aim of providing affordable housing. **Core elements of social housing: affordability, the existence of rules for the allocation of dwellings, a strong link with public policies at local level, security of tenure, quality standards and a strong involvement of the benefiting households.**

**PRIVATE HOUSING**: housing stock owned by private single owners, housing developers, community ownership or NGO's. Some European countries have control over the quality of the private housing stock. All countries have laws concerning purchase or rental contracts. In some European countries social housing is based in privately owned stock. This could be through the city selling stock to housing companies or renting directly from private owners to sublet. In some cases, laws constrain housing developers to dedicate a percentage of their building to social housing.

## AFFORDABILITY in human context

Considering the housing and the economic Crisis, one of the main issues is how to make (qualitative) housing more affordable to everyone. This can be done through the city having more control over the housing market

Some main issues around affordability are concerning the economic growth of cities and the impact the positive change has on the housing market. Cities may become suddenly attractive because of new companies settling in and creating new jobs, a successful higher education system, growth of tourism. Population growth and attractivity often bring rising rent costs, especially in the city centre. The lack of laws or policies regarding rent may create luxury areas and push residents to the outskirts or even outside the city while having to come back to city for jobs or a good education system.

Lack of affordable housing is one of the reasons for homelessness, but **solutions should not only deal with the economic aspect of the housing**. All over Europe big housing interventions through history made it possible to create many affordable apartments and also create jobs in the construction phase. However, many of those big interventions became **ghettos of the poor, and transformed quickly into degraded and undesirable neighbourhoods, among others due to lack of money to maintain the buildings**. Housing should be approached through an integrated urban path thinking about mobility, services and access to healthcare and education. In recent years, new ways to conceive public and social housing take into consideration also the need for social mix and the community aspect of it.

## EUROPEAN POLICY on housing

The EU does not have a direct mandate on housing. The Housing Partnership was created to focus on public affordable housing, state aid rules and general housing policy. The Housing Partnership was one of the first to be established within the framework of the Urban Agenda for the European Union. As stated in the Pact of Amsterdam, its 'objectives are to have affordable housing of good quality. In taking up these issues, the Council acknowledged their relevance for the EU and its citizens. The Housing Partnership created and published an action plan in 2018, it is a set of 13 substantial actions and recommendations<sup>7</sup>.

Housing Europe published the extensive research about The State of Housing in the EU 2019<sup>8</sup>. The report evidences the main issues in housing and the policies in line. The report discusses the role of EU in housing policies: "The crisis could have represented a turning point showing the importance of investing in affordable, non-speculative housing.

However, overall so far there has been little change in social housing policies. In general, with few exception, social housing providers have to cope with less public funding and rely more on private finance. In countries with a long tradition of social renting the sector has shown more resilience (like for instance Austria and France), but there's a trend of moving towards a more residual role (e.g. in the Netherlands). However, in countries with little tradition of social housing (CEE region) and/or where public finances have been particularly constrained (for instance Greece, Ireland, Italy and Portugal) are struggling to find ways to invest in supply and maintenance as well as necessary social measures".

Social and affordable housing has been at the heart of the EU Urban Agenda. The EU is now aiming to implement effectively the "Housing and assistance to homeless people" part of the European Pillar of Social Rights. At the same time the EU internal market legal framework for affordable housing is impacting local and national housing policies".

# Insights



The need to work on a transnational level on data collection in order to be able to compare the numbers between different cities



The need to work on the shift to the housing first solution



The need to work in an integrated way, uniting different departments.



THESE INSIGHTS BROUGHT TO THE DEFINITION OF THE **ROOF PROJECT**, FOCUSING ON ENDING HOMELESSNESS THROUGH HOUSING SOLUTIONS.

ROOF AIMS TO **END HOMELESSNESS** THROUGH **INNOVATIVE HOUSING SOLUTIONS** AT CITY LEVEL. IT IS ABOUT MAKING THE SHIFT FROM MANAGING HOMELESSNESS TO ACTUALLY ENDING IT THROUGH HOUSING FIRST/LED AND ABOUT GATHERING ACCURATE DATA. IT IS AN URBACT PROJECT, RUNNING FROM 2019 TO 2022, CO-FINANCED BY THE EUROPEAN REGIONAL DEVELOPMENT FUND. AS A NETWORK OF 9 EUROPEAN CITIES, ROOF DEVELOPS INTEGRATED LOCAL ACTION PLANS TO PROMOTE AND ACHIEVE THE STRATEGIC GOAL OF FUNCTIONAL ZERO (NO STRUCTURAL HOMELESSNESS).

## 2/ Data collection

In the path towards innovative solutions for the homeless, each city should be able to understand and evaluate its actual state. Quality data collection is an essential part of combatting and ending homelessness. Improving the statistics on the topic is essential in order to:

frame the scale of the problem including demographics and type of homelessness and lead to the design and development of coherent solutions

evaluate existing solutions and their impact

enable a comparison between cities/regions/states by creating a comparable methodology for indicators

create civil and political awareness

influence decision making

develop dedicated funding schemes

Unfortunately, homeless people are by definition a difficult public to count and to understand (see amongst others Knutagard, 2018). They are not always willing to be known, their location and their sleeping arrangements can vary night by night. In some member states a national strategy defines registration and some European cities have made a careful start to register. Many cities still have to address this important issue. Some cities are reluctant to know the actual size of the problem as it is bad for their image and as they don't have sufficient affordable housing.

**TODAY, IT IS NOT POSSIBLE TO COMPARE DATA ON A EUROPEAN LEVEL SINCE EACH COUNTRY USES DIFFERENT DEFINITIONS OF THE HOMELESS (WHO IS COUNTED) AND DIFFERENT METHODS (WHICH DATA IS COLLECTED AND HOW)**

It is also important to use data in an efficient way. Internally in order to share valuable information between services, guaranteeing quality answers to specific needs and externally in order to communicate the numbers/stories and advocate through it.

### 2.1 Who is being counted?

As anticipated in the beginning of the document, the first stage to counting the homeless in a way to compare is to decide who is being counted. Today, European countries all use different definitions, and sometimes there are even different definitions between regions and cities. In the attempt to find categories that may fit all countries and may facilitate the common understanding of the issue, the ETHOS and ETHOS light typology were developed. It is a typology developed in the context of a 2007 European Commission study: Measurement of Homelessness at European Union Level. It is a harmonised definition of homelessness for statistical purposes. It is a pragmatic tool for the development of homelessness data collection, rather than a conceptual and operational definition to be used for a range of policy and practice purposes.

Only some countries, for example Finland, Sweden and, Denmark, effectively define all the categories of homelessness within the ETHOS Light typology as being forms of homelessness. Almost every country defines people living rough and people in emergency accommodation as homeless <sup>9</sup>.

### 2.2 How to count

Collecting data usually derives from: administrative data, counts and surveys. The data may vary from a number only to profiling of the people.

Administrative Data is data collected through the registration of people that come **into contact with the available services** (night shelters, social canteens, residential services and other). This kind of data is very useful and may also be very detailed as social services know a lot about the person. If the administrative data is completed with constant outreach work on rough sleepers, this may bring to an interesting FLOW of homeless people allowing each context to understand the numbers of people who are new to the street, are returning to rough sleeping or are long-term rough sleepers. It also helps to understand more about the individuals experiencing rough sleeping including the support they need, their reason for becoming homeless, and if they have been placed in accommodation previously <sup>10</sup>. The main weak points are that the data is not thorough, it does not include people

avoiding the services. Also, often the different services do not, cannot or are not allowed to share data. This makes it difficult in terms of double registration or inability to follow a person in process. National level administrative databases exist only in Denmark, Hungary and Ireland.

Surveys are **large-scale surveys** designed to understand the extent and characteristics of the homeless population. Some questions have been raised about the accuracy of **point-in-time (PIT)** surveys of homeless people, but this is still the main method employed. “Street Counts”, “Homeless Counts” or “Street Needs Assessments” PIT Counts are a measure of the number of homeless people on a specific day (hence the point in time reference). Some municipalities go even further by developing a questionnaire to ask people experiencing homelessness about their **history, background and needs**. This includes demographic questions such as age, gender, race, sexual orientation and veteran status. It also asks what services people need or use, whether they would like housing and how long they have been homeless<sup>11</sup>. It is also possible to fill out the questionnaire in a non-intrusive way: the interviewer simply talks to the homeless person and can fill out the questionnaire – as well as possible - after this discussion.

## 2.3 Using the data

The use of data can be internal for offering better services and planning better solutions or external to communicate, explain and advocate about homelessness. Understanding how each city will use data, allows it to collect the right information.

Offering better services: many countries are using IT solutions and platforms to collect and sometimes share data. **Designing better platforms and allowing shared use of data would allow cities to have a valuable flow of information about their homeless population.**

Data for decision making: in the business world, data analytics is known to be the basis for offering new products, services or experiences to fit or satisfy users need. Data-driven decision making (or DDDM) is the process of making organizational decisions based on actual data rather than intuition or observation alone. The same application (maybe even more important and urgent) can be made for social services where **useful data may be the starting point for good service design.**

Data for advocacy: data driven storytelling and testimonial storytelling. High quality advocacy pairs two things: personal stories and data. Personal stories give a face to the issue being discussed, they make it real and they inspire change. Data confirms that those stories are not just singular events, provides a reason to act on a population level, and makes the case for particular intervention. Data alone is often difficult to understand, and good visualization skills become important for that matter. Most people find it easier to relate to visuals, rather than numbers alone. Charts, graphs, info graphics and others are more useful both for internal and external use. Data driven storytelling requires knowing how to collect the right data and how to analyse

it. Testimonial story telling is based on highly qualitative data. It is about telling the stories of people creating empathy and understanding. Stories may focus on the problems people face or on the solutions and how those brought changes into their lives.

## 2.4 Challenges regarding data collection and data use

Privacy and data protection: the protection of data and privacy are very important, especially dealing with sensitive data concerning personal status of health and wealth. Many cities report that GDPR rules are also preventing them from internally sharing data. In some cases, the process to the use of data under GDPR rules is very long and complicated<sup>12</sup>.

Lack of interest: it is sometimes easier not to know the numbers. Some public authorities consider the collection of data useless from the moment they believe they do not have the necessary response anyway. They may also think that data will create bad public opinion.

**Funding:** data collection and data use may be expensive. Combined with the lack of interest, it may be very challenging to find the right investments.

Distrust by homeless people and (outreaching) social workers towards data collection because of potential (political) misuse of the data: Getting insights in living conditions of homeless people might bring up certain things (e.g. use of certain squats, illegal activities, ...) that could trigger policies or actions with negative consequences for the homeless people themselves.

Perception by homeless people and (outreaching) social workers that these counts are only extra work/ bureaucracy/ time-consuming/ useless/ etc... and no gain for them or their client.

**useful data may be the starting point for good service design**

## 2.5 Opportunities and data use

New tools and approaches in data use and visualisations may open some interesting prospects. For example <sup>13</sup> :

- GIS analytics: Using location-based technology to locate homeless populations
- Supply-demand optimization: Using data to match people to affordable homes
- Digital tools for caseworkers: Making data-driven decisions
- Predictive risk modelling: Helping those at risk of homelessness
- Behavioural nudges: Using data to design better nudges
- Coordinating the homelessness ecosystem: Building coalitions across federal, state, and local levels

### BEST PRACTICE

Invisible People is a non-profit dedicated to educating the public about homelessness through innovative storytelling, news, and advocacy. Since their launch in 2008, Invisible People has become a pioneer and trusted resource for inspiring action and raising awareness in support of advocacy, policy change and thoughtful dialogue around poverty in North America and the United Kingdom. <https://invisiblepeople.tv/>

The Homelessness Analytics Initiative (HAI)—a collaboration between the U.S. Department of Veterans Affairs (VA) and the U.S. Department of Housing and Urban Development (HUD)—is intended to provide users with access to national, state, and local information about homelessness among the general population, homelessness among Veterans, risk and protective factors for homelessness, services and resources. The aim of the HAI is to empower communities, organizations and individuals with critical information on trends in homelessness, factors related to homelessness, and services in place to prevent and intervene in situations of homelessness.

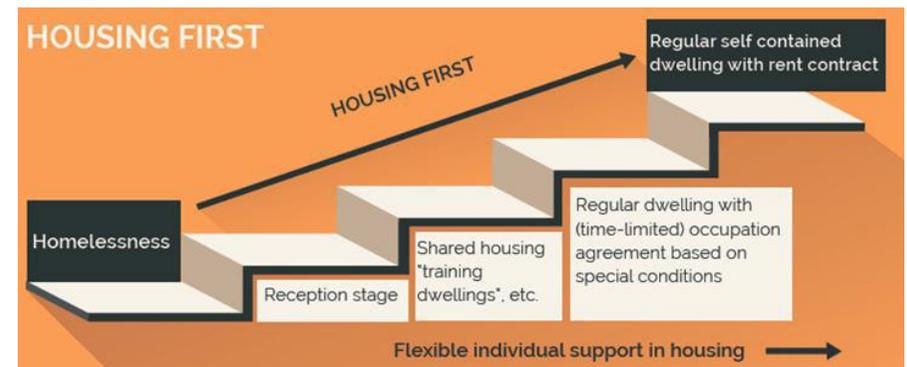
<http://homelessnessanalytics.org/>

## 3/ Housing first

Housing First (HF) is one of the approaches towards ending homelessness. “Housing First was originally developed to help people with mental health problems who were living on the streets; many of whom experienced frequent stays in psychiatric hospitals. The target populations entering Housing First later grew to include people making long stays in homelessness shelters and those at risk of homelessness who were discharged from psychiatric hospitals, or released from prison” ... (HF guide)

As the name suggests, in this approach the first step towards housing homeless people is providing a home. This opposed to traditional “staircase methods” in which a homeless person has first to go through recovery and training before being suitable for housing. **Housing first puts the house in its place as a Human right and not as a price to win. Once housed, all traditional services related to health and welfare are given when the person is at home and with a freedom of choice on what services to receive.**

As long as the person pays the rent, he is entitled to stay. HF is revolutionary in the way that it changes the whole concept of homelessness management and looks at the system as a whole rather than only looking at the symptoms. Thus, HF includes changing the way healthcare, welfare and housing services are designed and implemented. This systemic change is also the big challenge of Housing First.



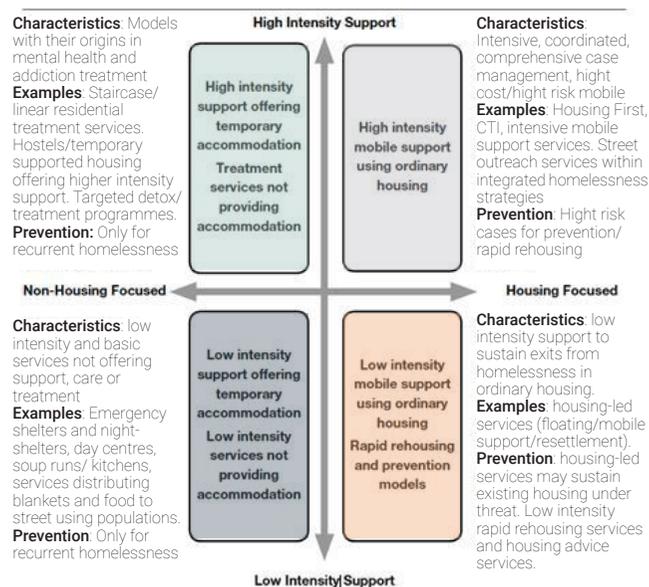
Summarising the differences between Housing First and Staircase Services (Tsemberis, S. and Henwood, B. (2013) Housing First: Homelessness, Recovery and Community Integration. In V. Vandiver (ed.) Best Practices in Community Mental Health: A Pocket Guide.

The 8 core principles of Housing First are:

- Housing is a human right
- Choice and control for service users
- Separation of housing and treatment
- Recovery orientation
- Harm reduction
- Active engagement without coercion
- Person-centred planning
- Flexible support for as long as is required

Housing First Fidelity is about how the core principals are being maintained. The fidelity is related to the efficiency of the offer and to its measurement.

The 2018 issue of the Comparative Studies of the European Observatory on Homelessness<sup>14</sup> of FEANTSA proposes a way to define and cluster homelessness services. The proposed typology of homeless has two main dimensions. One dimension is whether services are housing focused, which means they are centred on using ordinary housing or are support focused which means they aim to make someone 'housing ready' through support and treatment. The second dimension is whether the service offers a high level of support or a low level of support.



Looking at the bottom right of the chart, we find 'Housing – Led' solutions, which apply to lower intensity services (in terms of support intensity, range or duration) which may also be targeted at lower needs groups of homeless people who are not chronically homeless. On the top right 'Housing First' as described above.

## 3.1 Housing first development component

Housing First strategies have proved to be efficient and cost effective. To achieve a systemic change towards housing first, there should be a better understanding about:

■ **DELIVERING SUPPORT**, HF is mostly about the support given to people. It is important to understand the target itself and the selection criteria. The different kinds of support, how to integrate it with existing services as well as the changes in social workers approach together with a clear view of the right caseload to guarantee success. It is also important to understand community work and integration in the housing context.

■ **DELIVERING HOUSING**, as discussed before, housing is an important component of HF. Some sub-topics on this matter are: Accelerated entrance in social housing, Social/public renting models, Social rental agency, Public private cooperation, Involving private building sector and private owners, Innovative housing models, Specific target group housing models.

■ **EVALUATING HOUSING FIRST** Evaluation of services is related to the data collection issue but requires also specific method of evaluation to prove the efficiency in the local context.

■ **CREATING A SYSTEMIC CHANGE** HF should not be intended as a program or as part of the solution but should become the main strategic element in action plans to end homelessness. How to scale housing first and how to shift the mindset of temporary and emergency solutions are the main sub-topics here.

## 3.2 Housing First in Europe

Born and first developed in the USA it was hard to understand if the approach was transferable and if it would be as efficient in Europe. The HF Europe Hub published a report in 2019 about HF practices in Europe. This overview of the development of Housing First in 19 countries in Europe was designed to take a snapshot of how quickly Housing First is being adopted, the extent to which it is present in local, regional, and national strategies and homelessness programmes, as well as to provide a broad overview of fidelity to the model and the scale of service provision. The report attempts to capture developments up to the end of 2018 and, to some extent, look forward to commitments entered at that time. In this report it is noted that:

*“Housing First is neither the **predominant response to homelessness in Europe, nor are Housing First services the main response to homelessness in any single European country.** There are countries, like Denmark and Finland, where Housing First is widespread, but employed as part of a service mix, with a specific role in reducing long-term and recurrent homelessness as well as homelessness among people with high and complex needs”.*

*“**Only some countries integrated Housing First as part of their national strategy to end homelessness.** In Denmark and in Finland, Housing First could be described as already established and working as an integral part of homelessness strategy and policy. In France, Ireland, Italy, Norway, Portugal, Sweden and the UK, Housing First was described as ‘increasing quickly’ in scale and significance. There is evidence that Germany is also starting to see increases in the use of Housing First. In Austria, Belgium, the Czech Republic, Luxembourg, the Netherlands, Spain, and Slovenia, a slow increase in the use of Housing First was reported, although in three of these countries, Austria, Belgium, and the Netherlands, Housing First was clearly already part of the strategic response to homelessness. Hungary, Lithuania and Romania were reported as having no increase in Housing First, but of the three countries only Hungary was described as actually having any working Housing First services linked with ESF (European Social Fund) funding or NGO initiatives”.*

Scaling up of HF can be approached in two ways. The first is scaling up by widening the HF target group. (Finland, for example has applied HF to all homeless people). The second is scaling up in terms of a wider policy adoption of the model, moving from a mere ‘experimental’ or specific local project to a wider national policy level.

## 3.3 Challenging in implementing Housing First

● **The housing issues.** It is extremely difficult to even initiate a housing first program if there aren’t houses available. The challenge to integrate the housing sector with the social sector is clear as well as the challenge to involve the private housing sector more.

● **The support system change.** The adoption of a new model calls for a mind shift in the organization and people working in the field. It may mean training and education. In addition, by declaring temporary solutions as inefficient, a whole sector is being put to question. This makes it even harder to go through change. Finally, the model only works with the right caseload for the social worker.

● **The need for a national support.** Local authorities alone are in deficit when implementing housing first. A change is often needed also from a legislative point of view, calling for the involvement of a state level stakeholder. Furthermore, it is challenging to access funds in the absence of a national or European strategy.

● **The need for a European support:** A European policy or strategy on housing first may be helpful in order to improve the implementation of new programs, the up-scaling and the quality management of Housing First. This could be part of an aligned European homelessness and housing policy.

# 4/ Partnership

ROOF brings together a well-balanced partnership of medium-sized cities. Most cities strive to end homelessness and believe that functional zero is feasible in the long term. All cities have a leading role on homelessness policy in their region, as they attract many homeless people. The partnership is diverse in many ways: some cities work within a national homeless policy, others within a local policy. The context can differ between developed and less developed regions. The homeless population of some cities consists of lots of migrants, refugees, people without a legal status, other cities have a growing group of women with children, youngsters or working homeless people.

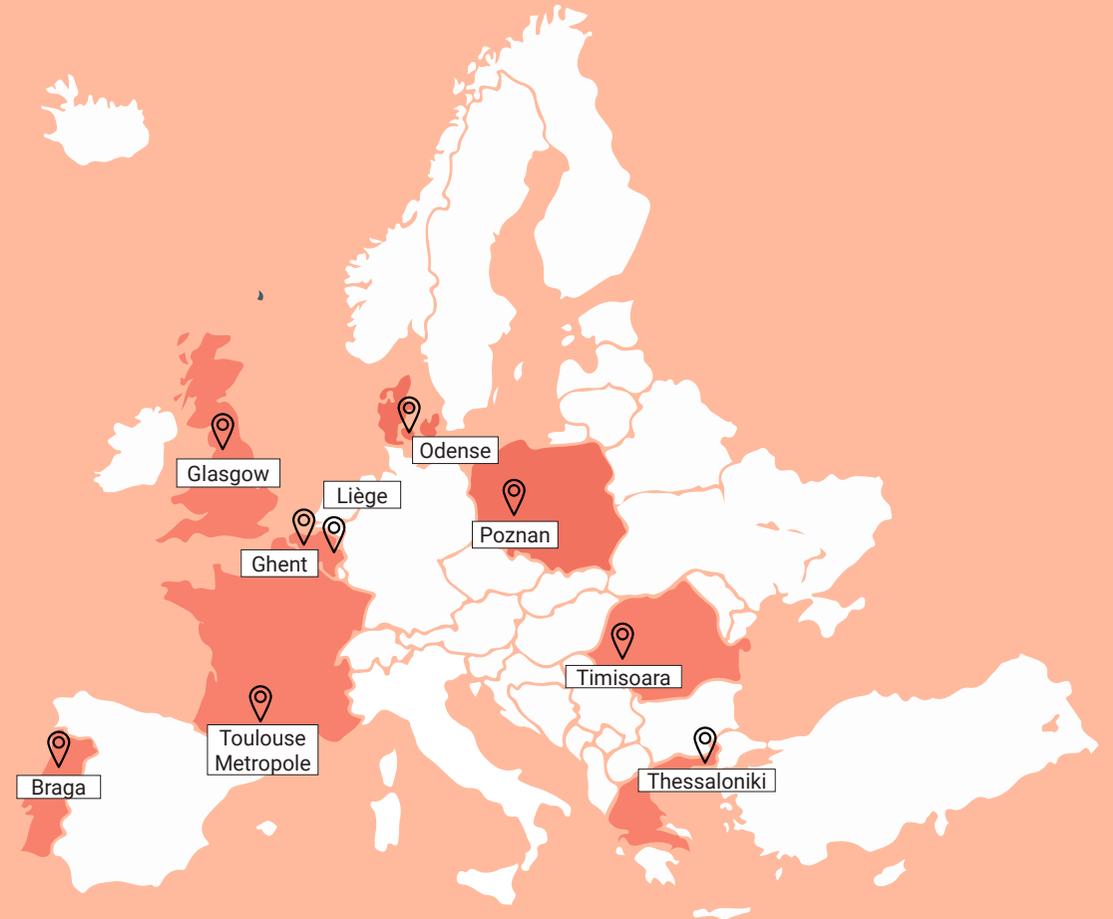
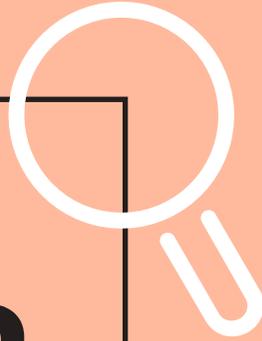
Following are the profiles of all cities. To complete the profile a simple profile template was prepared and explained during the kick off meeting. The partners were then asked to fill in the profile and send it to the LE. The partners also filled in a specific questionnaire about data collection. A series of visits were then carried out to all partner cities in the period between September 2019 and January 2020. Each visit was made of a combination of meetings, site visits, working sessions and workshop. Each visit allowed to:

- complete the knowledge about each city partner to include in the Baseline Study
- offer members of the city administration and the ULG a chance to learn about Urbact, about ROOF and about the topic of Housing First
- promote the topic and put it on the political agenda through active involvement of stakeholders in meetings and interviews
- visit places and services related to the topic, either as best practices or to understand the state of the art.

Partner	Country	Population	Target Area
Braga	Portugal	192,500	Less Developed
Ghent	Belgium	265,000	Developed
Glasgow	UK	626,400	Developed
Liège	Belgium	200,000	Developed
Odense	Denmark	200,703	Developed
Poznan	Polonia	535,000	Less Developed
Thessaloniki	Greece	315,196	Less Developed
Timisoara	Rumania	330,000	Less Developed
Toulouse Metropole	France	755,882	Developed



# PARTNER PROFILES



# Braga

## Portugal

*"The main difficulty in obtaining data is updating it and also to acquiring common data for all entities that share the work with this population."*



# 192,500

inhabitants

**360**  
homeless

**1%**  
social housing on  
housing market

**73,600** total housing

**600** social housing

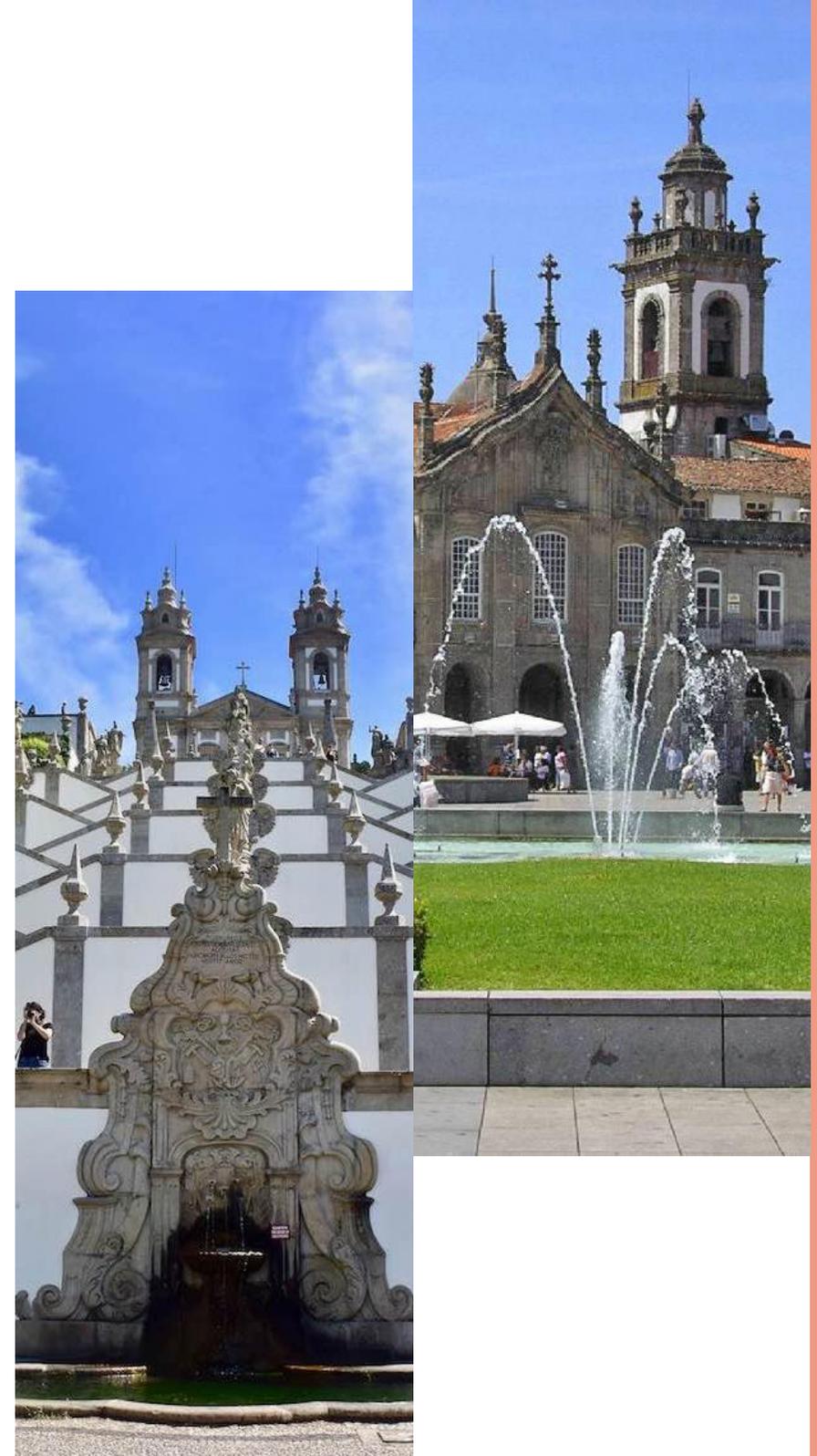
**28** roofless



# The city of Braga

Braga is with its 192,500 inhabitants the third city of Portugal, and part of a less developed region. It is a city and a municipality in the northwestern Portuguese district of Braga, in the historical and cultural Minho Province. This city represents the seventh largest municipality in Portugal (by population). Its area is 183.40 km<sup>2</sup>. Its agglomerated urban area extends from the Cávado River to the Este River. It is the third-largest urban centre in Portugal (after Lisbon and Porto). It is host to the oldest Portuguese archdiocese, the Archdiocese of Braga of the Catholic Church and it is the seat of the Primacy of the Spains. It has a very strong religious presence.

Braga presents a high degree of tourist, cultural and economic attractiveness. For this reason the number of people who intend to live here has been growing at an increasing rate. But due to this increase, real estate speculation has intensified, eviction actions have become more frequent and rents unbearable. The most vulnerable families are unable to find a house with good living conditions and affordable rents and they increasingly resort to temporary shelters. Being the district's capital, Braga concentrates the largest number of social responses and the largest number of people to help.



# The challenge of homelessness

## Definition and data collection

Homeless people in Braga are about 360, with 28 people directly on the streets. The rest are hosted in several shelters where they can stay for a limited amount of time (1-4 year, depending on the structure). Braga city has a good view on the homeless situation in the urban level but not enough on the rural part. Rural population arrives to the city of Braga because services are offered only there. The homeless group is changing in age and habits, but services have been offering similar solutions for 20 years. No big modification in the way they work has accrued in recent times.

Housing prices in Braga have doubled and people with social income are being evicted because they cannot afford to pay the rent. Shelters and street workers do not partner with health services and no political measures are made to facilitate this collaboration. Hospitals do not accept mental ill people and they become the most complicated “users” for the social services.

Portugal has a national strategy on homelessness but it mostly focusing on Porto and Lisbon.

### TARGET GROUP of interest for HF

Mentally ill with addiction problems (alcohol and drugs).

Braga uses definition deriving from ETHOS light. ENIPSSA (The National Strategy for the Integration of Homeless People 2017-2023) also has a role in re-defining homeless people. As part of the redefinition of ENIPSSA for the period 2017-2023, it was considered that the designation of “homeless” should be changed to “homeless person” as “homelessness” should not be assumed. Shelter not as a condition of a person’s life, but rather as a situation that may characterize a particular phase in one’s life and that one wishes to be transitional. Thus, a homeless person is considered to be one who, regardless of nationality, racial or ethnic origin, religion, age, gender, sexual orientation, socioeconomic status and physical and mental health, is:

**Homeless, living in public space, housed in emergency shelter or with precarious whereabouts;** or Homeless, **being in temporary accommodation** for a limited period of time, of adults in in need of a referral to the most appropriate social response. ”

There are street counts that allow a number in a “point in time” system. Other data comes from the management, the services and from social workers. It is not accurate or updated and there is not enough sharing of data between the different stakeholders.

The main difficulty in obtaining data is updating it. These are quite variable data which makes it difficult to constantly update them and also to acquire common data for all entities that share the work with this population.



360

number of homelessness

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadeguated housing
NUMBERS	28	333	N/A	N/A
HOW DO YOU COLLECT DATA?	Temporary Shelter ; Host and Training Center for the Young People; Social Security	Temporary Shelter ; Host and Training Center for the Young People; Social Security	N/A	N/A

### Do you use ETHOS?

the European Typology of Homelessness and Housing Exclusion



# Housing

The Municipality owns 600 houses, and they are managed by Bragahabit. Bragahabit sometimes buys other houses to enlarge their offer. Most of the houses are organized in 4 neighbourhoods. The neighbourhoods were originally built by the government and then transferred into city municipality.

130 are outside the neighbourhoods. Bragahabit also rents and sublets some of the houses. There is a national law that defines the criteria and the calculation for entering in social housing and how much they have to rent.

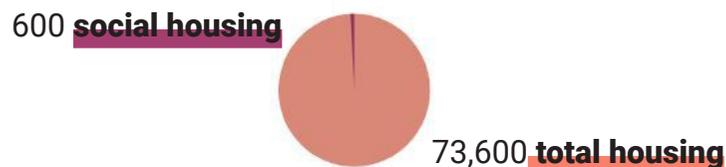
**Priority is given to:** People suffering from domestic violence, Single parents, Elderly and Disabled. They get more points on the waiting list which is updated every 3 months. Waiting list time is about two years. Once a person gets a house in social housing, the rent contract has no time limit.

The figures of social housing are as follows:

- Co-housing – 17 houses
- Rental supported – 128 houses
- Subletting – 171 houses
- Housing First – 3 houses (red cross)

Some of the neighborhoods are now in the process of regeneration. In one particular neighborhood the process was done through a participatory action with the residents. Some of the neighborhoods are populated mainly by ROMA population. The presence of concentrated areas for social housing is making these parts the most dense ones for issues such as drug use and drug dealing as well as criminally. The future plan is to spread more the population.

4 millions euros are going to be invested to renovating the houses. This operation, using ERDF will end at the end of 2020. It will also add 20 houses to social housing offer. Today the only social housing option is a house, one possible adjustment is offering assistance to pay the rent on the private market. On a national level, FIRST RIGHT, is a national plan for housing.

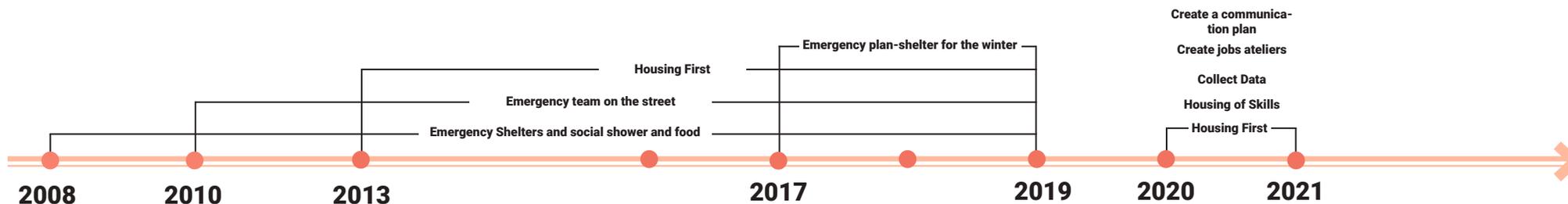
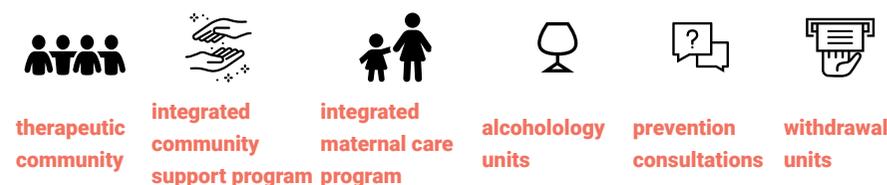


# Welfare and health

Braga has an **Integrated Response Center (CRI)** which is a local structure of an operational and administrative nature, referenced to a defined territory and having specialized multidisciplinary technical teams for the various mission areas dedicated to treatment, prevention, reintegration and risk reduction and minimizing harm from drug addiction and alcoholism. The CRI of Braga covers other municipalities. It provides several services such as the **therapeutic community; integrated community support program; Integrated maternal care program; alcoholology unit; prevention consultations and withdrawal units.**

The creation of continuous integrated mental health care (CCISM), from the health center, allowed to be extended to people with mental health problems by contemplating the existence of psychosocial rehabilitation structures, namely home support teams, socio-occupational units and residential units, responding to situations with varying degrees of psychosocial disability and dependence resulting from severe mental illness. In an innovative way, typologies for children and adolescents are also designed, aimed at a rehabilitative intervention in situations in this age group in which the deficit resulting from mental illness or the serious disturbance of the development and structuring of the personality limits psychosocial functionality.

At the institutional level, Casa de Saúde do Bom Jesus created the GIS - Office that provides a set of Integrated Psychosocial Rehabilitation Services in the community, promoted by a multidisciplinary team, that offers several services: psychiatry and psychology consultations; socio-occupational unit; professional training and integration and home support.



# Current approach to homelessness

*To combat homelessness the Municipality of Braga has been developing an integration model for homeless people. The model shall ensure conditions that guarantee the promotion of autonomy, through the mobilization of all available resources and the full exercise of citizenship.*

For this approach, the Municipality has the Centre for Planning and Intervention Person in a Situation of Homelessness (NPISA). The NPISA counts with the indispensable collaboration of public and private organizations, which are part of the Social Network of the Municipality of Braga. Recognizing the multidimensionality and complexity of the phenomenon and the importance of defining prevention, intervention and monitoring measures, the NPISA develops the competences assigned to it, in accordance with the National Strategy for the Integration of People in Situation of homelessness, in an integrated and homeless centered way, enshrining the rights of citizenship and promoting equal opportunities and gender. The work is based on a logic of articulated and concerted intervention between the various public and private organizations.

The city of Braga has developed specific actions and projects to

promote housing, combating mainly the situations of homeless people in the street, namely the creation of shared houses supervised by social organizations. In this way, the follow-up and integration of this population with various associated problems (alcoholism, drugs, mental illness ...) in the community is concretized.

Braga has 3 non-stop shelters (open 24 hours a day), one of these specific for young people (under 30's). Several social responses of temporary acceptance of different groups and social integration projects are active. Braga has developed an innovative model of cooperation between the public and private sector and civil society organizations.

Housing First is tested with 3 people housed since 2013. The target group are people with multiple diagnosis and the model follows the original Housing First principals. An ongoing campaign is promoting Housing First and the people involved are highly motivated and knowledgeable. On a national level HF is present and supported in Lisbon and Porto.



# Challenges

## **ACCESSIBILITY OF HOUSING:**

The city development and the change in law concerning the “freeze rent” made rents higher and the housing market less accessible. People living on social income are evicted and cannot afford other rent.

## **STAIRCASE MODEL MINDSET**

Most of the services are still based on the traditional model and changing them is challenging.

## **NATIONAL FOCUS ON BIG CITIES:**

The national strategy is focused on Porto and Lisbon, often leaving behind smaller cities like Braga.

## **THE CITY AS CATALYST:**

Services and accommodation for the homeless are only positioned in the city of Braga, attracting other people from the surrounding. People from rural area are approaching but it is hard to register them.

## **NO COLLABORATION WITH HEALTHCARE SERVICES:**

shelters and street workers have entrepreneurship no partnership with health services. Hospitals are hard to engage.

## **UP TO DATE DATA**

The main difficulty in obtaining data is updating it. These are quite variable data which makes it difficult to constantly update them and also to acquire common data for all entities that share the work with this population.

# Opportunities



## **STRONG POLITICAL SUPPORT AND A NATIONAL STRATEGY:**

Makes it easier for Braga to carry out new projects and have visibility.



## **GOOD KNOWLEDGE ABOUT HOUSING FIRST:**

The numbers are still small for housing first in Braga but the people in charge are extremely convinced about the method and have the knowledge to carry it on.

## **EXISTING NETWORK:**

The group of stakeholders dealing with homelessness is not a new group and there is a lot of experience in working together and sharing data and methods.

## **EXPERIENCE IN SOCIAL INNOVATION AND SOCIAL ENTERPRENEURSHIP**

Braga has recently inaugurated a hub for social innovation and some ongoing projects are concerning the homeless.

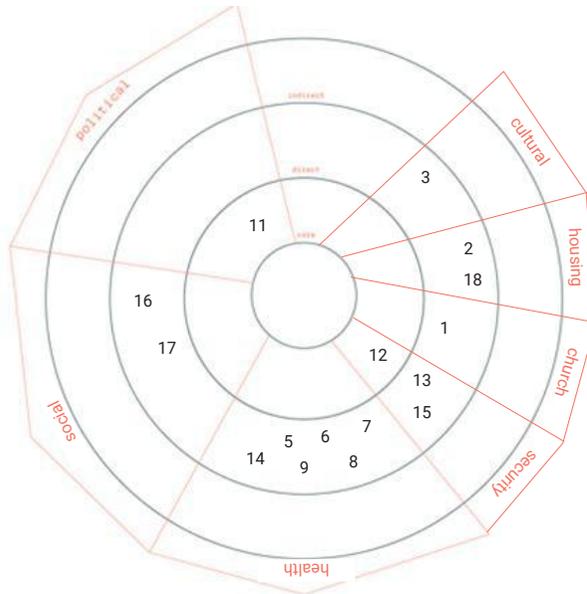
## **ADVOCACY**

being part of ROOF is a great opportunity to influence the local and national level.

# The ULG

ULG Coordinator: Cláudia Igreja

URBACT local group Coordinator	
name	Cláudia Igreja
organisation	Municipality of Braga
position	Management of Social Network of Braga
connection with city administration	Municipality of Braga
connection with city departments	Municipality of Braga



political support	
level	who
local	Municipality of Braga, Bragahabit E.M, National strategy
national	

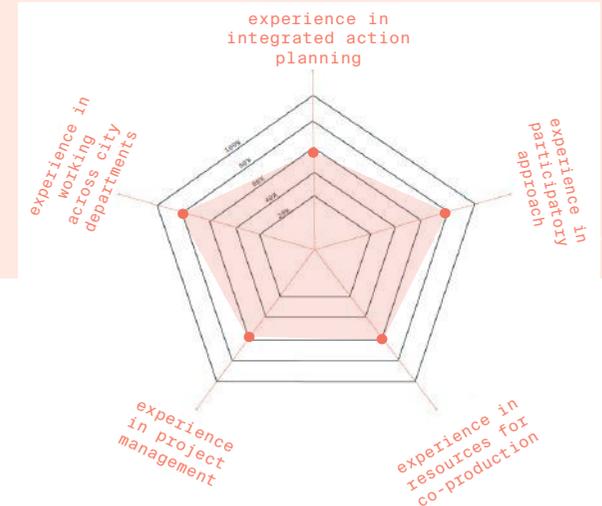
## Self evaluation & partnership rational

Braga has previous experience in European projects and within the URBACT framework. The working team has experience with integrated and participatory approaches and has good local political support. It is a reliable and valuable partner for the ROOF project.

Braga has already a working group on the topic of homelessness. The ULG will be building on the existing group, but new stakeholders will be involved. Especially important is the major involvement of the housing sector and the possibility to collaborate with the new social innovation centre. Clusters of health centres, Bragahabit E.M. (municipal company for housing), Diocese of Braga, Casa de Saúde do Bom Jesus (hospital for mental disease), Centro Cultural e Social de Santo Adrião (cultural and social centre), Centro de Acolhimento e Formação Jovens em Caminhada (host and training centre for young people); Integrated Response Centre of Braga; Centro Distrital de Segurança Social de Braga (Social Security Centre), Cruz Vermelha Portuguesa (Portuguese Red Cross); Fundação São João de Deus (public benefit institution for the sick and the needy); Guarda Nacional Republicana (national guard); Município de Braga – Gabinete de Ação Social (Social Affairs Office), Polícia de Segurança Pública (national police) e Unidade de Saúde Pública de Braga (public health unit).

### Name of Stakeholder

- 1: Archdiocesan Caritas of Braga
- 2: Bragahabit, E.M. – Municipality Enterprise of Housing
- 3: Cultural and Social Center of Santo Adrião
- 5: Health Center - Braga Public Health Unit
- 6: Health Center of Cávado - Braga
- 7: Health House Bom Jesus - GIS
- 8: Hospital of Braga
- 9: HPH - Human Power Hub
- 11: Municipality of Braga
- 12: Municipality of police
- 13: Public Security Police
- 14: Red Cross
- 15: Republican National Guard
- 16: Social Reintegration Center
- 17: Social Security District Center
- 18: Young Center and Shelter – CAFJEC



# IAP and partner resources

Braga will develop a plan focusing on answering the following questions:

## MAIN QUESTION

How can we create new housing solutions, be more effectively to emergencies and prevent homelessness

## Sub-questions

Identification of the nature of the problem, its multidimensionality and complexity of the phenomenon.

The social perception of the phenomenon: it must be understood in all its dimensions - diversity and complexity.

The focus on providing emergency responses and an approach from development of integrated strategies.

The importance of up-to-date knowledge about the phenomenon (contributes to demystifying negative social representations, which constitute an obstacle to promoting the dignity of the person).

## Indicators of change

- overall understanding of what is homelessness, on different levels (the definition)
- the capacity to give emergency response (number of people, timing, stuff and equipment)
- the number of available housing

## Financial opportunities for the implementation of the plan

- National strategy
- Municipality support
- Local, Nacional and European Funds
- Local Housing Program
- Human Power Hub - Incubation Social Projects
- Eurocities Social

## economical support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	Municipality of Braga, Bragahabit E.M, National strategy, Government (social solidarity), Social Organizations
national <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

## Best Practice

### CAMPAIGN "A HOUSE FOR PEOPLE IN A HOMELESS SITUATION"

The Braga Delegation of the Portuguese Red Cross conceived the **campaign "A house for people in a homeless situation"** in the city centre of Braga, with a marketing action that intends to leave passers-by a proposal for reflection on the issue. This campaign calls for each citizen to purchase a miniature house worth 2 euros each in order to support this area of intervention.

The main objectives of this campaign are the demystification of negative stereotypes associated with the homeless population and the raising of funds for investment in this intervention area, which each year has a financial deficit of 40 thousand euros

### EQUILIBRIUM SOCIAL CIRCUS | Accelerated / Incubated in HPH

Aims to respond effectively and innovatively to the problems identified in the Braga Social Development Plan 2016-2021, namely in the areas of priority social problems such as the vulnerability of children and young people to addictive behaviour and dependencies; use and abuse of psychoactive substances; deviant behaviours; excessive alcohol consumption; school dropout; absenteeism; children and youth at risk and social vulnerability. Therefore, in addition to the proximity of the intervention, both entities were previously involved in social inclusion projects, especially among the population with addictive and problematic behaviours. Whether by working directly with the municipality or working with schools, the Braga Solidarity Centre / Projecto Homem has collaborated with the social investor in solving current problems, needs and challenges in the municipality. This Social Innovation Initiative uses Circus Arts as main methodology to foster the integration of excluded youth from the Social neighbourhoods of Braga.

# Ghent

## Belgium

*"The city of Ghent is trying to influence its housing market in a positive way by increasing the number of affordable houses and by supporting vulnerable renters and buyers."*

**265,000** inhabitants

**550**  
homeless

**9%**  
social housing on  
housing market

**143,000** total housing

**13,000** social housing

**111** roofless



# The city of Ghent

Ghent is a historical city with over 260,000 inhabitants. It is the 2nd largest city of the Flemish Region and has an excellent reputation as a city of knowledge and culture, accessible to anyone. Over 75,000 students are registered in schools of higher education. Ghent has a strong scientific reputation in the field of biotechnology, bioenergy and ICT and has become the driving force behind 'Flanders Biotech Valley'.

The attractiveness of the city and its growth, combined with macro-economic evolutions, have over the past 15 years resulted in a real housing crisis: both the prices to rent and to buy have risen extensively over the past decade, making housing unaffordable for a lot of citizens. 4 out of 10 of the people who rent, only have one income and have to spend over 30% on rent and housing costs.

Ghent has more social housing than most Flemish cities in Belgium. Almost 1 in 9 households are in social housing whereas some 10,000 have been on the waiting list for many years. Consequently, more and more households rent cheap, unhealthy, unsafe private houses or end up in barracks/caravans/cars or on the streets.

Task Force Housing was founded in 2017 to tackle the growing Housing Crisis together with all stakeholders, especially for the most vulnerable people.



\* this number is an estimate.



# The challenge of homelessness

## Definition and data collection

The data currently available on homelessness is mostly related to people approaching or being approached by social services. 1,400 people stay in night shelters annually. 550 chronic homeless were supported by public social services in 2018. 75% has of them have a multi-problem and 66% has a form of addiction (drugs/alcohol). 20% of them is female. An estimate of 3,250 persons does not have legal residence (half of which are EU citizens) An estimate of 160 households are evicted annually and an estimate of 250-300 people live in trailers and camps.

Through ROOF, Ghent is dedicated to tackle homelessness and realizing functional zero.



550

number of homelessness registered

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadeguated housing
NUMBERS	111	550	N/A	N/A
HOW DO YOU COLLECT DATA?	registered in social department/ part of the 550	registered in social department	N/A	N/A

The City of Ghent defines homelessness using the ETHOS Light categories. To date, several organizations are gathering different sets of data. The social department has data from homeless people with a legal status who receive some form of care from the public social welfare service (OCMW). This data is detailed with the option to profile, although an ETHOS Light profiling is not possible here.

There is some data available on people sleeping rough, but no periodic counting of people living on the streets.

The data on people living in emergency accommodations and users of accommodation for the homeless is collected by the CAW who organize the homeless shelters in Ghent. CAW also does profiling 2 months a year, collecting data of the homeless who sleep in their accommodations.

Ghent has no access to the registrations of the health care and penal institutions and has no data on people living in institutions. Some data about people living in unconventional dwellings is collected by outreach services. There is no data available on people living temporarily with friends or family (couch surfers). Like in many European cities, the data on homelessness are scattered and measured in different ways at different times. To be able to design an effective homeless policy, Ghent needs more accurate and complete data, both numbers and profiles.

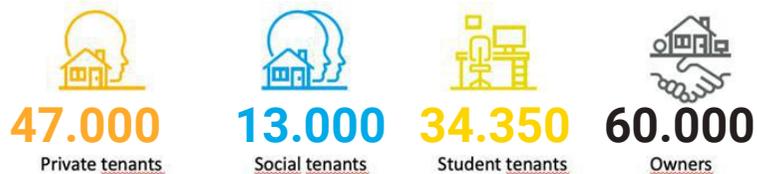
An interesting dashboard-system of data collection and use is available in Ghent, including mobility, housing, population (see best practice). Even though there is little data on homelessness, it shows an interesting approach to data collection and data use, including open data.

**Do you use ETHOS?**  
the European Typology of Homelessness and Housing Exclusion



# Housing

The City of Ghent has a housing stock of 143,000 housing units, of which 13,000 social housing



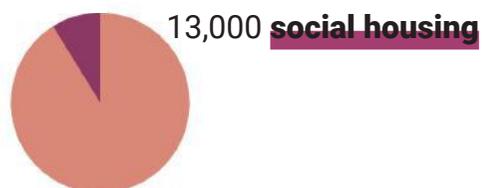
Affordable qualitative housing is a real issue for the city of Ghent. The city's attractiveness is bringing the development of new housing projects by private developers, often aimed at medium or higher incomes. This forces lower incomes to live in bad quality houses that are too expensive. This legislature, Ghent is investing exactly in this complexity of problems.

92 million € investment in housing 2020-2025 is planned with 3 foci: Stock, Quality and Accessibility of housing market. They are all directed at lower income housing and mainly on the private rental market because data shows that these people are the most vulnerable.

- 32 million € on enlarging affordable housing stock
- building social housing (topped by an extra 10 million € by means of financing)
- doubling Social Rental Office houses to 500
- tripling RentInGhent houses
- 60 million € on housing quality
- in addition, there will be focused on accessibility through rent debt mediation

Today the City of **Ghent** is trying to influence its housing market in a positive way by increasing the number of affordable houses and by supporting vulnerable renters and buyers (lower incomes).

This strategy could seem less successful than hoped for if the housing market is (further) affected by financialization (see analysis).

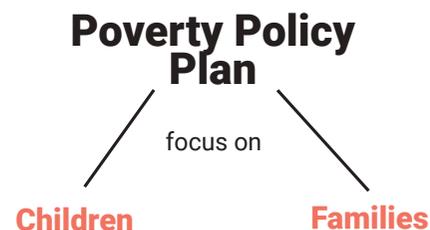


143,000 **total housing**

# Welfare and health

For Ghent citizens there are several social rights and benefits in place, mostly based on specific criteria. Some are national, regional or local. Amongst others there are living wages, rent arrears mediation, renting subsidy and additional financial support, which helps to reach the poverty line. Ghent is investing in the pro-active provision of social rights and benefits. Ghent has a Poverty Policy Plan with focus on Children and Families, Proactive Rights and Housing.

The deinstitutionalization of care is a Flemish policy that is moving care from the residential institutions to the home-situation. This trend has forced residential psychiatry to reduce their amount of beds. For some patients a regular home with care is an option and affordable. For others, a home in itself is unreachable, let alone a home with care. This trend is pushing people into homelessness. This trend leads to a growing need for investment in combinations of housing and support.



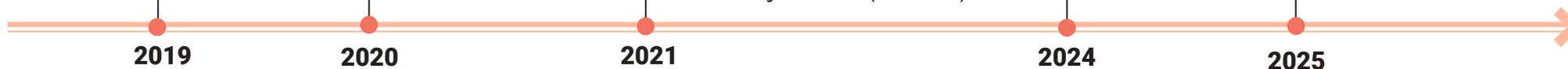
Let private developers build on city owned land within social rental office framework

starting a chain approach for supporting HF residents

Social Reconnection of Housing first housed people

Doubling Social Rental Office houses to 532

Building 11 Skaeve Huse (Robust Houses)



# Current approach to homelessness

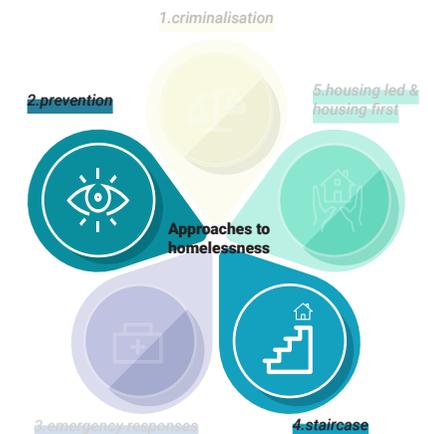
*Ghent's approach to homelessness is diverse. Homelessness is seen as a problem of poverty and a lack of social resources (housing, health care,...). Next to the general poverty plan, there are prevention measures in place dealing with evictions, family protection and job orientation. In terms of housing for the homeless, Ghent has a mixed approach between staircase and housing first approach.*

Concerning a **staircase approach**, homeless people have access to a night shelter system. The night shelters allow them to stay from the evening to the morning after with meal and shower. Night shelter + is a system which gives structural homeless people an option to book a permanent bed for 20€ a week. Homeless reception centers provide night and day shelter for several months. Ghent also shelters several people in temporary vacant (social) houses and has a specific temporary housing project for intra-European migrants. Day centers allow the homeless to spend time in a community environment and to participate in activities. They are also a place where outreach services can connect to homeless and offer guidance. Some of the activities, like theatre are also promoting social communication and integration. The day centers are not always dedicated to homeless people only. Outreaching services help people who are sleeping rough or are living in very precarious conditions, that use shelters or day centres... they also try to re-connect them with social services. Some transitional houses are in place, guiding former homeless people towards regular housing.

**Housing First** started off in Ghent in 2004 with 24 contracts and showed a lot of success. Houses are being provided through a fast access lane into social housing. The recent upscaling to 59 contracts a year caused an increase in caseload, resulting in the loss of quality of the support. Currently Housing First clients are making up 10% of the social housing blocks in

the city, which is a limit to preserve quality of life in these fragile environments. The goal to scale-up HF in Ghent is to have more investment in support for the existing houses and to realize new houses that are more geographically spread. Ghent Social Rental Office is one of the main strategies in scaling up (see best practices).

Ghent is planning to go from a staircase approach to a housing-oriented approach during the coming years.



# Challenges

## HOUSING STOCK

There is a housing shortage. Social housing is not enough and there is a stigma on it which hampers the growth of this sector in Flanders. The private market is becoming less affordable and private owners are difficult to pull in.

## ADVOCACY and VISIBILITY

Housing is high on the political agenda, but this is less the case for homelessness. The issue of homelessness needs to be more visible.

## REGIONAL, NATIONAL AND EUROPEAN POLICY

There is a need to align policies on different levels to be able to address the current problems at hand. Belgium has no real national policy supporting the topic. There is a regional plan, but it isn't binding and there are no funds attached.

## UNDOCUMENTED MIGRANTS

The lack of sustainable solutions for undocumented migrants puts pressure on Housing First solutions and the balance between Housing and Shelter at the city level. Although the problem of undocumented migrants is not the scope for ROOF, the precarity of their situation, including homelessness puts pressure on the sustainable housing solutions that ROOF is aiming for.

## DATA COLLECTION

The data available concerns only the people registered to the services. No precise data available on rough sleepers, no exchange with health institutions. The data on homelessness are scattered and measured in different ways at different times.

## SUPPORT

To sustainably house the homeless, a roof is not enough. We have a huge need for more (intensive) support and a better alignment of different types of support.

## FINANCING

Difficulty in finding investments both for affordable housing and for social workers. Insufficient supralocal funding.

## MINDSET

Difficulty in finding investments both for affordable housing and for social workers. Insufficient supralocal funding.

## UPSCALING HF

A risk of losing quality and effectiveness if the scaling does not take into consideration the support needed and the balance between beneficiaries and social workers.

# Opportunities



## POLITICAL SUPPORT

There is local political support, especially for housing. Through ROOF, the agenda is becoming more and more integrated, including homelessness.



## EXPERIENCE

The City of Ghent has elaborated social services and experience with HF since 2004. There are innovative approaches regarding data collection and social services (see best practices). ROOF creates the opportunity to coordinate all related stakeholders.

## INTEGRATED APPROACH

The Housing and the Social department are already working together. There is exchange and a growing collaboration between the different services. This approach will have to be further developed.

## CONSENSUS ON THE IMPORTANCE OF DATA

There is a good sense of community and openness to participatory approaches.

## LOCAL CONTEXT

Ghent is a city where there is an amount of solidarity to build on. A lot of actors (political, midfield, civilians) are sensitive to the topic of homelessness.

# The ULG

\* some stakeholder are not showed in this maps

**ROOF Coordinator:** Patricia

Vanderbauwhede

**ULG Coordinator:** Steven Vanden

Broucke

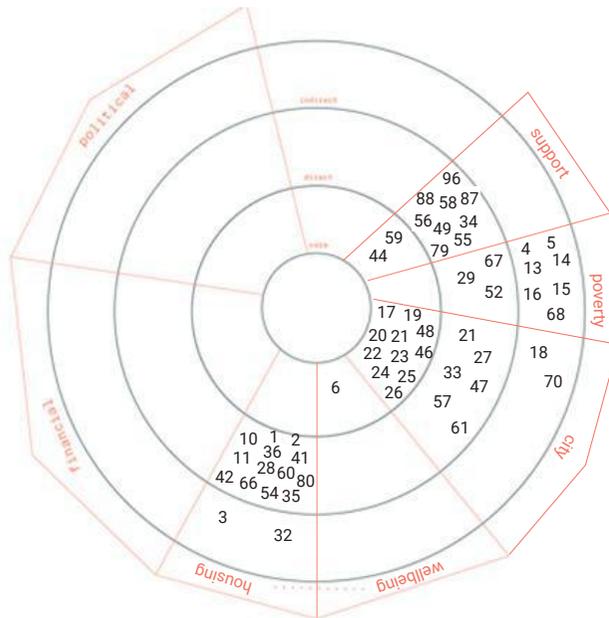
**Communication manager:**

Hannelore Bonami

**Project management:** Ariana

Tabaku

URBACT local group Coordinators	
name	Steven VB
organisation	city
position	staff
connection with city administration	inside
connection with city departments	inside



## political support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	On a local level there is general political support for ROOF and specific political support from housing and wellbeing departments. On a national and regional level, specific support is low but recently changing towards a potentially more integrated approach.
national <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

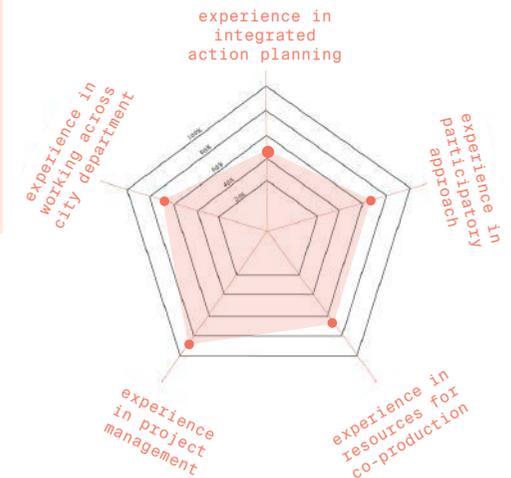
\* **Name of Stakeholder**

- 1: 100 Daken (Brugse Poort)
- 2: ABC SHM
- 3: Algemene Bouw Maes nv
- 4: Apart vzw
- 5: BMLIK vzw
- 6: CAW - Oost-Vlaanderen
- 10: CLT Gent
- 11: confederatie Bouw
- 13: De Sloep vzw
- 14: De Tinten
- 15: De Zuidpoort
- 16: Decenniumdoelen
- 17: Departement sociale dienstverlening OCMW/stad Gent
- 18: Dienst Asiel- en vluchtelingenbeleid
- 19: Dienst Data en Informatie - Stad Gent
- 20: Dienst Outreachend Werken
- 21: Dienst Preventie voor Veiligheid
- 22: Dienst Sociale Woonbegeleiding - OCMW/
- 23: Dienst Strategische Subsidies
- 24: Dienst Thuislozenzorg - OCMW/Stad Gent
- 25: Dienst Welzijn en Gelijke Kansen
- 26: Dienst Wonen - Stad Gent
- 27: Dienstenbedrijf Sociale Economie OCMW/
- 28: Domus Mundi
- 32: Fexpro
- 33: Financiële en thematische hulpverlening
- 34: G4S Care - Vesalius
- 35: Gentse Haard
- 36: Habitareplus
- 41: Huurdersbond
- 42: Huuringent vzw
- 44: IPSO - beschut wonen
- 46: Kabinet Schepen Coddens en Astrid De Bruycker
- 47: Kabinet schepen Decruyenaere
- 54: Leidsman
- 55: MOBILteam Gent Oost
- 56: MSOC - Stad Gent
- 58: Ouderenzorg - OCMW/Stad Gent
- 60: Pandschap
- 61: Politie Gent
- 68: SIVI vzw
- 70: SOI - Samenleven Welzijn en Gezondheid
- 79: Villa Voortman
- 87: VZW Stappen
- 88: VZW Steevliet
- 96: Zorgdorpen

## Self evaluation & partnership rational

Ghent is the Lead Partner of the ROOF project and commits itself to establishing an interesting and solid exchange network. We want to form a solid base the different partners can build on, taking their starting point into account. Next to that, ROOF will offer the necessary support to the partners for the action planning.

In 2018 the City of Ghent established a Task Force Housing uniting 200 members of civil society organizations, the social sector, the private sector, city administration and city politics in a joint effort to combat homelessness, find innovative housing solutions and increase (access to) the low end housing stock. The Task Force (in 2020 renamed Task Force Housing and Sheltering) combines both the housing and the social/supportive angle. The URBACT Local Group will be a working group under the umbrella of the Task Force Housing and Sheltering and will be composed mainly with members of the Task Force. We will focus in the first place on relevant actors for the implementation of Housing/support/data solutions, e.g. centre for general wellbeing, psychiatric institutions, real-estate actors, poverty organizations, ... but also take an innovative turn by inviting private business sector partners and academics to strive for social innovation and social entrepreneurship.



# IAP and partner resources

Ghent will develop a local plan focusing on answering the following questions:

## MAIN QUESTION

How to realise the transition from managing to ending long term homelessness in Ghent?

## Sub-questions

How to measure long term homelessness in Ghent?

How to organize large scale Housing First/Led in Ghent?

How to fund and organize the necessary support that is needed for Housing First?

How to optimally leverage an integrated policy at the local, regional and national level on the topic of homelessness, Housing First/Led and data collection?

## Indicators of change

- tracking of homeless timings
- quality of HF/quantity of HF
- national level attention

## economical support

level	who
local <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	lack of regional and national funds
national <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

## Best Practice

### Fast lane to social housing

Since 2004, Ghent has a fast access lane for homeless people to enter social housing. Since 2013, each year an additional 41 houses are provided for long term/structural homeless people. The system provides housing support as long as needed and tries to align with all the principles of Housing First, using a case management approach. Up to today, 550 homeless are housed and supported by this system.

### Ghent Social Rental Office

The Ghent Social Rental Office is currently sub-renting approximately 290 houses from the private rental market. During the coming five years Ghent has the ambition to grow to 532 houses. Allocation is regulated merely by Flemish regulation and done through a point-system: the bigger the housing need and the lower the income, the more points a person gets and the faster one gets a social rental house. Through this system 83% of the people housed are formerly homeless (ETHOS Light definition - 2019). 40% of the people housed are long term structural homeless people. Every tenant gets support by a personal social worker. The support delivers general social work with a focus on maintaining the house and building quality of life from there.

### Data use on a city level, internet site

Since 2010 the city of Ghent has given access to data in a very simple and easy way. The Internet site <https://gent.buurtmonitor.be/>, and its visuals <https://gent.buurtmonitor.be/dashboard> allow people to browse the different categories and discover numbers and trends. Ghent also has a strong open data policy and an open data portal (<https://data.stad.gent/>). The open data portal is a good way to involve people in civic participation and to develop data related solutions. The site does not include data about the homeless.

# Glasgow

## United Kingdom

*"The ambition is to implement a housing led approach to tackling and ending homelessness."*

**626,400** inhabitants

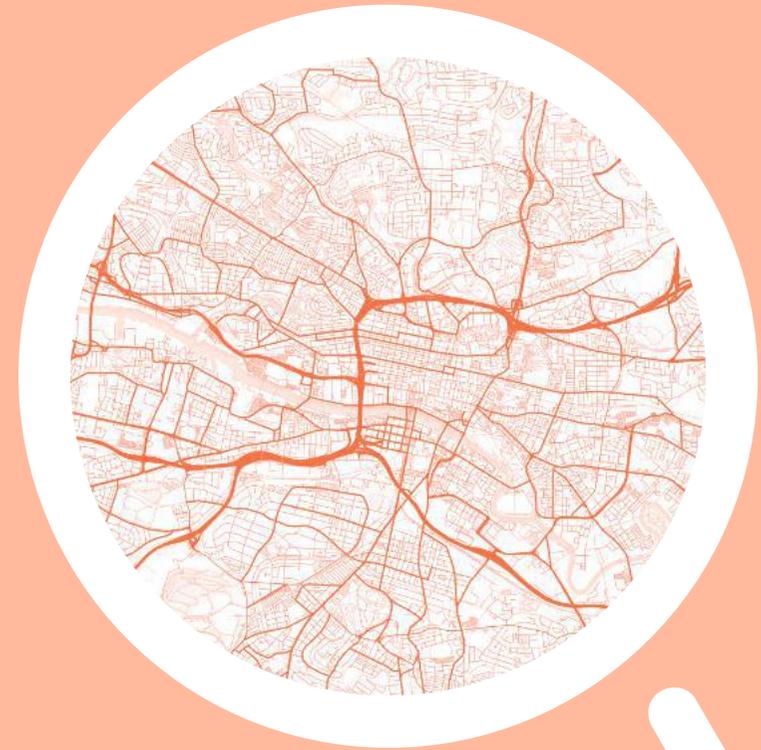
**6,000**  
homeless

**29%**  
social housing on  
housing market

**366,000** total housing

**106,000** social housing

**300** per year roofless



# The city of Glasgow

Glasgow is a **postindustrial city with strong local identity.**

It is shaped by history of immigration and has a long history of deep poverty and health inequality - often describe as the 'sick man of Europe'. It is a strong city for **music and culture** (UNESCO City of Music) It also has a long history of protest and activism and social justice campaigning. Glasgow is part of a developed region. As the largest city in Scotland, counting 626,400 inhabitants, **it also attracts many people from elsewhere to the City.**

The Council has a **Statutory Duty** to provide ongoing support to people with highly complex and often challenging needs and behavioural profiles experiencing, or at risk of Homelessness. This requires working with social and private sector landlords to maximise housing options and create durable solutions. Glasgow City Council is one of the few local authorities in Scotland without any housing stock, i.e. it is not a landlord.

Glasgow, is the only Scottish local authority, and largest single dispersal area in the UK to host asylum seekers as part of the UK Home Office dispersal programme. It receives no funding for this, as all accommodation providers are private sector providers. This hostile environment to migrants, and the inhumane approach of the UK Government to the poor as found by the UN Rapporteur on Poverty & Human Rights, make the challenges in Glasgow exceptional.



**N/A**

inhabitants registered

**300**

inhabitants unregistered

**40%**

living below the poverty line

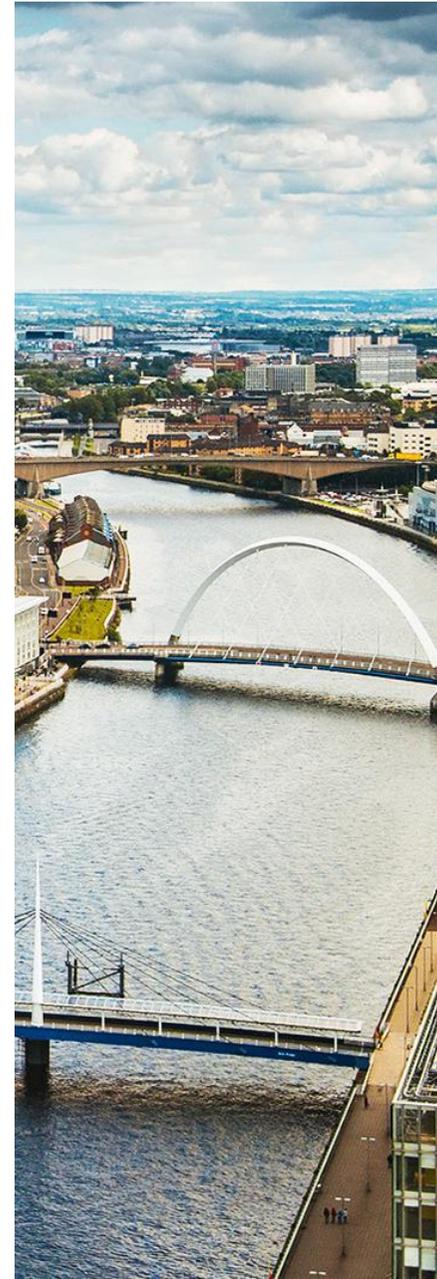
**68%**

employment rate

**35.7**

average age

**626,400**



# The challenge of homelessness

## Definition and data collection

Glasgow City Council faces major challenges in preventing and alleviating homelessness. The Council receives the largest number of homeless applications per year in Scotland, disproportionate to the size of the population.



A study commissioned by Glasgow Homelessness Network estimated that between 1,500 and 1,800 people approached homelessness services with needs that could be defined as complex during 2013/14. The majority of these people were single men aged between 25 and 59 years. They include people with drug or alcohol problems, poor mental health, and involvement in the criminal justice system, although, there is no commonly agreed definition of 'complex needs'.

<https://www.glasgow.gov.uk/CHttpHandler.ashx?id=34784&p=0>

One particular **target group** for Glasgow are Ex- offenders. The big prison, Barlinnie, is within the City and very often is full. The ability to break getting out of a vicious cycle of prison stays is very high and the need for fixed accommodation for registration reasons and by the law makes it an interesting group to work with. Many challenges come with this topic: offering independent living while keeping control, creating acceptance in the community, integration... Another interesting target group are failed asylum seekers, in the time in which they are without documents.

**Do you use ETHOS?**  
the European Typology of Homelessness and Housing Exclusion



The law states that you are homeless if you:

- have no accommodation at all
- have somewhere to stay but you cannot gain entry to it (for example, your landlord has changed the locks)
- have somewhere to stay but you are being threatened with violence (for example, by neighbours, a former partner or family member).
- have somewhere to stay but it is not reasonable to stay there because of overcrowding and this overcrowding is bad for your health.
- have somewhere to stay but its poor standard means it is not reasonable for you to stay there
- have somewhere to stay but you do not have permission to stay there
- are living in either B&B accommodation, a hotel, hostel or refuge
- have been staying with family or friends but they have asked you to leave
- usually live in a mobile home (for example, a caravan or boat) but there is nowhere for you to put it.

Glasgow does not use the ETHOS light definition, but their description of the fiddler tyoes is similar.

Data is collected in this way:

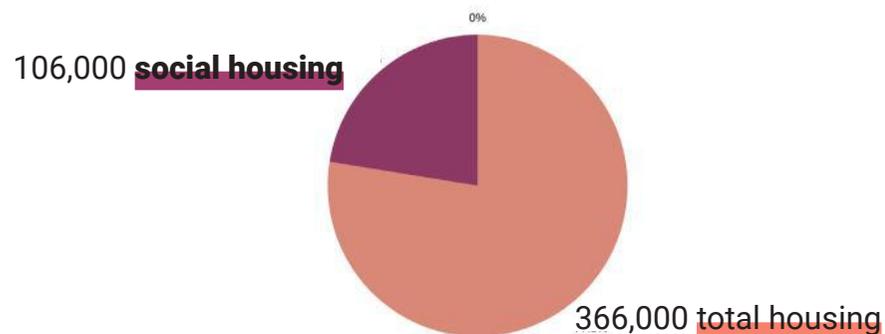
- A regular head count is undertaken by the NGO (non-governmental organization) that deals specifically with rough sleepers. Work is on going to standardise the methodology.
- All access to emergency accommodation is through the council except the NGO Winter Nightshelter (Nov-March) but the city is aware of all service users there. The data on emergency services users is collected through a statutory data set – HL3 submitted to the Scottish Government. In addition there is a list of those in the Winter Nightshelter and workers in there.
- There are no central housing need/allocations recording system for social housing in Glasgow.

# Housing

## Ending homelessness without owning any homes.

The city of Glasgow does not own a housing stock. All social housing is managed by housing associations. There are 68 housing associations some manage a great number of dwellings, some just a couple of hundreds. While homelessness prevention and management remain in the city domain, the housing stakeholder are not very often a part of decision making or strategy development regarding homelessness. Not all associations are of the same quality. Some result as traditional landlords, while others has found innovative ways to offer housing and social support in an innovative way. (BOX, queens cross).

Glasgow has a growing private renting market. The context is particular because many of the house owners own only one house, this is due to a decision by the UK Government in 1980 to allow people to buy their social housing. The city has no control over pricing in quality of the private market.



# Welfare and health

Social and healthcare services and benefits are available for everyone who is a citizen of Glasgow. Everyone can have access to it if needed. The quality of services offered make Glasgow attractive and people, especially with specific needs, can be drawn to the city to the city. Universal Credit is an available financial welfare support tool for those who are eligible.

Welfare support provides finance for social or private rent. Policy and control are reserved for UK Policy. The National Health Service (NHS) provides free healthcare, free prescriptions, free specialist homeless healthcare support, free addiction treatment and care. Currently there are 11,500 open addiction cases.



healthcare



prescription



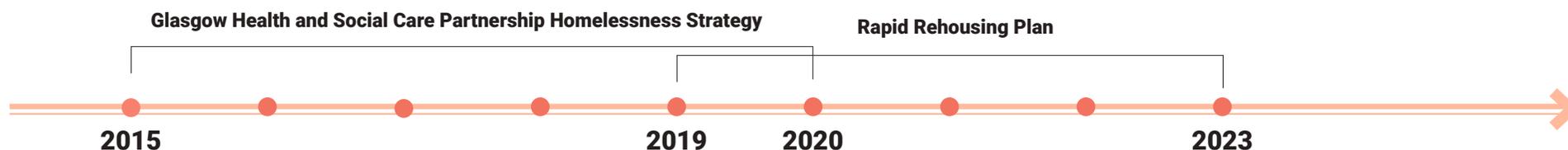
support



treatment

Within Glasgow City, [Glasgow City Council](#) and [NHS Greater Glasgow and Clyde](#) have integrated the planning and delivery of all community health and social care services for children, adults and older people, along with homelessness and criminal justice services. This work is directed by the [Glasgow City Integration Joint Board](#), with the Council and Health Board delivering services under the banner of the 'Glasgow City Health and Social Care Partnership.'

The Partnership comprises of around 12,000 Social Work (Glasgow City Council) and Health (NHS Greater Glasgow and Clyde) staff.



# Current approach to homelessness

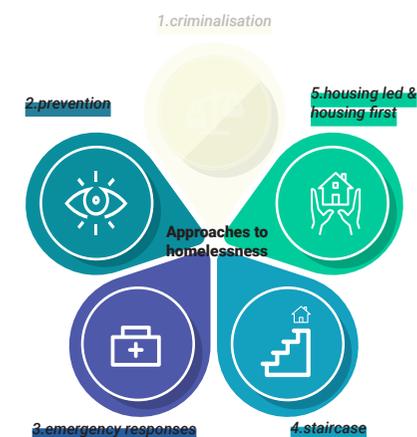
*In Glasgow, the ambition is to implement a housing led approach to tackling and ending homelessness. This means the fastest possible journey from temporary accommodation to settled housing as well as the provision of a flexible, person centered approach. There is an ambition to shift the focus from an accommodation based support to community based services.*

In 2017, the Scottish Government set out a national objective to end homelessness in 5-years as part of its Programme for Government. To enable this, the **Homelessness & Rough Sleeping Action Group (HARSAG)** was established in October 2017 to produce the actions and solutions needed to reduce and then eradicate rough sleeping, transform temporary accommodation and to end homelessness. The final HARSAG report 'Ending Homelessness in Scotland' was published in June 2018, setting out 70 detailed recommendations which form the basis of a whole system approach where prevention is always prioritized, and where homelessness does occur, all parts of the public sector collaborate to enable fast access to settled accommodation with person-centred support to enable housing sustainment.

Glasgow is committed to the introduction of Rapid Rehousing and **Housing First** approaches to respond more effectively to homelessness in the City. Housing First means rapidly rehousing multiply-excluded people in a community as the first, rather than last step. It is simple, but radical because it significantly challenges established practice.

Housing First which sits within a context of 'rapid rehousing' is a well evidenced approach to tackling homelessness. Its premise is to shift services from a tiered support approach to one of being a default response to the housing first of homeless people which minimises time spent in and the need for emergency accommodation. HF was also the core recommendation of the Scottish Parliament's cross-party **Local Government & Communities Report on Homelessness** which was published in February 2018.

Today about **155** people are housing in the Housing First program. The aim for 2021 is to have above **300**.



# Challenges

## HOUSING STOCK

The city does not own or manage any social housing. There is a constrain to working with private sector landlords. Many landlords with only one house.

## DATA COLLECTION

Lack of reference to a standard data collection method that will allow the city to compare with other cities. Often it can be resource intensive to collect accurate data and we require new innovations in this field.

## ADVOCACY

The citizens of Glasgow as well are sensitive to the topic, but there is a communication difficulty and some of the protestors, for cuts and changes in homelessness policy, do not clearly understand the policy in place and the reasons behind it. Often begging and homelessness become confused.

## ROUGH SLEEPERS

The number of rough sleepers is not big, but it remains constant. Lack of sufficient data on rough sleepers.

There is a focus on the City Centre and we may be unaware of rough sleeping in outlying neighbourhoods

## DATA USE

Not enough data visualization and dedicated strategies. Consistent data sets to allow trends to be identified/ analyzed.

# Opportunities



## LOCAL & NATIONAL POLICY

Glasgow City Council has statutory responsibility for homelessness. There is a very strong political support. Homelessness is strongly on the national agenda since 2017 and Glasgow is leading it.



## LOCAL CONTEXT

Glasgow citizens are generous and empathic towards the homeless.

## INTEGRATED APPROACH



Thanks to advanced IT systems in place and regular outreach work, the city has a lot of data available on homeless people.

## EXPERIENCE



Glasgow as a pathfinder city with some experience in place that needs to find a way to grow. Glasgow is the [first UK City to form a Homeless Alliance](#), which is being viewed as a model of good practice across the UK. The City has also been asked to become one of the Global Vanguard Cities in tackling homelessness, coordinated by the [Institute of Global Homelessness](#).

# The ULG

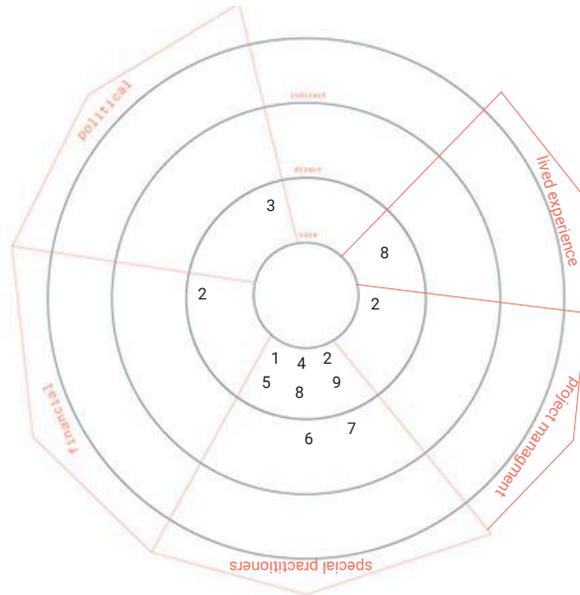
**ROOF Coordinator:** Marie McLelland

**ULG Coordinator:** Jim Kearns/Marie McLelland

**Communication manager:** n/a

**Project management:** Marie McLelland/Shazia Irfan

URBACT local group Coordinator	
name	Jim Kearns
organisation	Glasgow City Council
position	Homelessness Service Manager
connection with city administration	N/A
connection with city departments	N/A



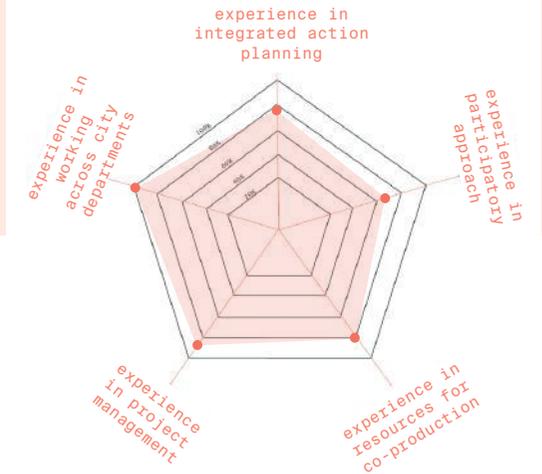
# Self evaluation & partnership rational

As noted, Glasgow is committed to identifying international best practice and where appropriate translating this to fit local solutions. It continuously sets itself new goals by engaging with the public and the people impacted by policies: open to acknowledging when solutions are better elsewhere and committed to sharing its own innovative practice. It has experience of many transnational learning exchanges, using them to shape and inform the creation of Task Forces (i.e. Urbact Local Group), setting Action Plans that local communities and stakeholders own.

Glasgow will draw upon its current expertise in this area to form the ULG including: - Health and Social Care Partnership – remit for homelessness; - Glasgow City Council Housing Strategy; - representatives from Glasgow Homelessness Partnership; - representatives from Glasgow’s Housing Sector including Glasgow Housing Association and other community based landlords. However new ULG members from other areas of innovation will join to bring an extra dynamic to the group including: - social enterprise/co-operatives involved in housing/homelessness or other areas of work that would complement e.g. food poverty; - financial inclusion organisations; - digital participation/inclusion; - representatives from migrant organisations; - organisations looking at fuel poverty.

## Name of Stakeholder

- 1: Health and Social Care Partnership
- 2: Glasgow City Council Economic Development
- 3: Cllr Allan Casey
- 4: Centre for Civic Innovation
- 5: Homelessness Network Scotland
- 6: Queens Cross Housing Association
- 7: Asylum Housing Service
- 8: Lived Experience Members (tbc)
- 9: Chara Centre



## political support

level	who
local ○ ○ ○ ○ ○ ●	City administration, Scottish government
national ○ ○ ○ ○ ○ ●	

# IAP and partner resources

Glasgow will develop a plan focusing on answering the following questions:

## MAIN QUESTION

How do we use accurate data to upscale housing first?

## Sub-questions

How do we support those with complex needs?

How do we work better with the private rented sector?

How do we address rough sleeping?

How do we effectively commission services to respond to need?

## Indicators of change

- complex needs people time in the welfare system
- number of apartments in the private sector
- number of rough sleepers
- service quality

Alignment of Health and Social Care Partnership Funding with opportunities in Economic Development and iCapital fund could potentially provide support to the plan. Furthermore, using innovative financial models including using social innovation and enterprise as a means to deliver support and services.

## economical support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	+ Ve Levels of investment in new social housing - Ve Welfare/social assistance
national <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

## Best Practice

### Care First

Working with Centre for Civic Innovation and Transformation team to look at new opportunities for collecting data. This will also be part of the remit of an intern placement in summer 2020.

**Queens Cross Housing Association** has combined its youth homelessness, mental health and its older people's service into one new service - Queens Cross Wellbeing. Their Housing first for young people service provides a home for young people aged 16-25 who are at risk or have experienced homelessness. 'For good mental health' service supports people experiencing or recovering from mental health related issues. Finally, 'For people aged 60+' service provide two service strands to tenants aged 60 and above.

## Financial opportunities for the implementation of the plan

# Liège

## Belgium



*"The local challenge is to find affordable housing and avoid conflicts between operators and different categories of the public."*

# 200,000

inhabitants

agglomeration of  
630,000 inhabitants

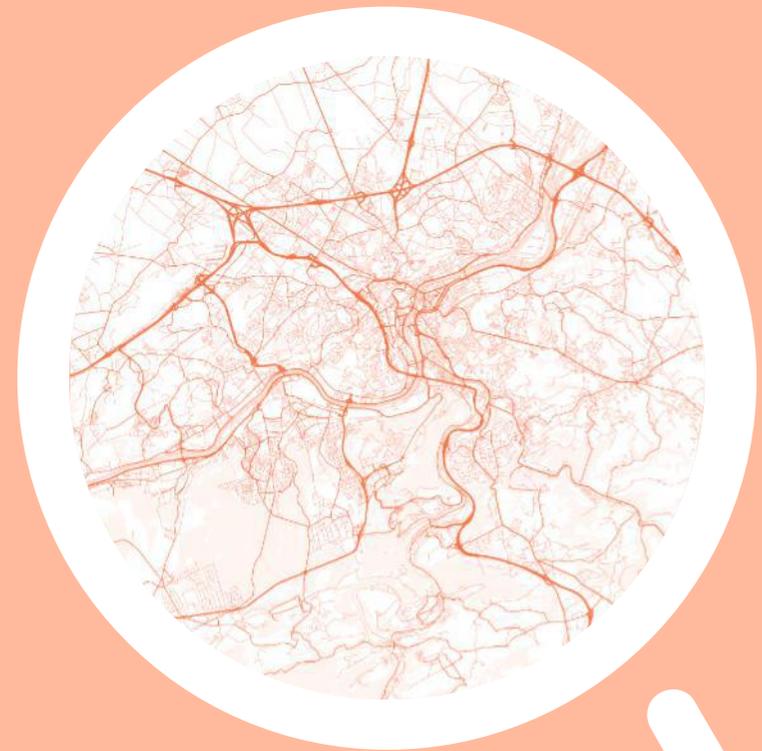
**770**  
homeless

**7%**  
social housing on  
housing market

**117,986** total housing

**7986** social housing

**170** roofless

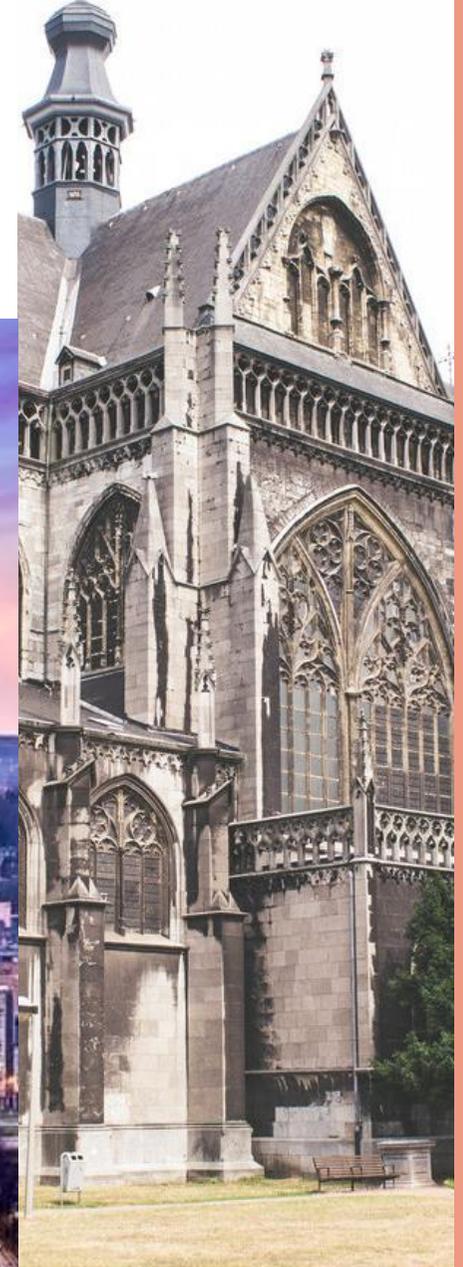


# The city of Liège

Liège is a daughter of the Meuse. The river has shaped the face of the city as much as it has seeped into the character of its inhabitants. The conurbation lies at the heart of a region of Europe that has considerably contributed to the destiny of the West, between the Latin and Germanic worlds. Liège is also a city of culture. Blessed with its history and appetite for modernity, including artistically, it boasts many museums.

The City of Liège is located in an urban agglomeration of 630,000 inhabitants. Economic capital of Wallonia, fourth commercial pole of Belgium, student city (100.000), city marked by poverty and migration. 40% of Liège's inhabitants were born abroad.

25% of the population lives below the poverty line. Day and night shelters for the homeless have been saturated for more than a decade. The supply of accessible housing for the poor is insufficient. The City of Liège has a long history of welcoming migrants to its territory and faces a large population of undocumented and transit migrants. The concentration of drug addicts and homeless people in the city centre creates tensions in the public space.



# The challenge of homelessness

## Definition and data collection

A consistent part of the population in Liège is suffering Insufficient income, access to food or healthcare, housing and energy or Isolation. With the most serious form of poverty being homelessness, with the weakest target group being drug users, migrants but also people that went through acute incidents.

More than 600 homeless people are receiving street integration income.

1300 people use the shelters. 87% men and 40% non-EU undocumented people. 58% used the shelter for less than 8 nights, 44% of them have no income.

In 2018, 600 people lived in accommodations/foster homes for homeless (annual statistics).

Street workers keep in contact with 240 people. 70% of them are drug users.

Liège uses the ETHOS light definition for homelessness.

Liège has data coming from the service providers about people that are registered. A trial count was held in November 2019 to try and evaluate the number of rough sleepers in the city, but the methodology is not yet consolidated.

The methodology for counting of homeless and poorly housed people is that used by the Strada (Homeless sector support organisation in Brussels), which will be improved by a research project realized by universities.

There is a lot of data collected both from social services and the police. But there is no common method for the collection and not a shared analysis of findings. GDPR makes it difficult to access data and share it with relevant stakeholders.

The multiplicity of mechanisms and operators using different or insufficient indicators of achievement, activities and results to measure the social inclusion of users limits any attempt to measure the impact of public policies.



770

number of homelessness

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadeguated housing
NUMBERS	116	600	N/A	N/A
HOW DO YOU COLLECT DATA?	Counting	People living in accomodations for homeless	N/A	N/A

### Do you use ETHOS?

the European Typology of Homelessness and Housing Exclusion



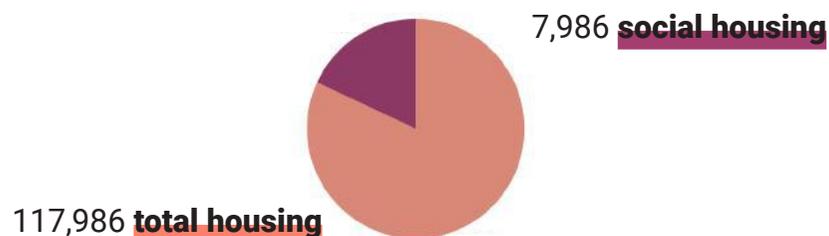
# Housing

Liège has 110,000 homes. The housing stock is relatively old. Half of the dwellings were built before 1930 and only 18% are less than 50 years old. 15,000 dwellings, i.e. more than 13%, are included in the inventory of immovable cultural heritage. On average 590 dwellings are created per year, 270 of which are new constructions.

32% of the dwellings are located in buildings and apartment blocks. 8,400 public housing units are located on the territory, i.e. 7.6% of the total housing stock. More than 2,500 people are waiting for public housing. There has been an increase in the development of co-rental practices. Housing prices remain under control.

The City of Liège has two departments that monitor the quality of housing. The Housing Department mainly carries out urban renovation operations. The Urban Planning Department assists developers in the implementation of projects with the difficulty of bringing large projects of more than 20 dwellings to fruition.

The Belgian housing policy mainly aims to encourage citizens to become homeowners because it allows them to benefit from tax deductions. Public housing in Wallonia has not benefited from an investment plan for two decades.



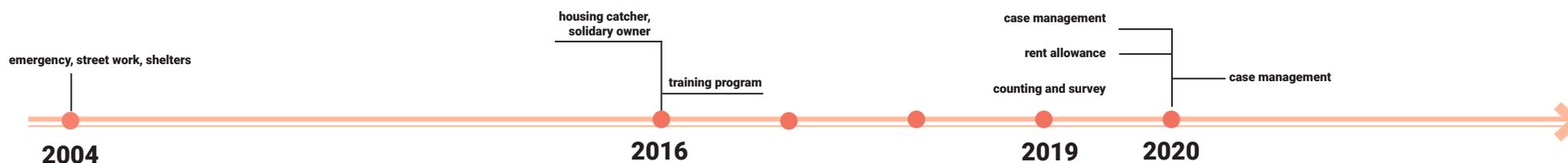
# Welfare and health

Liege has one of the most developed local health networks in Wallonia: three general hospitals, one hospital specialised on Mental Health and a multitude of health services in the neighbourhoods of the city.

The local social welfare center helps more than 12,000 citizens and provides different services: health, housing, insertion, employment ...

Sectoral social policies (youth, employment, training, drugs, mental health, migrants, etc.) are highly developed.

Networking between public institutions and associations in the sector of the fight against poverty is ensured by the RSPL and the City of Liège (Social Cohesion Plan).



# Current approach to homelessness

*The City of Liège has a long experience in the field of homelessness. Until the 2000s, the approach was mainly oriented towards emergencies: low-threshold reception, street work, accommodation. The staircase model is still prevalent in Liège.*

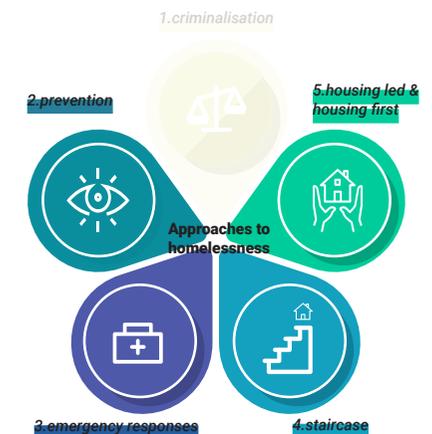
Since 2012, a Housing first project has been implemented. It is planned to extend it. In September 2019, the first Supervised Drug Consumption Room in Belgium has been inaugurated in Liège.

The new municipal majority wants to make the fight against homelessness one of its social policy priorities, which could be reflected in the development of a strategic plan. A creation of a CityLab on homelessness will strengthen the collaboration between the City of Liège and ULiège.

The organization of a forum on homelessness in 2020 would contribute to mobilize all the community on the issue and will be the beginning of the elaboration of an integrated strategic plan.

## Housing first

Experience of HF since 2013, 40 people were followed during the last 3 years. 23 left the street, 9 are autonomous, 4 died. The service is public with combination of health, mental health and addictions problems.



# Challenges

## HOUSING DEMAND AND OFFER

There is lack in housing, more demand than offer and not enough public housing. Lacking housing big enough to host large families.

## CRISIS MANAGEMENT MIND SET

There is too little prevention or long term solution thinking. Emergency situation to quickly give answers are prevalent.

## FUNDING

There is not enough funding for housing and for data collection and the perception is that this is decided in an arbitrary way. No common method for impact evaluation.

## NO REGIONAL/NATIONAL GUIDELINES

There is no common policy on a higher level.

## LACK OF COLLABORATION WITH HEALTH AND CRIME INSTITUTION:



It is difficult to prevent homelessness of people exiting institutions such as hospitals and prison since there is no exchange between them and the social department.

## SUPPORT IN HOUSING



Training and financing more professionals.

## CONFRONTATION/COMPETITION BETWEEN relevant stakeholders



# Opportunities

## INNOVATION in dealing with the private market:

Liège has developed or integrated several tools which are very helpful in approaching the private market (see best practices).

## EMPTY HOUSES:

There is a good amount of empty houses that may be used if strategies will be put in place.

## ROOF

As an opportunity to bring issues higher on the political agenda and possibility to influence also on a regional and national level.

## NETWORKING between services:



The different services share information and manage the beneficiaries. This is an opportunity both for new services and for data collection.

## CITIZEN SOLIDARITY:



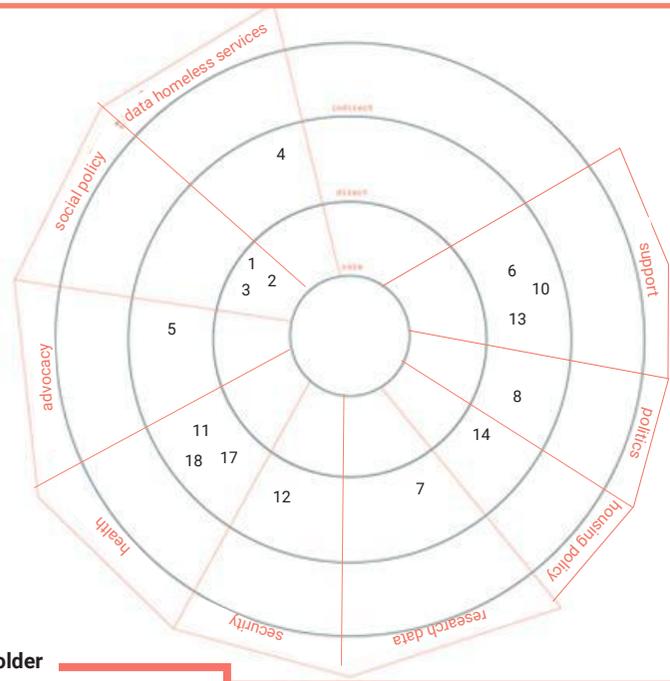
There is a good approach from the citizens, also due to the religious character of the city.

# The ULG

The group is made up of researchers, service managers from the homelessness, housing, mental health, addiction sectors, civil society organisations and the local police.

**ROOF Coordinator:** Gregor Stangherlin (City of Liège, Prevention plan, Social cohesion project manager)  
**ULG Coordinator:** Juan Cortes Leclou (City of Liège, Prevention plan, drug policy project manager)  
**Communication manager:** Sarah Debouny (City of Liège, Prevention plan)  
**Project management:** Michel Rappe (Finances) et Gregor Stangherlin

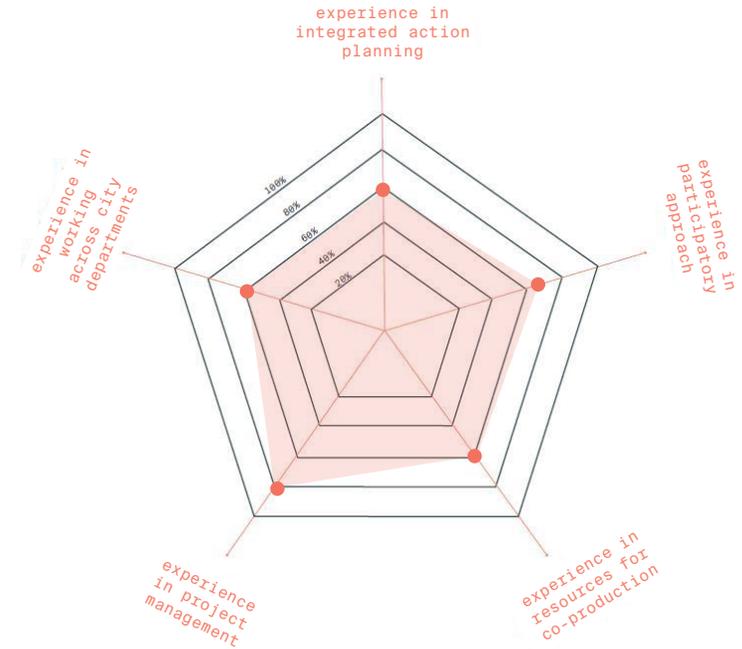
URBACT local group Coordinator	
name	STANGHERLIN Gregor
organization	City of Liege
position	social cohesion manager
connection with city administration	civil servant
connection with city departments	office of the mayor



### Name of Stakeholder

- 1: Public Welfare Centre (CPAS), Director
- 2: Public Welfare Centre (CPAS), Head Social Emergency
- 3: Coordinator of Homeless Policy of agglomeration (RSPL), data manager
- 4: Data analyst (Institut wallon de l'évaluation, de la Prospective et de la statistique)
- 5: Data analyst (Institut wallon de l'évaluation, de la Prospective et de la statistique)
- 6: Psychologist Shelter
- 7: University of Liège
- 8: Office of the Mayor
- 10: Housing first coordinator
- 11: Mental health coordinator
- 12: Local police officer
- 13: Civil society organization "Habitat-Service"
- 14: Head of the Housing Department of the City of Liège
- 17: Emergency Hospital
- 18: Civil society organization La Fontaine

# Self evaluation & partnership rational



## political support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	mayor
national <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

# IAP and partner resources

## MAIN QUESTION

How do the paradigm shift of housing first and Housing led?

## Sub-questions

How to mobilize the local politics, operators community on this Issue?

How to finance + produce more affordable public and private housing?

How to produce better data?

How to finance social support on housing?

## Indicators of change

- type of knowledge available
- press coverage
- housing prices
- quality of support system

## economical support

level	who
local ○ ○ ○ ○ ○ ● ○	State Toulouse Metropole (Urban and Housing funding, Solidarity Housing Fund)
national ○ ○ ○ ○ ○ ● ○	

## Best Practice

**The Safe Consumption Room** as a tool for addicted people. During the last two years the City of Liege participated in the European project Solidify (Supervised Drug consumption Facilities to instil Harm Reduction and Social cohesion at Local Level) coordinated by the European Forum for Urban Security. Exchanges with the cities of Lisbon, Barcelona, Paris, Strasbourg, Essen, The Hague, Mannheim and Augsburg made it possible to study different models of action to support drug addicts and the homeless.

**Housing Catcher:** Another specific feature in Liège is the privileged access to the private rental market. Without investment by public actors in housing, it is access to the private rental market that is the focus of attention. The "Housing catcher" system aims to prospect the private market, by making owners aware of the very high vulnerability of the supported target audience. The work is not limited to the collection of appropriate goods, the "Housing catcher" remains available to the owner. He is the essential link between the owner and the team that accompanies the tenant. A necessary triangulation that makes it possible to perpetuate the user's rental situation. It is the good communication between the different actors that is highlighted here and helps to reduce tensions and prevent problems.

**"Become a solidary owner"** campaign aims to facilitate access to the private rental market by bringing together public service and associations. Thanks to the dynamism and involvement of all the partners in the project, there are now 21 solidary owners who have placed their trust in us. In one year, 49 people have been rehoused in 30 different housing units and are followed by the social workers on a daily basis.

# Odense

## Denmark



*"We are working to know how to evaluate and optimize the way the supports work in the transition of people from a local shelter to their own home."*

**200,000** inhabitants

**125**  
homeless

**25%**  
social housing on  
housing market

**91,000** total housing

**23,000** social housing

**14** roofless

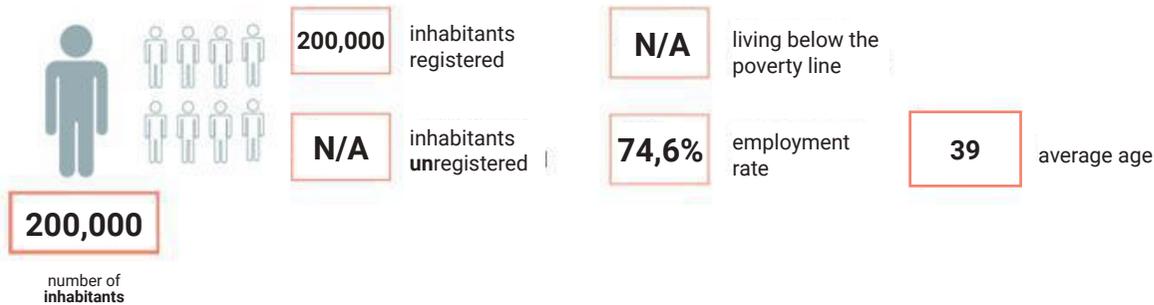


# The city of Odense

Odense is the largest city in the Region of Southern Denmark (and 3rd largest in Denmark). It is part of a Region of Southern Denmark that counts 1.223.348 inhabitants (2019).

Until the 1960s, Odense was one of Denmark's largest industrial cities, due to the development of the industry, some of the companies closed down. But based on a close collaboration between the University of Southern Denmark and the companies in Odense, today Odense is one of the leading areas in Northern Europe for the development of robots and drones.

Odense has the country's 6th highest unemployment rate, 4.7% (Dec.2019)



# The challenge of homelessness

## Definition and data collection

In Denmark, the government launched a national homeless strategy in 2009. Odense was one of the 8 cities selected to participate in the start-up. One of the focus areas was that work must be based on Housing First (HF) thinking, and Odense has been working from HF since 2009.

At the start of 2009, there were 4998 homeless people in Denmark and at the last count in 2019, there were 6431 homeless persons, a total increase of 29% over the last years in Denmark. In Odense, there were 208 homeless people in 2009, and at the last count in 2019 there were 125 homeless people, a total of 40% decrease in homelessness in Odense.

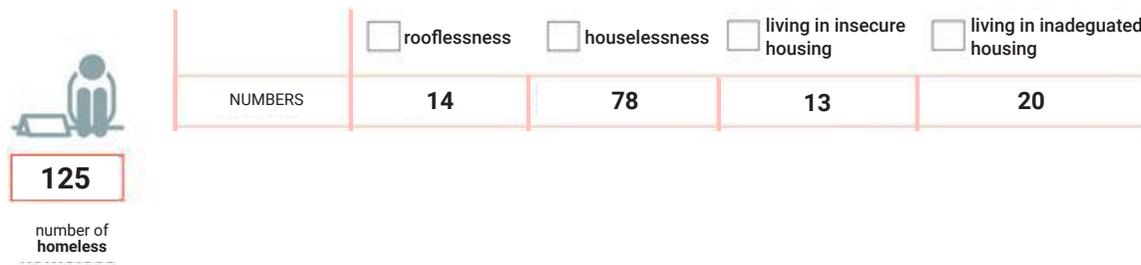
There are few rough sleepers in Odense 14 people (2019) and relatively few young homeless people, 9 citizens under 25 (2019). In Odense, 495 homeless people are housed in their own housing during the period 2011-2017 and 87% still have their own housing.

Based on evaluations of the efforts in Odense, HF thinking as well as the close cooperation with the housing associations is one of the major reasons why this has succeeded.

Homelessness is defined in Denmark as: "Homeless people are considered persons who do not have their own (owned or rented) home or room, but who are referred to temporary housing alternatives, or who live temporarily and without contract with families, friends or acquaintances. As homeless, people without a place of residence are also considered the next night."

Methodologically, the homeless are categorized according to the internationally approved (EU standard) ETHOS. Seven counts of homeless have been held from 2007 to 2019, one every two years. VIVE (national research institute) submits forms to the institutions / social services / authorities that have contact with citizens who could be homeless in week 6 and most often employees help citizens fill out the forms.

The survey is a snapshot of the extent and nature of homelessness and will not give a 100% accurate picture of the homelessness situation but will be an indicator of the situation.



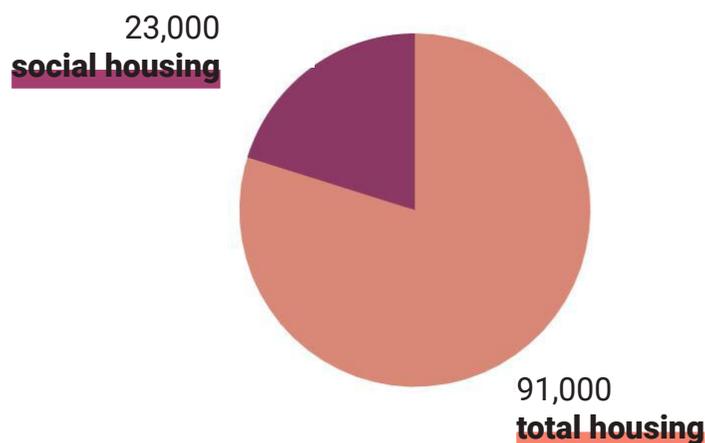
**Do you use ETHOS?**  
the European Typology of Homelessness and Housing Exclusion

YES  NO

# Housing

In Denmark, about 25% of the housing stock is non-profit housing, they are rented out on an ordinary waiting list, but the municipality has first up to 25% of the vacant housing for solving social housing problems. In Odense, we have used 4.5%, 165 homes (2017) to solve housing social problems. About 50 of these homes are for homeless people.

The municipality of Odense and the non-profit housing associations issued in 2019 a housing guarantee for homeless people, thus a homeless citizen in Odense max. has to wait 3 months for a home.



# Welfare and health

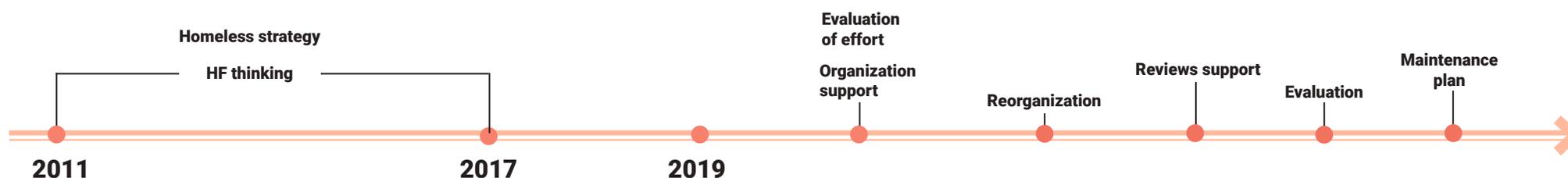
The basic principle of the Danish welfare system, often referred to as the Scandinavian welfare model, is that all citizens have **equal rights to social security**. In the Danish welfare system, a number of services are available to citizens, free of charge.

Denmark provides a **high level of social security** and much of the system is funded by taxes and, to a lesser extent, social security contributions. The Danish welfare system includes the following benefits: Social welfare payment for unemployment, Health insurance, Child allowance, Maternity benefit, Holiday pay, Disability benefits, Sickness benefits.

The **Danish healthcare system** is universal and based on the principles of free and equal access to healthcare for all citizens. The healthcare system offers high-quality services, the majority of which are financed by general taxes.

The **healthcare system** operates across three political and administrative levels: the state, the regions and the municipalities (national, regional and local levels). The state holds the overall regulatory and supervisory functions in health and elderly care. The five regions are primarily responsible for the hospitals, the general practitioners (GPs) and for psychiatric care. The 98 municipalities (including Odense) are responsible for a number of health and social services. Local health and elderly care services include disease prevention and health promotion, rehabilitation outside hospital, home nursing, school health services, child dental treatment, child nursing, physiotherapy, alcohol and drug abuse treatment, home care services, nursing homes, and other services for elderly people.

In Odense we have a health policy, a policy for socially excluded citizens and a **Strategy for the Inclusive City and Housing First**. The vision for Odense Municipality's health policy is that Odense must be a city where it is easy and natural to live healthy together. The vision for policy for socially excluded citizens and a Strategy for the Inclusive City and Housing First is that all socially excluded citizens in Odense must have a good life. It means that Odense must be a city with room for everyone. A city where everyone feels safe. A city where everyone should have a good and safe home.



# Current approach to homelessness

*In Denmark, the government launched a national homeless strategy in 2009. Odense was one of the 8 cities selected to participate in the start-up.*

## GENERAL APPROACH ON A LOCAL AND NATIONAL LEVEL

One of the focus areas was that work must be based on Housing First (HF) thinking, and Odense has been working from HF since 2009.

The City of Odense has a long experience in the field of homelessness. Until the 2000s, the approach was mainly oriented towards emergencies: low-threshold reception, street work, accommodation. The City of Odense made their first policy for social excluded citizens in 2012

Odense opened their first drug consumption room in the spring of 2013 as a natural consequence of a different approach to the socially excluded, partially inspired by HF

In the spring of 2018, the Committee for Employment and Social Affairs decided a strategy for the inclusive city and Housing First in Odense.

# Housing first

Worked with HF since 2009.

Housed 495 former homeless in the period 2011-2017, 87 % has still the apartment.



# Challenges

## **MAINTAINING QUALITY OF HF**

Maintaining focus on HF thinking, including focus on individually organized support in connection with own housing CTI / ICM.\*

## **PREVENTION**

Preventing homelessness.

## **GUARANTEEING COHERENT HF**

Guaranteeing coherent HF approach in New employees and colleagues / stakeholders.

## **FIDELITY**

Maintaining fidelity to HF model based on the holistic thinking.

# Opportunities

## **HOUSING**

Enough housing opportunities for HF

## **SOCIAL**

The inclusive city, Odense, has opened many doors, also for a greater social understanding and acceptance of the homeless.

## **EMPLOYMENT**

The goal of the committee for employment and social affairs: the elimination of homelessness.

## **DATA**

Maintaining success rates, the relatively low number of homeless people makes it easier to focus on

\* In Odense we use the CTI (Critical Time Intervention) and ICM (Intensive Case Management) to provide individual, intensive housing support.

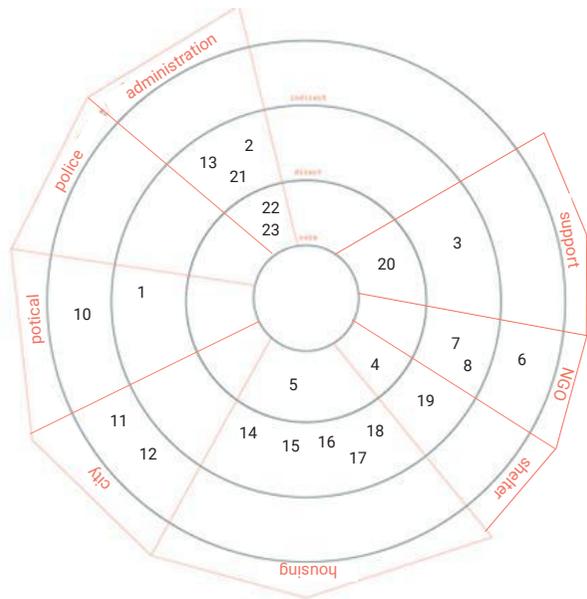
CTI is a 9 month support program in the transition phase, when an exposed citizen moves from an institution to housing. ICM is an indefinite offering of practical and

social assistance for vulnerable citizens in their own homes.

(Quoted from 'Strategy for the inclusive city and Housing First' of the Municipality of Odense)

# The ULG

ROOF Coordinator: Tom Rønning  
 ULG Coordinator: Søren Jespersen  
 Communication manager: Niklas Bondemose  
 Project management: Tom Rønning



## political support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	national, local
national <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	

## Self evaluation & partnership rational

In Odense we are strong in working together across organizations and end up with political decisions. We are used to evaluate our projects and cooperate with other cities. We see it as crucial to be a part of networking both locally and across different countries.

Our experience in relation to the work with HF in Odense is that it is important that there is a broad ownership for the HF effort.

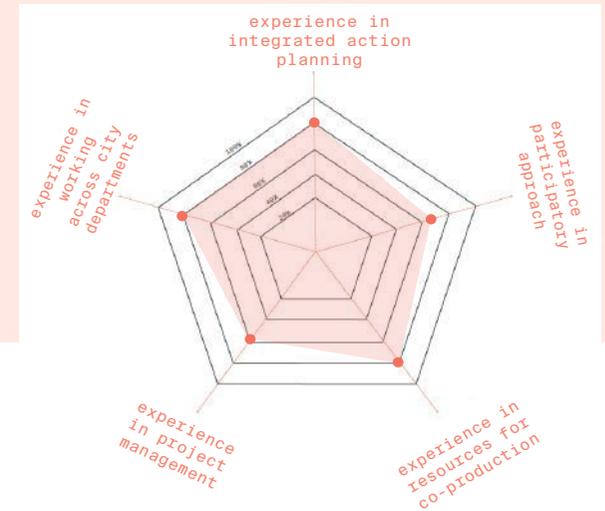
This gives a greater understanding of the different approach to the solution that HF is, and it also means that there are significantly more inputs in relation to what can / should be done. Furthermore, the wide circle of owners ensures that the homeless citizens do not become a ball between several different interests approaches to working with homeless people.

The group of persons that is listed as ULG members are persons, who in one or another way, either as Politicians, NGO's, service providers, officials, landlords or key people in relation to life in the city streets, have an huge importance in implementing HF.

The ULG group will give the possibility that there can be made decisions and / or adjustments in relation to the effort.

### Name of Stakeholder

- 1: Brian Dybro
- 2: Henriette Graversen
- 3: Jacob Ludvigsen
- 4: Søren Jespersen
- 5: Tom Rønning
- 6: Heinz Wolf
- 7: Mette Gul
- 8: Kaj Skølstrup
- 10: Ole Holm
- 11: Peter Bøgholm
- 12: Søren Sørensen
- 13: Martin Strømkjær
- 14: Jacob Michaelsen
- 15: Jens Piholm
- 16: Erik Thomsen
- 17: Helle Jacobsen
- 18: Rene Larsen
- 19: Jan Pedersen
- 20: Tina Andersen
- 21: Jacob Knudsen
- 22: Anne Fuglsang
- 23: Jeanette Brigsted-Ruhe



# IAP and partner resources

## MAIN QUESTION

How to evaluate and optimize the way the supports work in the transition of people from a local shelter to their own home.

## Sub-questions

- Are we organized in the best possible way to support the transition?
- How does CTI/ICM play together with other support
- Do we deliver the right support according to the Housing First Thinking?
- How do we create an automation in the maintenance of HF

## Indicators of change

- support work quality
- support work integration
- fidelity criteria

## Financial opportunities for the implementation of the plan

Financially, it may be necessary to make reallocations in budgets, but as a starting point this project does not need additional resources.

economical support		who
level		
local	○ ○ ○ ○ ○ ● ○	local
national	○ ○ ○ ○ ○ ● ○	

## Best Practice

### Social Housing Allocation

During the period 2011-2017, 495 homes have been allocated to homeless people.

### Drug Consumption room

Started Drug consumption room I 2013.

### Politic for social excluded citizens

The City of Odense made their first policy for social excluded citizens in 2012, the policy has been continuously reassessed since 2012.

### Strategy for inclusive city and Housing First

The city of Odense decided in the spring of 2019, a strategy for the inclusive city and Housing First. The purpose of this strategy is to maintain the work that has been done over the last 10 years with the inclusive city and HF.

### Housing Guarantee for Homeless

Through an agreement signed by both politicians and public housing companies, the city of Odense has established a housing guarantee for homeless people following the success of their Housing First approach.

# Poznan

## Poland



*"The objective of our housing policy is to create conditions that allow households to meet housing needs in accordance with one's own preferences, aspirations, and economic opportunities".*

# 535,000

inhabitants

## 1033

homeless

## 5%

social housing on housing market

## 261,992

total housing

## 12,537

social housing

## 263

roofless



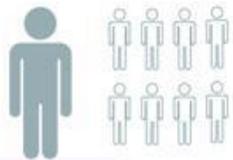
# The city of Poznan

Poznań is a city situated on the Warta river in west-central Poland, in the Wielkopolska region. Poznań is among the oldest cities in Poland and was one of the most important centres in the early Polish state in the tenth and eleventh centuries. It also served as the capital for a short time in the 13th century, hence the official name: The capital city of Poznan.

Poznań is one of the biggest cities in Poland. The city population is about 550,000, while the continuous conurbation with Poznan County and several other communities is inhabited by almost 1.1 million people. The Larger Poznań Metropolitan Area (PMA) is inhabited by 1.3-1.4 million people and extends to such satellite towns as Nowy Tomyśl, Gniezno and Wrzesnia, making it the fourth largest metropolitan area in Poland.

Poznań is today one of the largest Polish centres of trade, industry, sports, education, technology, tourism and culture. It is one of the most economically robust cities in Poland, with the highest GDP per capita in Poland (right after Warsaw). It is a particularly important academic centre, with about 130,000 students and the third biggest Polish university.

Since the end of the communist era, the municipality of Poznan and the suburban areas have invested heavily in infrastructure, mainly in public transport and administration. This also led to increased investments from foreign companies in the city.



535,000

number of inhabitants

535,000

inhabitants registered

N/A

inhabitants unregistered

5.4%

living below the poverty line

98.8%

employment rate

N/A

average age



# The challenge of homelessness

## Definition and data collection

Municipal Family Support Center is dealing with combating homelessness in Poznań. Municipal Family Support Center in Poznań (Homeless People Assistance Department) provides comprehensive assistance for homeless people. Homeless people are a specific group of clients, giving them help is very personalized and depends on the specific situation in which the person finds himself. Due to the particularly difficult situation of homeless people staying in non-residential places, out of concern for their safety, social workers cooperate with City Guard officers as well as institutions and non-governmental organizations supporting homeless people from the City.

Municipal Family Support Center offer support tailored to individual needs and resources, day, night and 24-hour support, the right to health care services financed from public funds as well as in-kind and cash benefits.

There is no single recognized definition of homelessness available and the city of Poznan does NOT use Ethos Light. It is determined, to define homelessness as the situation of people who do not have and cannot endeavor to provide such shelter for themselves, which they would consider to be their own and which would meet the minimum conditions that would allow them to be regarded as living quarters.

Homelessness is also defined as the **relatively persistent situation** of a person without a roof over his head or having no apartment. There is also a legal definition contained in the "Act on Social Assistance", according to which for homeless people apply situations in which resident does not live in a flat and is not registered for permanent residence where there is no possibility of residence.

To collect information a study was conducted in homeless nomadic camp, shelters, heating rooms, at the train station, in the sobering-up center, in hospitals, at the Mobile Bus, in diners, in protected apartments and in the Municipal Crisis Intervention Center.

There are available numbers for what regards social housing waiting lists.



1033

number of homeless

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadeguated housing
NUMBERS	263	90	353	353
HOW DO YOU COLLECT DATA?	N/A	N/A	N/A	N/A

**Do you use ETHOS?**  
the European Typology of Homelessness and Housing Exclusion

YES

NO

# Housing

On December 5, 2017 Poznan City Council passed a resolution No. LVIII/1095/VII/2017 regarding the adoption of the City of Poznan housing policy for 2017-2027. This is a document that reflects the needs, and presents strategic objectives and directions of activities in the field of housing development taking into account various forms of investment within the city of Poznan.

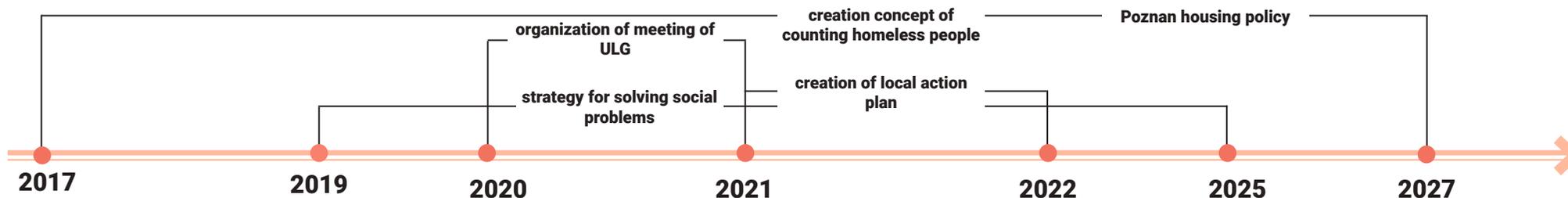
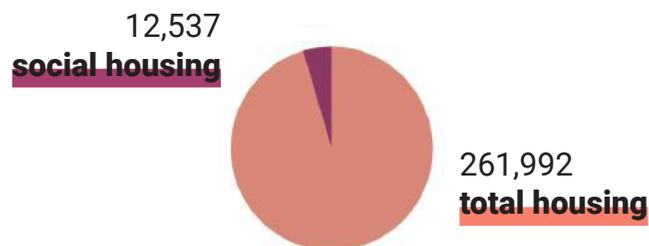
The objective of housing policy is to create conditions that allow households to meet housing needs in accordance with one's own preferences, aspirations, and economic opportunities through the use of appropriate instruments at the stage of the investment process, in the phase of acquiring the right to living quarters and then during the use thereof.

The City of Poznan, in the face of the observed high negative migration balance, wants to actively counteract this trend and pursue a housing policy within the scope that is wider than the one resulting from the applicable laws on municipal stock management expanding these activities to include active housing policy aimed at middle and higher income individuals.

The concept of housing policy implemented by the City of Poznan:

- Priority objective: regarding the creation of conditions for the purchase or lease of flats by eligible citizens;
- Complementary objective: referring to the issue of accessibility and quality of the housing stock in the context of the needs of Poznan residents and the city's demographic situation.

The total housing market counts about 261 992. 12 537 units are social housing divided in this way:



# Welfare and health

Strategy for Solving Social problems of the city of Poznań for the years 2019-2025. On April 16, 2019, a resolution was adopted on the Strategy for solving social problems for the city of Poznań for the years 2019-2025. The document defines the main directions of actions in relation to social problems occurring in the city of Poznań

1. The general assumptions of the strategy for solving social problems are as follows: The strategy for solving social problems is an integral part of the City of Poznań Development Strategy 2020+.
2. Implementing the adopted goals, the strategy for solving social problems focuses on humanity and is guided by the following principles: social justice, subsidiarity, solidarity, tolerance and participation.
3. The goals adopted in the strategy for solving social problems enjoy a broad consensus among participating social entities and the entire local community. They express the aspirations of the inhabitants of Poznań.
4. The goals adopted in the Strategy for solving social problems constitute a significant change and improvement of the quality of life of the inhabitants of Poznań.
5. Everyone who participates in the implementation of strategies for solving social problems is required to make a significant contribution.

The implementation of the objectives of the strategy for solving social problems is subject to monitoring and evaluation.

### Operational goals and tasks of the strategy:

- A. Priority: Social capital and civic activity
- B. Priority: support
- C. Priority: security
- D. Priority: Housing
- E. Priority: health
- F. Priority: work

# Current approach to homelessness

## *Actions taken by the City of Poznań to combat homelessness.*

- ensuring social safety for the homeless: constant contact with facilities for the homeless in Poznań and Wielkopolska in order to provide shelter, one hot meal a day, necessary clothing, motivating addicts to undergo treatment in addiction treatment facilities, providing access to free health services, assistance in the form of a credited ticket and dealing with personal and official matters,
- creating opportunities and conditions out of homelessness: developing individual programs out of homelessness, constant contact and cooperation with institutions providing a place of refuge in Poznań as part of developed individual programs out of homelessness,
- administrative support in the scope of carrying out tasks for the homeless, decisions on forwarding the application to the competent commune, requesting reimbursement of the costs of assistance provided at the place of stay for homeless persons outside the area of the Poznań commune,
- intervention measures aimed at securing the client's needs, health and life: providing information on the possibilities of using places of refuge and other forms of assistance resulting from the Act on social assistance, conducting motivational conversations with clients, as well as cooperation in securing the life and health of clients staying in homeless nomadic camp
- activities raising the awareness of the Poznań community regarding the problem of homelessness and begging: creating an information leaflet about begging, participation in a meeting at the Municipal Police Headquarters in Poznań and representatives of the housing council, participation in meetings with residents, providing information in the media, meeting and training of volunteers from the Foundation Pro Publico,
- establishing a cooperation platform between Municipal Family Support Center and street workers working for the unemployed: regular meetings with street workers of NGO - Caritas, coordinators from the Social Emergency Association and Pro-Publico volunteers, exchange of information, joint cleaning of the hill, identification of environments that require special involvement of work.



# Challenges

## HOUSING

Construction of new flats by the Executive Board of Municipal Housing Units

## **DATA**

Increasing the number of renovated and managed vacancies;

## MUNICIPAL STOCK

Implementation of the strategy of occupancy of the municipal stock through acquisition of new flats from a municipal stock intended for social purposes

## **MANAGEMENT**

Effective management of residential units, i.e. offering existing tenants residential units adapted, in terms of structure and location, to their needs with particular emphasis on age, disability, and financial and personal situation;

## PILOT PROGRAM

Launching pilot program consisting of leasing single rooms in large residential units;

# Opportunities



## **IDENTIFICATION**

Implementation of the procedure of swift identification of emerging lease debt of municipal tenants and early intervention in this area;



## **SUPPORT**

Implementation of the procedure for supporting the swapping of flats not only in the municipal stock if possible;

## **INTERVENTION CENTRE**

Implementation of the housing intervention procedure including the creation of a housing intervention centre;



## **SOCIAL EXCLUSION**

Support for foreigners at risk of social exclusion coming to Poznan for permanent settlement;



## **SOCIAL HOUSING**

Implementation of the social housing program with training support and training flats.



Introduction of active forms of getting out of debt (e.g. work off the debt, cooperation with social co-operatives in which debtors would be employed;

## **RESIDENTIAL PREMISES**

Increasing the number of residential premises as part of the intervention flats offer for people affected by a sudden deterioration of the housing situation, e.g. resulting from a fire;



## **SUPPORT PROGRAM**

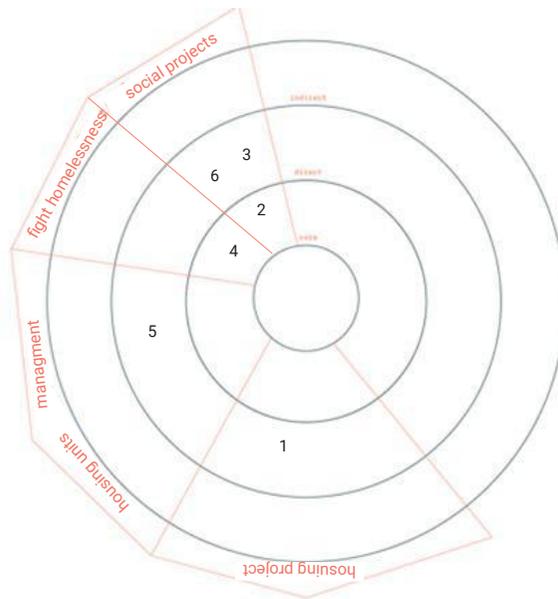
Implementation of a support program for people getting out of the homelessness;

## **TRAINING FLATS**

Development of a system of assisted protected and training flats which are to prevent homelessness, and give a chance for becoming independent;

# The ULG

ROOF Coordinator: Dobrosława Janas  
 ULG Coordinator: Paulina Drzewiecka



## Name of Stakeholder

A new group will be developed through ROOF with the aim to involve:

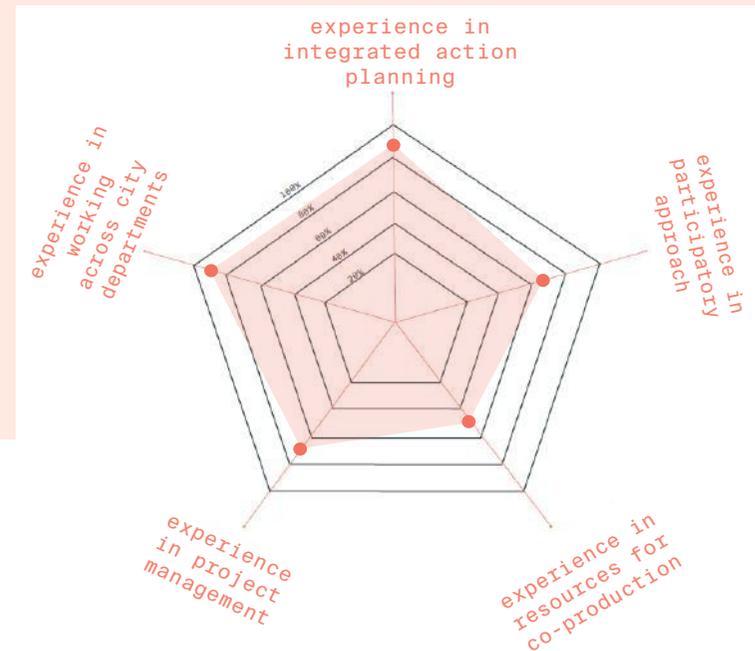
1. Office of Housing Affairs of the Poznań City Hall
2. Municipal Family Support Center
3. Non governmental organization
4. Municipal Police
5. Executive Board of Municipal Housing Units
6. Department of Health and Social Affairs of the Poznań City Hall

## political support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	City councilor at Poznan
national <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	

## Self evaluation & partnership rational

Motivation to join the ROOF network, capabilities and political support.



# IAP and partner resources

## MAIN QUESTION

What are the methods (ways) to prevent and effectively combat homelessness in Poznań?

## Sub-questions

What methodology for counting the homeless should be adopted in Poznań to create a mutually compatible system together with other European Union countries?

How to increase knowledge and understanding of the Housing First model.

## Indicators of change

- support givers knowledge
- system knowledge
- press
- counting system availability

## Financial opportunities for the implementation of the plan

As part of the Integrated Action Plan being developed, the ULG will be also work on developing potential sources and methods of financing the assumed activities, in particular the possibility of continuing activities under the budget of the City of

Poznań or from external sources. The team will also work on optimizing the costs of operations by creating a concept of integrated activities. The City budget is set on an annual basis.

## economical support

	level	who
local	○ ○ ○ ○ ● ○ ○	Finance department at Poznan City Hall
national	○ ○ ○ ○ ● ○ ○	

## Best Practice

“Score qualification system” as an objective and multicriterial evaluation of living situation of persons applying for housing assistance from the City of Poznan” The President of the City of Poznan compiles annual lists of persons entitled to sign a tenancy contract for social housing or a dwelling. The criteria entitling to obtain housing assistance by signing a tenancy contract for social housing or a dwelling from the stock of the City of Poznan include residing within the administrative borders of Poznan and earning low income. The lists are compiled on the basis of a score system. The order of persons entered on the lists results from the score obtained. Points are allocated, among others, to persons with disabilities, homeless, staying in dwelling with bad technical condition, affected by domestic violence, the elderly older than 70 years, living in allotments. Additional points are also given, among others, to large families and single parents.

### “Social housing programme with training support”

Social housing programme with training support constitutes an element of February 2017 housing policy implemented by the City of Poznan. The programme is directed at persons entitled to rent social housing from the stock of the City of Poznan and who needs support in the field of social assistance. Persons given priority in providing assistance are as follows: the homeless, victims of domestic violence, the unemployed, the disabled, charges from foster custody, single parents. Every dwelling has, the so-called dwelling-operator, which is a non-government organisation. Non-governmental organisations are responsible for providing the tenants with help within the scope of social assistance, in accordance with the need of the programme’s participant. At present the programme covers 41 dwellings, that is 136 social housings. Almost 150 families obtained support under the programme.

# Thessaloniki

## Greece

*"We face many challenges: lack of affordable housing, economic crisis, increasing property and rent prices, Airbnb and short term rental platforms, unused buildings and properties (private and public)."*

**315,196** inhabitants

**380**  
homeless

**0%**  
social housing on  
housing market

**87** roofless



# The city of Thessaloniki

Thessaloniki is located in Central Macedonia, a less developed region as per EU cohesion policy. The metropolitan area of 1 million approx. has been hit hard by the economic crisis and ensuing austerity measures causing a very high unemployment rate (more than 45% among youth), housing insecurity and homelessness. In addition, increasing private investment in property as well as an increasing number of private owners directing their properties to Airbnb due to falling property prices, have led to less affordable housing. Due to the lack of national or local social housing policy vulnerable groups increasingly know housing insecurity. From 2015 onwards Thessaloniki has been the 2nd largest city hosting asylum seekers in urban accommodation (4,200 persons). An additional large number are self-accommodated, as they need to move out once they are recognised as refugees. They have limited cash assistance. In addition to the local homeless population, the city currently counts approx. 300-400 homeless refugees, including many families with small children without a shelter solution. So the urgent need for a stock of affordable and social housing increases.



\*788,191 for the Metropolitan area covering 11 municipalities.

\*\* those under risk of poverty in central macedonia region.

\*\*\* 30% of overall population employed



# The challenge of homelessness

## Definition and data collection

140 spaces in the city's Shelter and Re-integration and Shelter and Employment Programmes, the main source of provision of social housing. No waiting list.

129 persons using the night shelter a year with a capacity of 77 beds; 1,321 users of services provided by the Homeless Day Centre

- 380 chronic homeless known by the public social services (pilot research by the Ministry of Labour)
- 360 persons without legal residence according to UNHCR data (no official data on persons w/out legal residence in general)
- increasing number of persons living in abandoned buildings and train wagons
- no housing stock currently
- no official data on evictions, but unofficial sources mention an increase by 10%. The major problem is the confiscation of property largely by banks due to debt, with an estimate of 25,000 properties for 2019, increasing up to 40,000 properties by 2021.

Mixed group with differing needs and opportunities. Low income households, students, migrants and refugees

As a Local Authority (Public Body), the Municipality of Thessaloniki uses the definition of homelessness as reflected in the national legislative framework and in the National Strategy for the Homeless (under preparation). The national legal framework is in line with the European typology of homelessness as developed by FEANTSA (Ethos typology).

The relevant legislation is set out in the following link:

<http://www.astegoi.gov.gr/index.php/en/sxetika/politiki-tou-ypourgeiou/153-thesmiko-plaisio>



380\*

number of homeless

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadequated housing
NUMBERS	87 on the street	3,248	N/A	N/A
HOW DO YOU COLLECT DATA?	National pilot study on homelessness  Street work  See annex for explanations	70 (homeless shelter)+120 (reintegration programmes), 3300 refugees in camps + shelter data	No city level data only proxy data and estimated data based on visits to day center	N/A

- There is no permanent mechanism for data collection. There are some recent data from a pilot study carried out by the Ministry of Labor at 2018. There are also some estimated data from the streetworkers team of the Homeless Shelter.
- There is no permanent mechanism for collecting data from the emergency accommodation run by the Municipality during periods of extreme cold / hot weather etc.
- There is a standard procedure of data collection from both relevant municipal services (Homeless Shelter and Day Care Center).
- There is no standard procedure for data collection from other institutions within the municipal district.
- There are some estimated data from the Day Care Center that provide services to people without proper accommodation.

The municipality register you as a homeless.



This is based on the national pilot study and data from the Municipal shelter and day centre and that doesn't include roofless, homeless asylum seekers and refugees (if we are to take ETHOS light, count those in camps, outside camps the number will be huge).

### Do you use ETHOS?

the European Typology of Homelessness and Housing Exclusion

YES



# Housing

Housing prices dropped during the crisis, now, some of them rose, because of refugees' programs and Airbnb and similar. Tourism,

No overall social housing and no policy for social housing, but some housing solutions for students,

Rent subsidies, based on income and some social criteria - to the private sector

Accommodation and reintegration programmed for 120 persons (homeless) – municipality, for very functional .3 programs 40-40-40, 2 financed from the ministry, third private owner (housing first prospective for the next funding)

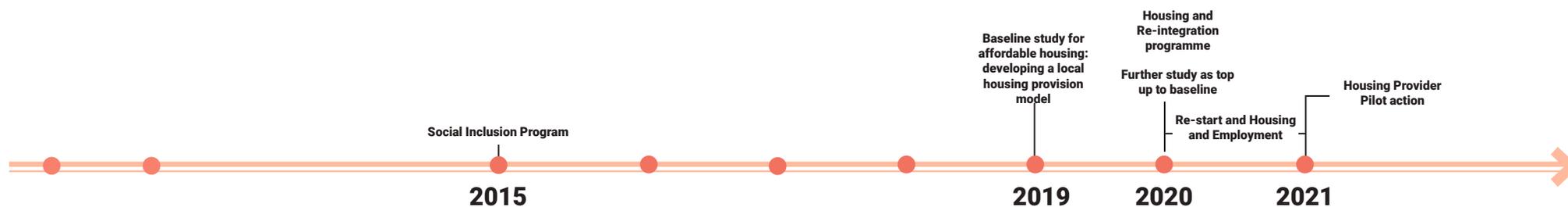
- Energy saving programs - subsidies for supporting refurbishment – for property owners, from the ministry

ESTIA program (sub-letting for 4000 persons) and - Student dormitories - Street work with homeless. Asylum seekers, when they become recognized they have to go to Helios.

HELIOS (recognized refugees) (cash for rent 1000 persons for asylum seeker and refugee accommodation, one year)

# Welfare and health

- National Strategy on Homelessness
- National Strategy on Integration of TCNs
- Social Solidarity Income (KEA)
- Rent subsidies
- Heating subsidy (based on income levels). Homeless have access to these but you have to show that your tax declaration is ok, they need assistance from social worker.
- Free access to health services for all who hold a social security number - Municipal 1st level health services



# Current approach to homelessness

*Currently the city implements a mixed approach and focuses on a narrow definition of homelessness. This means activities do not cover all definition of homelessness in line with the ETHOS typology. The homeless shelter and day center provide mainly assistance to roofless and houseless persons.*

The Accommodation and Reintegration programme adopts a housing first approach with a cash for rent support system. It is a partial adoption of the housing first approach as beneficiaries are usually those homeless who have been through the shelter system. The HELIOS programme foresees cash for rent to 1000 beneficiaries (recognized refugees) plugged with employability, language learning and other services.

**National Strategy framework has been presented as a framework awaiting final publication.**

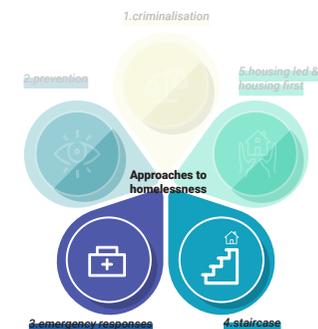
The city has an active role in providing services for the homeless and in eradicating homelessness. The city has been implementing several programmes in collaboration with NGOs i.e. 1) the reintegration programme for the homeless: this includes providing rent subsidies and access to employment support for homeless individuals, 2) a fully equipped and services homeless shelter with a 70 person capacity 3) Day center providing a range of (non) medical services and assistance (shower, laundry etc) to homeless persons. It also conducts referrals to the homeless shelter after the pre-required medical checks are completed.

Thessaloniki has secured funding from structural funds to carry out a baseline study:

- Provide an evidence-base for policy making and action planning (e.g. data on evictions, housing stock etc.)
- Explore the possible models for establishing a city-wide Housing Provider to be based within the Metropolitan Development Agency (the operational arm of 11 municipalities)
- Explore potentialities regarding establishing a housing stock (e.g. identification of public properties that can be included in housing provision, identification of privately owned but unused apartments)
- Conduct a participatory analysis of data

## Housing first

There is no experience with housing first



# Challenges

## **HOUSING STOCK**

Inexistence of social housing (although institutions have some housing stock), Lack of affordable housing. Short term rents, either Airbnb or social programs are taking away potential affordable properties from the market. **Private owners:** small owners, afraid to rent to vulnerable people, also a form of discrimination.

## **MINDSET**

Social welfare institutions maintain the poor in the welfare system, not offering long term solutions. The existing long-term solutions fit only a small percentage of homeless people, the ones which are more autonomous.

## **FUNDING:**



There is no specific funding for housing first, also for the lack of a national plan. The existing funding mechanisms are not adapted to new approaches

## **NO NATIONAL POLICY:**



Apart from the fact that no social housing schemes are foreseen through legislation, there are also no financial support schemes and mechanisms at national level that can support provision of affordable housing (e.g. social rental agencies) which is a challenge for future development of housing provision.

# Opportunities



## **NEW WELFARE ACTIONS**

Guaranteed minimum income is a first positive step towards exiting from the dependence on welfare systems



## **IMPORTANT EXPERIENCE ON ASYLUM SEEKERS AND REFUGEES:**

The city is home to extremely competent organizations, also putting in place housing and integration strategies.



## **HOUSING AVAILABILITY:**

There is a stock of unused housing or spaces that may become affordable housing option.

## **STRONG EXPERIENCE WITH THE HOMELESS**



There is a great history of welcoming and solidarity in the city, this makes it easier also to keep the topic high on the political agenda.

## **NETWORKING**

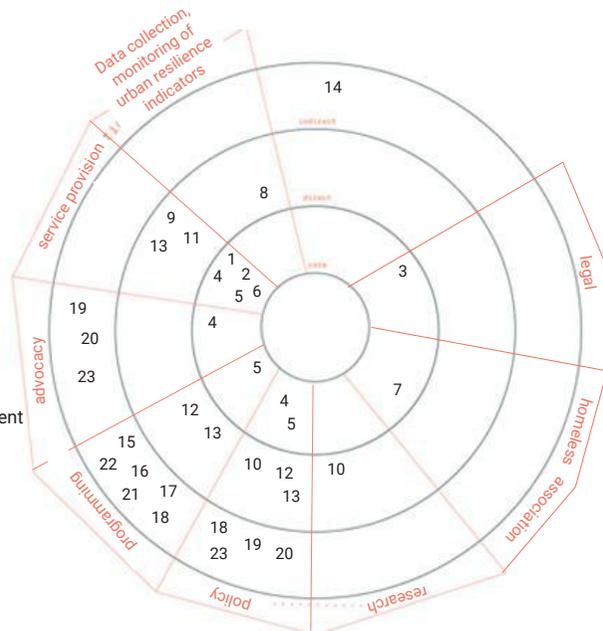


Good networking between organisation and between the municipality and the organisations.

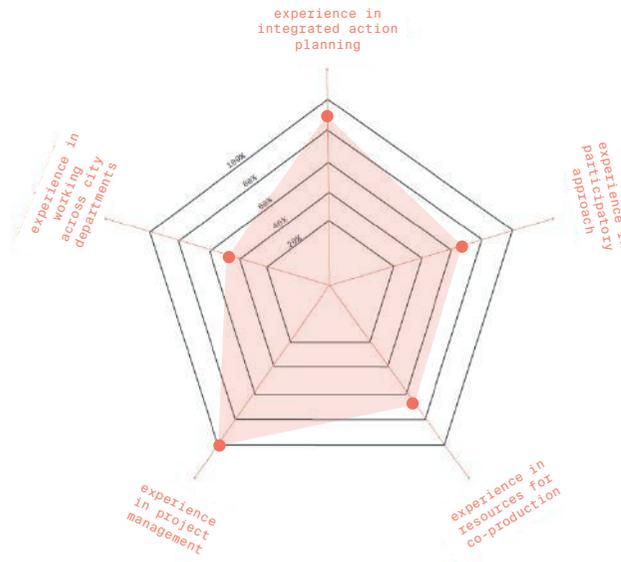
# The ULG

**ROOF Coordinator:** Andreas Karadakis  
**ULG Coordinator:** Meric Ozgunes  
**Communication manager:** n/a  
**Project management:** Andreas Karadakis

URBACT local group Coordinator	
name	Indicative (Meric Ozgunes)
organisation	Indicative (Major Development Agency of Thessaloniki)
position	Programme Manager
connection with city administration	Staff of Municipal development agency
connection with city departments	Same as above



## Self evaluation & partneship rational



Major Development Agency of Thessaloniki, Municipality of Thessaloniki and neighbouring municipalities, Resilience Office of the Municipality of Thessaloniki, Association of Landlords, relevant university departments, Association of Real Estate Agencies, Union of Tenants, non-governmental organisations (ARSIS, PRAKSIS, Alkyone, TdH and others).

### Name of Stakeholder

- 1: PRAKSIS
- 2: ARSIS
- 3: Greek League for Human Rights
- 4: Solidarity NOW
- 5: Major Development Agency of Thessaloniki
- 6: Alkyone
- 7: SXEDIA – Dimitra Association
- 8: Resilience Observatory, MoThess
- 9: Homeless Shelter
- 10: Aristotle University Housing
- 11: Homeless Day Center
- 12: IOM, Accommodation partners of HELIOS
- 13: Social Policy Departments of Municipalities
- 14: URBAN Working Group (Various NGOs working on land rights, housing rights, refugees, migrants, homeless etc.)
- 15: Tenants' association
- 16: Banks
- 17: Landowners' Association
- 18: UNHCR
- 19: Network for right to housing
- 20: Movement against expropriations
- 21: Regional government
- 22: Private donors
- 23: Association of consumer

### political support

level	who
local	Municipal administration, elected officials in key decision making positions of the Municipal administration, part of the elected members of the Municipal council who are not in the administration, Board members of MDAT (10 metropolitan level Mayors)
national	

# IAP and partner resources

Thessaloniki will develop a plan focusing on answering the following questions:

## MAIN QUESTION

Developing a system of affordable housing provision for all vulnerable groups based on the housing first model

## Sub-questions

Availability of properties that can create a critical mass of housing stock with a 'social rental agency' to manage properties in line with Housing First concept

Targeted incentives for private owners

Access to publicly owned properties

Changing institutional and public culture in terms of understanding housing first concepts and the necessity to integrate it into existing programmes

## Indicators of change

- number of affordable housing
- number of private owners
- press

# Financial opportunities for the implementation of the plan

Structural funds (ESF, ERDF and others), private national and international donors, European investment bank etc.

## economical support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	The Municipal budget does not foresee a specific budget allocation. However, a number of external donors have already committed to the implementation of some of the potential measures of the future Action Plan. Budget has been secured for preparatory actions.
national <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

## Best Practice

- Private public partnership
- Resilience observatory

# Timisoara

## Romania



*"The aim is to decrease the number of homeless people by gradually shifting from emergency services to long term integration programs."*

**330,000** inhabitants

**1,500**  
homeless

**1%**  
social housing on  
housing market

**151,900** total housing

**1,519** social housing

**500** roofless



# The city of Timisoara

Timisoara is the largest city in the west part of Romania (and 3rd largest in Romania), one of Romania's main industrial, commercial, financial and academic centres. It is part of a less developed region and counts 319,000 inhabitants (according to 2011 National Census) and a continuously growing population.

It is, historically a multicultural city; it was part of the Hungarian, Ottoman, Austro-Hungarian Empires and was inhabited by a mix of Romanians, Hungarians, Germans, Serbs and other ethnics. Timisoara main square is known for being the first to revolt against the communist regime. The exit from communism and the transformation of the city is still present.

The city was heavily industrialized during the Communist times. It continues to be an industrialized city, old industries being replaced by new ones in the automotive sector and by IT industries. In the last years the economic growth brought also a rise in the cost of living, being the house a heavy weight on most people, mostly the ones on social benefits.



# The challenge of homelessness

## Definition and data collection

Like other European cities Timisoara is confronted with homelessness issues because the city attracts mostly internal but also external migration. Many people come to Timisoara in search of a job, but not all of them manage to earn enough money to cover their rent, utilities and food expenses. Many homeless people have mental health issues or other health problems, addiction issues, were previously institutionalized or have disabilities.

- an estimated number of **1,500 homeless people**
- **247 homeless people** using the night shelter
- **105 homeless people** using the residential centre provided by a local NGO and 900 homeless people using the social services provided by DSA Timisoara (residential care, emergency intervention, meals provided by social canteen).

Many of the homeless people face challenges like dependence of social services, lack of adequate support in community after living the shelters, lack of affordable houses when leaving the shelter/services. There are also success stories with over 100 people not returning on the streets.



**1,400**

number of homelessness

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadequate housing
NUMBERS	<b>500</b>	<b>900</b>		
HOW DO YOU COLLECT DATA?	<b>public social services (social assistance department) registration for emergency service and night shelter users</b>	<b>Public and private social services registration for residential services users</b>		

The Romanian Social Assistance Law uses the following definition of the homeless person. It is possible to note that the 4 categories mentioned by this law are quite similar to some of the Ethos typology.

- People who live on the streets
- People who temporary live with friend or acquaintances,
- People who don't have the possibility to rent a house or are at risk of eviction,
- People who live in institutions or penitentiaries and are going to leave them in two months period and don't have a domicile or residence.

There is a general lack of accuracy of data, no common method among organisations and often no sharing of data between organisations. Also, many beneficiaries avoid giving data or hide some of it (like income).

Data is available about homeless people living on the streets that are referred by the Local Police or Medical Services to receive basic help (shower, clothes, food) from public local social services.

There is data concerning people in emergency situation and in accommodation for the homeless is collected through the DSA Timisoara (public local social services provider) and through other NGO providing shelters for the homeless.

There is no access to registration of people recovered in institutions, but some of them might be willing to provide the data based on a partnership agreement.

No data is available on people living in unconventional dwellings, or with friends and family.

### Do you use ETHOS?

the European Typology of Homelessness and Housing Exclusion

YES



# Housing

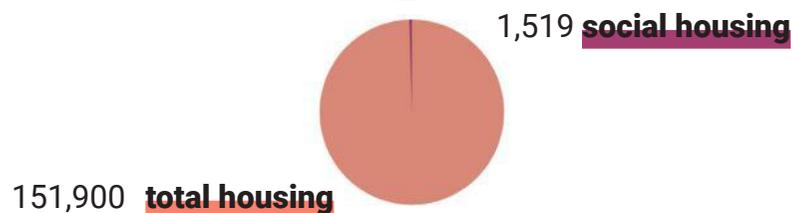
High costs of living in Timisoara which makes it very difficult for one person receiving minimum wage, disabilities benefits, social benefits, minimum pension or working half time to support himself/herself. This challenge is directly related to the fact that there are not enough social houses for people that cannot afford to rent a house on the free market.

Timisoara municipality administrates a number of 1,519 public houses (including social houses, public houses and public houses for young) with an estimated annual budget of 3.3 million €. The Social Houses Office is responsible for managing the social houses stock. Most if it is in bad shape and is absolutely non-sufficient for the amount of requests. Also, there is no control over quality, with small apartments being occupied by many people.

The housing department is not involved in homelessness policies.

Programs in place: "First House" - Governmental Programme for young people (25-35) to help them buy houses with a lesser interest and advance. National Agency for Housing builds houses for young and rents them at smaller prices than on the private renting market. There is no criteria regarding income, being homeless, being social excluded to access the existing programs. The programs are mainly targeted for people with a median or higher income.

While there are some local policies related to housing, for example disabled people do not have to pay the rent in public housing, there are not enough public housing units and there is no support to pay for private rent. There is no approved National or Local Strategy for Housing.



# Welfare and health

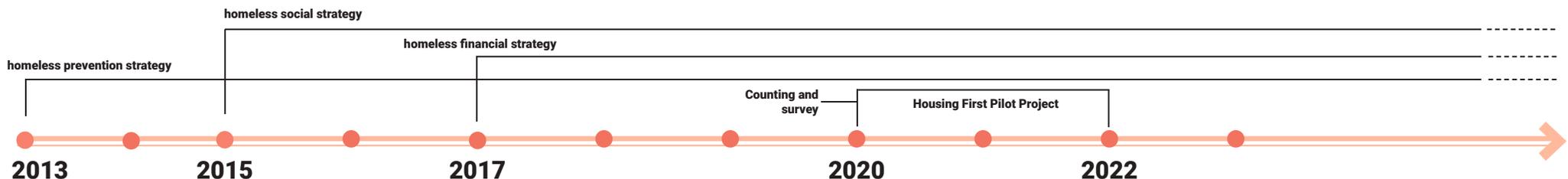
There are some national benefits including: minimum income, family allowances and heating subsidy based on income level. 14 social services provided by public social assistance department at local level are financed from the local budget. 22 social services provided by 8 NGOs are partially financed from the local budget.

Timisoara has a Local Strategy for Development of Social Services (2017-2022). One of its objectives is to "Ensure a fast and efficient intervention for homeless people and to develop the system's capacity for social integration and early intervention".

DSA Timisoara is a public local agency set up by Timisoara Municipality and fully owned by the city authority. DSA Timisoara provides social assessment and case management services, social benefits and social services for over 7,000 citizens annually. The social services are provided in 10 facilities organized as residential care, day care, home care and community services.



There are three general hospitals, two with emergency units, one unit for mental health emergencies and 2 Centres for Mental Health. People don't need health insurance for emergency services, for some chronic diseases (TBC, HIV), pregnant woman and children also don't need insurance. Minimum income and disability beneficiaries have state covered health insurance.



# Current approach to homelessness

*The general approach to homelessness is mainly emergency and staircase model. The main services are offering shelter for most of the homeless people from Timisoara together with tailor-made assistance provided by a multidisciplinary teams. Around 600 homeless people received accommodation and support services last year and around 300 received emergency intervention services without accommodation.*

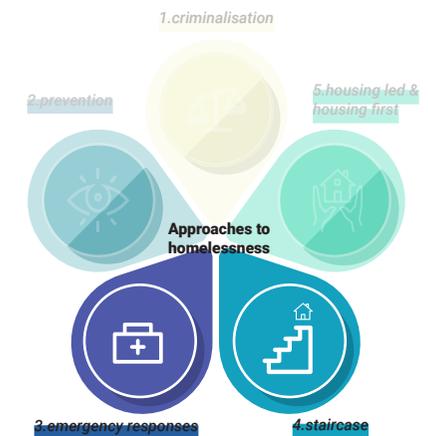
DSA Timisoara provides an emergency winter shelter also for non-residents (maximum 3 months accommodation and services), one residential centre (maximum 2 years accommodation), emergency intervention unit and a triage unit. It also provides 100 portions of daily meal for homeless. Two local NGOs are providing one night shelter and one residential centre, social services financed from the local budget and monitored by DSA Timisoara.

Specific objectives of the local strategy include: to decrease the number of homeless people by gradually shifting from emergency services to long term integration programs; to decrease the number of people living in the streets by programs aimed at preventing house loss (especially for extremely vulnerable groups like elderly, disabled, substance abusers and people with low income or no income); to promote interventions centred around housing issues when working with people released from prison, young adults leaving the child protection system, people leaving hospitals, domestic violence victims and drug addicts.

Timisoara signed the Pledge to the European Pillar of Social Rights with a commitment to principle 19: Housing and assistance for homeless.

Timisoara aims to further develop services for homeless with emphasis on emergency intervention and increasing accommodation capacity by placing mobile houses resulting in an increase of 25% of homeless people **receiving accommodation**.

There is no National Homeless or Housing Strategy or Action Plan.



# Challenges

## HOUSING STOCK

The city owns too little housing and there are not enough financial means for maintenance or building new stock. Also, no support for rent on the private market. The private market is less and less affordable especially for people with social benefits. No financial support schemes for vulnerable population for renting.

## LOCAL & NATIONAL POLICY

There is no National Homeless or Housing Strategy or Action Plan. Also, there is no national programmes/schemes to finance housing options for homeless/vulnerable population.

## MINDSET SHIFTING

There is a very strong staircase approach. HF is not yet known or convincing enough and there is a lot of resistance to it.

## DATA COLLECTION

There is a general lack of accuracy of data, no common method among organisations and often no sharing of data between organisations. There is no access to healthcare services data.

## POVERTY

The overall level of poverty and the difficulty to access the housing market, creates a risk in offering housing to homeless people. Some stakeholders sustain it may be seen as a trigger to become homeless and have more rights.

# Opportunities

## INNOVATION in SOCIAL SERVICES

Timisoara has municipal services of very good quality and good knowledge about how to bring change and transform the system (see children on the streets case). The social workers are highly qualified and are integrated part of innovation in the system.

## HOUSING OUTSIDE THE CITY

The city surrounding presents empty/affordable housing. It may be an opportunity to develop.

## ROOF AS AN OPPORTUNITY TO INTEGRATE

Different stakeholder are meeting for the first time and they all share the need to work on common methods and tools.

## SHARING AND SOLIDARITY

There is a good sense of community and the openness to participatory approaches.

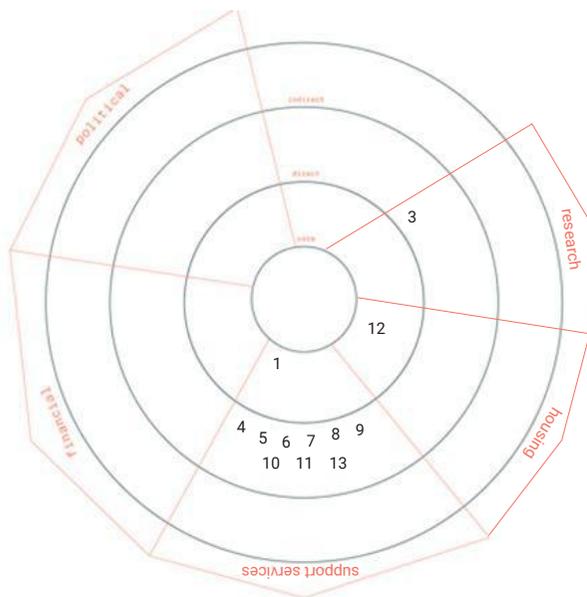
## ADVOCACY

Being part of ROOF is a great opportunity to influence the local and national level.

# The ULG

**ULG Coordinator:** Delia Murariu-City of Timisoara. Homeless services coordinator

URBACT Local Group Coordinator	
name	Delia Murariu
organisation	DSA Timisoara
position	Chief in charge for social services for homeless
connection with city administration	civil servant
connection with city departments	office of the mayor



- A new ULG is being put in place. Roof is perceived as a great opportunity to unite forces and bring the organizations together. The ULG already began to meet and includes by now the following stakeholders: Social Services Complex "St. Francis" and
- Support Centre for Emergency/Crisis Situations: both are DSA Timisoara's services and provide social services (residential, emergency intervention, triage unit, meals from the social canteen) for homeless.
  - Department of Buildings, Land and Equipment - Social Houses Office, Municipality of Timisoara.
  - Caritas Federation – Local Bureau Timisoara: is providing night shelter for homeless for more than 15 years. Maximum 80 people can spend the night in the shelter (07.00 p.m. – 07.00 a.m.) and receive accommodation, food, hygiene, social counselling, medical help.
  - Timisoara '89 Foundation is providing residential care for homeless for more than 15 years. Maximum 45 people can live in the shelter for up to maximum two years. They receive accommodation, food, hygiene, psychological and social counselling,
  - Social integration programs, medical help. Evangelistically and Charity Foundation "Jesus Hope of Romania": runs a shelter for young people coming from Child Protection System.

## political support

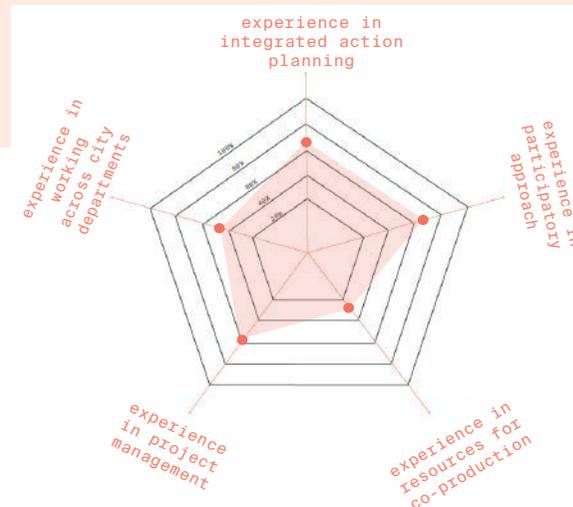
level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	Deputy mayor of Timisoara (responsible with social affairs) Local councillors from the Social Affairs Committee
national <input checked="" type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	

## Self evaluation & partnership rational

DSA Timisoara has a strong team working on improving local public policies and on finding financial resources (European funds, EEA Grants, national programs) to go from theory to practice. DSA has a previous experience with URBACT projects. This makes DSA extremely motivated towards the exchange and learning with the other cities involved. DSA will need support in terms of integrated action planning and working across city departments.

### Name of Stakeholder

- 1: Social Assistance Department
- 2: Timisoara Penitentiary
- 3: West University of Timisoara
- 4: Local Agency for Employment
- 5: Police County Inspectorate
- 6: Centre for Mental Health
- 7: Municipal Hospital
- 8: County Hospital
- 10: Timisoara 89 Foundation
- 11: Caritas Federation
- 12: Municipality of Timisoara – Social Housing Office
- 13: Timisoara Archiepiscopacy



# IAP and partner resources

TIMISOARA will develop a plan focusing on answering the following questions:

## MAIN QUESTION

How to do the paradigm shift towards Housing First/Housing Led

## Sub-questions

How to mobilise the community, politicians, private sector, services providers.

How to finance Housing First in Timisoara?

How to increase knowledge and understanding of the Housing First model?

How to better collect data and monitor progress of homelessness?

## Indicators of change

- press
- number of housing first

## Financial opportunities for the implementation of the plan

Small Scale Test from the ROOF budget, second phase, for piloting a Housing First initiative in Timisoara, Local financing from private actors, EU funds

economical support	
level	who
local ○ ○ ● ○ ○ ○ ○	Local budget
national ● ○ ○ ○ ○ ○ ○	

## Best Practice

Children on the streets

The Strategy worked because it was based on following components:

- **Social services development.** Many of the children living on the street come from large residential centres, which used to accommodate a lot of children and provided few services besides food and accommodation. Gradually new services emerged like smaller "Family Houses" for children accommodating 5 to 10 children living with two "parents" and receiving more services (social, psychological). More and more children started to be placed in foster care. Also new services, like day care centres, started to be provided at community level for children and families living in poverty and at risk of becoming street children.
- **National and local policies change.** A shift in the national policy from providing care for children in large residential centres to developing and financing the foster care system and placing children in "Family Houses" and foster care. Toleration zero policy at local level for children begging in the street. Changes in practices at local level where a team involving professionals from social services and law enforcement was present in the field intervening at each case involving children living and begging in the street.
- **Community involvement** with local campaigns stressing the responsibility of each of the community member for reporting street and begging children to the social services. Campaigns drew attention to the fact that giving money to children contributes to keeping them on the streets and the real help for children would be to get the services they and their families need.

New public shelter

The innovative approach includes:

- A multidisciplinary team (social worker, psychologist, doctor, nurse, educator) assesses and works with each person from the shelter
- The interventions are tailored to the beneficiaries needs
- The intervention's emphasis is on restoring the person's social functioning.
- Beneficiaries are supported to find and keep a job (if they preserved their capacity to work), including how to interact with colleagues and managers at the workplace. They also receive financial education being learned how to save and manage their money.
- After leaving the shelter they are monitored for 3 to 6 months. They receive support services during this period.

# Toulouse Metropole

## France

*"Our challenge deals with finding new affordable housing in the private sector and to propose social support whenever necessary."*

**755,882** inhabitants

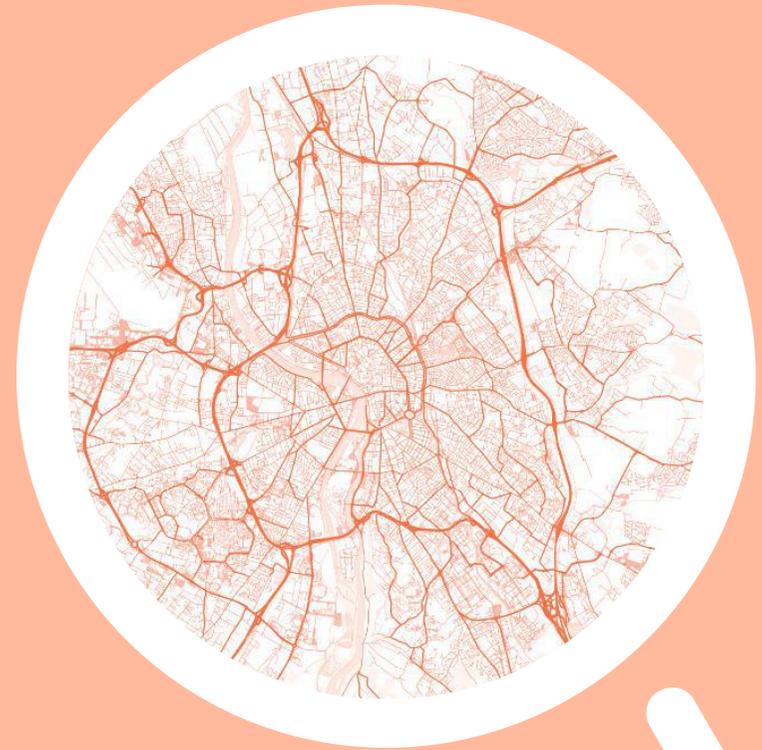
**3,914**  
homeless

**20%**  
social housing on  
housing market

**380,010** total housing

**75,317** social housing

**2,295** roofless



# The city of Toulouse

Toulouse Métropole, with its 755,882 inhabitants, enjoys a very positive image thanks to the dynamism of the aerospace industries and its universities. It is part of a developed region and registers 14,000 new inhabitants each year. Toulouse, its central and main city, is the 4th city in France with 472,000 inhabitants and has a demographic growth of 9,000 new inhabitants per year and the population will keep growing over the next years. Both the prices to rent and to buy in Toulouse are increasing, making housing unaffordable for many citizens. Consequently, a lot of households rent cheap, unhealthy, unsafe private houses or end up in illegal camps, squats, cars or on the streets.

Toulouse Métropole counts 75,317 social housing units corresponding to 20,22% of all the principal housing stock. 54,076 of these social housing units are concentrated in Toulouse representing 21,58 % of the principal housing stock. They have been built and are managed by 13 social housing organizations, all partners of the city and regularly funded by Toulouse Métropole to keep the social housing production very active. In spite of this active policy, still no less than 32,760 households are on the waiting list for social housing in Toulouse Métropole, 21,300 of them wishing social housing in Toulouse and only about 8,600 social housing units are allocated each year. 22% of the households have declared being homeless or are in shelters.

Toulouse is historically a city of solidarity with a great tradition of offering assistance to people in need.

Toulouse is the main city of Toulouse Métropole, a Public Institution of Intercommunal Cooperation. The District of Greater Toulouse was created in 1992 with 13 cities and, through a long process by steps, became Toulouse Métropole in 2015 with 37 cities.



# The challenge of homelessness

## Definition and data collection

In February 2019, Toulouse carried out its first homelessness data collecting operation in the city center streets, shelters, illegal camps and some squats. 3,914 roofless and houseless adults were counted:

- 1,506 in hotels (paid by public services)
- 142 in night shelters
- 1,759 in shelters
- 507 in the streets, illegal camps and squats

Possible Target group

- Families with children, mostly monoparental families
- Young people between 18 and 25 years old
- Refugees



13,684

number of homeless

	<input type="checkbox"/> rooflessness	<input type="checkbox"/> houselessness	<input type="checkbox"/> living in insecure housing	<input type="checkbox"/> living in inadequated housing
NUMBERS	1515	3248	8732	189
HOW DO YOU COLLECT DATA?	Social housing waiting list (has to be confirmed)	Social housing waiting list (has to be confirmed)	Social housing waiting list (can be found but has to be selected from base)	Social housing waiting list (can be found but has to be selected from base)

Toulouse Metropole **uses the ETHOS Light** to define homelessness.

Data collection

The first street data collection organised on February 15th 2019 (second edition will be held on February 7th 2020) allowed having for the first time data about roofless people in the city of Toulouse. Data for Toulouse Metropole is available through the registration list for public social housing since information concerning actual housing conditions are requested.

The SIAO (Integrated Service for Reception and Orientation of Homeless people) has data about people in emergency accommodation and in accommodation for the homeless. Also here, the registration list for public social housing allows more data. SIAO collects data also concerning people living in institutions and people living in nonconventional dwellings due to lack of housing and Homeless people living temporarily in conventional housing with family and friends.

The registration material of the SIAO offers a complete set of data. It is a registration of a whole year, with annually reports. There is enough material to make a profile of all registered people. Same for the registration list for public social housing.

### Do you use ETHOS?

the European Typology of Homelessness and Housing Exclusion



# Housing

TM has **380,010 main housing units**, 75,317 are social housing units managed by 13 social housing organisations. Social housing is financed by the state and local authorities – not owned. The owner is HLM – low rent landlord, financed to produce social housing. The French law defines 3 types of rent prices, all of them differ from the private market. The three types are now mixed together in the same dwellings to assure social diversity. 75% of the overall population can access social housing but there are some priority criteria. There are 50 centres where citizens may ask for social housing, with all giving the same information.

The private market is free but private owners can sign agreement to finance improvement works and benefit from tax deduction if they practice social housing rent.

The Housing Solidarity Fund allows assistance to access and maintenance - both in social and private market. Since 2017 it is managed by TM. It offers financial assistance to get help for accommodation, first month of rent, guarantees, agency fees, as well as loans without interest but also in case of unpaid rent to prevent house eviction.

The social housing policy is based on a national goal for cities with over 3,500 inhabitants to reach 25% of social housing. To achieve this goal, TM Urban and Lodging plan has developed a social housing allocation policy so that 35% of the 7,000 new housing units built each year are dedicated to social housing. TM also provides guarantee for loans to social housing organisations and has defined a social housing allocation policy to assure social diversity.



# Welfare and health

National Social Welfare benefits: 181 066 family allowances

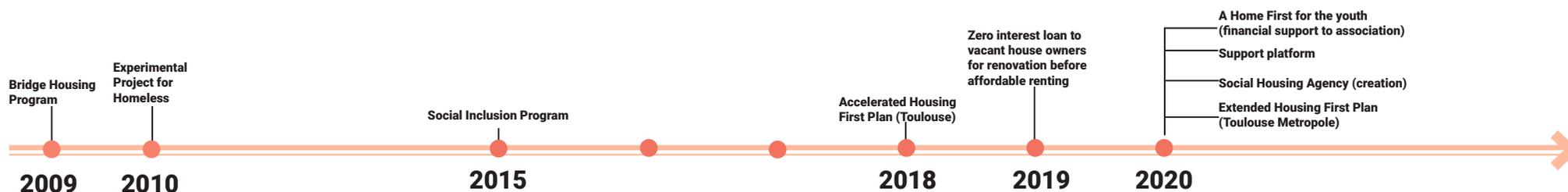
Toulouse Metropole Housing Solidarity Fund :

- Individual Financial support : 1 404 842 €
- Individual Social support : 845 900 €
- Financial support (temporary housing, sliding contract...) : 740 000 €

Citizens of Toulouse Metropole have access to:

- County Social Support and benefits as well as Municipal Social Support and benefits
- Medical care for all : residents, refugees, asylum seekers
- 5 public hospitals
- Medical and fundamental health rights Centre
- Public Vaccination Centre
- Specific Medical centres (addictions, mental health, tuberculosis...)

**181066**  
family  
allowances



# Current approach to homelessness

*The main approach in Toulouse Metropole is emergency and staircase with interesting new programs of HF and tailored solutions.*

In the 1990s the Welcome and Orientation Service, Emergency Line (115), mobile street teams, day shelters, emergency shelters were put in place. In 2011 the SIAO was created, an integrated reception and orientation service (SIAO) grouping all the previous services. It offers housing and accommodation solutions adapted to the needs for people in social difficulty. Night shelters are available as well as meals, showers, laundry and general social support. There is an on-going experimental collective housing for homeless people with animals.

Bridging housing system: 50 temporary housing in vacant houses and apartments belonging to the city of Toulouse were dedicated to women victims of domestic violence and to homeless people.

An interesting experience about the dismantling of squats and illegal camps: this is a participatory approach in which before dismantling a camp, there is social assessment, support for shelter, housing, professional integration, schooling...

There are “prevention clubs” working with young people in the streets, 11-22yo people in vulnerable conditions, minors with their families.

## Housing first

Toulouse has experience with HF since 2012 with 100 people housed. Since 2012: The “Un chez soi d’abord” (Pathway for housing) scheme managed by SOLIHA 31 (association and local partner) has been providing housing and support to isolated homeless people suffering from psychiatric disorders.

Since 2018 : Housing First Accelerated Plan (City of Toulouse and Toulouse Metropole) aims to develop a local strategy to fight homelessness and to extend it all over the metropolis to avoid local concentration of households in difficulty. This plan is carried out in partnership with about 70 stakeholders, 50% of them being very active, and is organized around 6 work packages including data collection, impact evaluation, the development of 25 flats a year and a social support platform. It also includes strategies towards the private market, like the housing agency and training program on HF for social workers.

**National Approach:** since 1998 : National legislation for compulsory creation of services to deal with homelessness. Many action plans with national funding : social housing, sheltering, social support, boarding houses, housing intermediation in private sector.



# Challenges

## HOUSING STOCK

There is not enough social housing to fit everyone, and strategies to enter to the private market are needed. It is important to increase social housing and to find more public-private partnerships to create extra houses on top of the social housing.

## EXITING THE STAIRCASE MINDSET:

The prevalent approach is still a staircase approach and the path towards more permanent long-term solution is depending on the overall willingness to change. This is also helpful for avoiding relapses in the streets.

## FUNDING:

To allow more housing options and the development of housing

## GUARANTEEING INCLUSION IN THE GROWING CITY:



The economic dynamism around the aeronautics and space industry must not hide the reality of the increasing number of poor people.

## IMMIGRATION/ROMA



There are still camps and illegal occupation of big groups around the metropolitan area.

# Opportunities

## NETWORKING between cities and services:

The cities in Toulouse Metropole already share policies, methods and many services. This makes it easier to work in an integrated way.

## GOOD NATIONAL POLICY:

There is a good national support and the wish to move towards housing led solutions.

## POLITICAL SUPPORT:

There is very good political support.

## SOLIDARITY:



There is a great history of welcoming and solidarity in the city, this makes it easier also to keep the topic high on the political agenda.

## INNOVATION APPROACH:

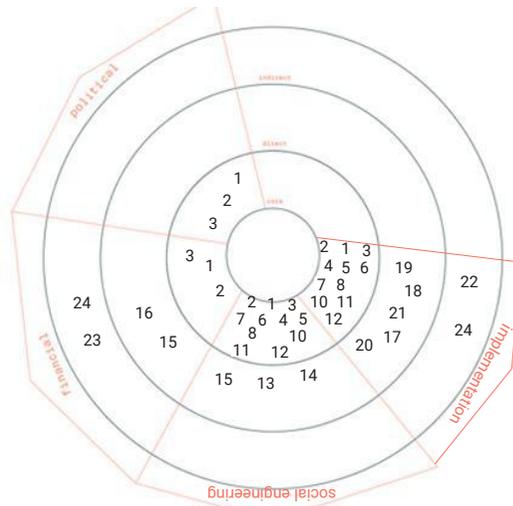


Tailored made and experimental. In the last years very specific and participatory projects were developed, allowing to experiment, fulfilling specific needs.

# The ULG

**ROOF Coordinator:** Dominique FIEVEZ  
**ULG Coordinator:** Dominique FIEVEZ  
**Communication manager:** Loredana BREAZU  
**Project management:** Loredana BREAZU

URBACT local group Coordinator	
name	Dominique FIEVEZ
organization	Toulouse Métropole
position	Head of Housing Service
connection with city administration	
connection with city departments	



## political support

level	who
local <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	Deputy Mayor for Solidarity and Social Cohesion
national <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	

## Self evaluation & partnership rational

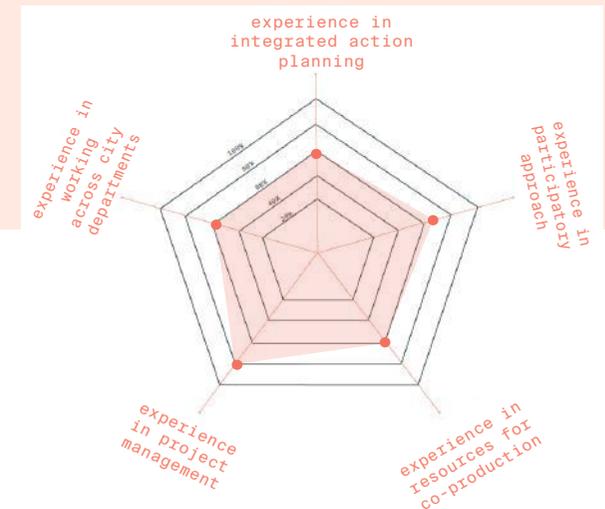
Toulouse and Toulouse Métropole recently launched a “Housing First” programme and is interested in learning from other cities what are the solutions implemented in other European cities, what practices already worked and can be transferred to Toulouse and vice-versa. As a project partner, Toulouse Métropole will be fully committed to the project’s implementation, to achieve its goals and provide the deliverables. We put a lot of emphasis on best practices exchange through the European networks and cooperation agreements with other European cities.

Toulouse Metropole works already in close collaboration with most of the identified stakeholders for this project, particularly in the context of Housing First programme (Prefecture of the Haute Garonne, the Haute Garonne Department Council or the Abbé Pierre Foundation) or mechanisms such as “Fonds de Solidarité Logement” (Housing Solidarity Fund). These pre-existing relationships will facilitate exchanges and the designing of a specific Local Action Plan and will ensure a rich, common and shared vision.

- Action Logement (Housing Action Group) as a key player in social and intermediate housing in France;
- Union Sociale de l’Habitat Occitanie as the regional union of federations of low-rent housing organisations (13 concerned in TM)
- The Abbé Pierre Foundation for financial support to projects related to the accommodation of people in difficulty and reflexion on the housing first approach;
- Associations having long term experience in support to households in difficulty:
- Habitat & Humanisme, SOLIHA 31, France Horizon, Union Cépière Robert Monnier (UCRM), Cités Caritas, Association du May...;
- Nexity Non-Profit, the social branch of the Estate Company Nexity, dedicated to investment in social projects;
- The Haute-Garonne SIAO (Integrated Service for reception and orientation);
- The Inter-municipal Housing Conference (CIL) that seeks to define inter-municipal housing allocation policy within the social rental stock, develop social diversity, promote cooperation between landlords and tenants, and improve transparency of the system for applicants and guides homeless families in need of shelter and suitable housing.

### Name of Stakeholder

- 1: Solidarity and Social Cohesion Department
- 2: Solidarity and Social Cohesion Department + Urban planning and Housing Department
- 3: Local State Services – Social Cohesion Department
- 4: SIAO
- 5: SOLIHA 31
- 6: Habitat et Humanisme
- 7: UCRM
- 8: France Horizon
- 10: Cités Caritas
- 11: Association Le may
- 12: Cd31 (county)
- 13: Fondation Abbé Pierre
- 14: Fédération des Acteurs de la Solidarité
- 15: DIHAL (National state services)
- 16: Housing Solidarity Fund
- 17: USH + 13 social Housing organizations
- 18: Action Logement
- 19: Croix Rouge, Secours catholique, Restos du Coeur, Main tendue, Protection Civile)
- 20: CRPA
- 21: Associations managing shelters
- 22: UNPI (Union of Private owners)
- 23: ANAH
- 24: Nexity



# IAP and partner resources

Toulouse Métropole will develop a plan focusing on answering the following questions:

## MAIN QUESTION

How to increase access to affordable housing in private sector?

## Sub-questions

What kind of housing must be targeted? (size, location, rent)

What guarantees or advantages can be given to private landlords?

What social or financial support for longlasting renting?

What organisation must be build up to consolidate the system?

## Indicators of change

- number of private owners
- matching criteria
- target group satisfaction

## Financial opportunities for the implementation of the plan

The annual budget of Toulouse Métropole and of the city of Toulouse include financial support to continue the implementation and the development of the Housing First plan. National financial support has already been granted for 2020.

economical support		who
level		
local	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	State Toulouse Métropole (Urban and Housing funding, Solidarity Housing Fund)
national	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input checked="" type="radio"/> <input type="radio"/>	

## Best Practice

### Bidonvilles

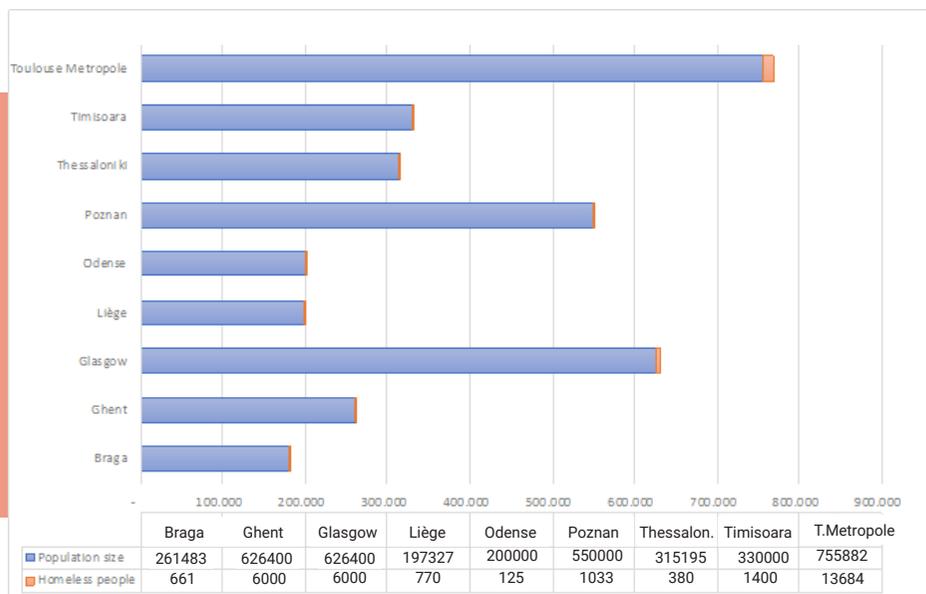
Since 2015, Toulouse has changed its strategic approach to Roma inclusion by shifting from the model of 'village d'insertion' (insertion villages) to piloting a new model to support Roma move out of 'bidonvilles' (camps or illegal settlements) directly into adequate housing in the city, be it social housing or regular rental on the private market. Most of the Roma people living in 'bidonvilles' come from Romania and Bulgaria, being EU citizens but not French nationals. The city's strategic approach consists of proposing housing solutions (desegregated in the city) to each Roma family from the camps accompanied by a social support programme, which is entrusted to two services providers, insertion associations selected via public contract: SOLIHA 31 and France Horizon. These associations work together with all the adequate public services to ensure access to schooling, healthcare, literacy and learning programmes, employment and citizen involvement, which are pre-conditions to a sustainable inclusion pathway to accompany housing inclusion

# SYNTHESIS & METODOLOGY

This chapter describes the **overall findings** from the state of the art and from the city profiles. It offers an overview on the **challenges** as well as on the opportunities explored and finally proposes a methodology to follow in the next two years.

# Analysis: context and understanding the challenge

## Different size of city, similar percentage of homeless people



**ROOF** is a partnership between 8 cities and 1 metropolitan area. Toulouse Metropole, Glasgow and Poznan are largest in terms of population. Timisoara and Thessaloniki count around 300k habitants, followed by Ghent, Odense, Liège, and with Braga as the smallest city. Thessaloniki has the higher density rate (8.1, 7.1). The percentage of homeless people in all cities is equal to or smaller than 1%. All cities give some indicators about the different categories, the numbers are not comparable as they use different counting methods.

## Small numbers big problems

Homelessness is the most extreme form of poverty. Roofless people are the most visible and are often perceived as the only homeless people. The small number of roofless people sometimes makes it hard to put the issue on the political agenda.

On the other hand, the political attention sometimes only goes to the roofless, as they represent a very visible problem, often right in the city centre.

Although the homeless are a small share of the population in most countries, these figures still represent roughly 24,500 people in the 9 cities.

Homelessness is a typical iceberg problem where the visible part only represents a small amount of the real social problem. For the municipality it is clear that there is more to homelessness and most of the cities in ROOF use the ETHOS typology or at least a typology which refers to that. Where the definition isn't exactly Ethos, it is very similar and possible to adapt. Only Timisoara doesn't use ETHOS at all. Also in the case of Timisoara it is possible to translate some of the categories into the ETHOS light model.

City	Total homeless	Roofless	% of Roofless
Braga	360	28	8%
Ghent	661	111	17%
Glasgow	6000	300	5%
Liège	770	170	22%
Odense	125	14	11%
Poznan	1033	263	25%
Thessaloniki	380	87	23%
Timisoara	1400	500	36%
Toulouse Metropole	13684	2295	17%

If we only look at the declared numbers of people living rough, we can notice that: The highest percentage of roofless people is in Timisoara (36%) followed by Pznan, Liège, Thessaloniki and Toulouse Metropole (around 20%), Ghent is at 17% and Odense at 11%, while for Braga 8% , Glasgow 5% . However, having analysed each city we can notice some clashing information: Thessaloniki, for example has a great number of **hidden homeless people**, they are mainly refugees passing through the city and staying for some time. They are never counted in the system. **Ghent has never conducted a proper street count**, so the number is only an estimate. Braga has a confirmed 8%, but many people living in temporary accommodation for 2 years and more, which are **not perceived as homeless**. For Glasgow, 5% is the right figure, but it is more interesting to know that it **did not change through the years**. This brings us back to the importance of data, both for a better comparison and for avoiding the iceberg problem.

# Data collection

The data used in this study is very difficult to compare. The cities collect their data with different methods for different categories. The table below shows for which category the cities collect data and with which method.

Data available (ethos light)	YES	NO	Methods used
People living rough	Liège, Toulouse Metropole, Timisoara, Glasgow, Odense, Poznan	Ghent, Thessaloniki (estimation), Braga	Counting through street teams (flow) or through Point In Time method. Some with interviews.
People living in emergency accommodation	Liège, Toulouse Metropole, Ghent, Glasgow, Timisoara, Odense, Poznan	Thessaloniki (estimation), Braga	Registration from the service providers, usually estimated.
People living in accommodation for the homeless	ALL		Registration from the service providers and social workers, usually complete profiles.
People living in institutions	Toulouse Metropole	ALL Others	Only Toulouse has an integrated system with institutions. Registration is shared.
People living in nonconventional dwellings due to lack of housing	Liège, Toulouse Metropole and Ghent, Thessaloniki (Estimation), Odense	Braga, Glasgow, Poznan	Some estimation, from police, the Housing companies and through counting on the street.
Homeless people living temporarily in conventional housing with family and friends	Toulouse Metropole (partial), Odense	All others	Some estimation, from police, social workers or the Housing companies.

Some of the main challenges in data collection were given by cities:

- There is no common method and comparison is difficult if not impossible.
- Different local stakeholders collect the data and only sometimes there is a common database
- Data is often collected without really knowing the reason for it and how it will be used.
- GDPR regulations are making it difficult to collect and share data.



## MOBILIZING WITH NUMBERS

### Using data for problem solving and advocacy

How may we change the perceived image of homeless people and offer visibility to the less obvious issues?

How to use data to advocate?

How to better compare the numbers knowing that all cities use ETHOS light or similar?

How to find similar methods for data collection. Is it possible to use them in the timeframe of ROOF? What are the methods available?

How to use the numbers towards a personalized and tailored approach?

How to collect data with problem solving in mind?

## Approach to homelessness

None of the cities openly speak about the criminalization approach in their context. In some cases, homeless people are evicted from inadequate housing and are moved to the streets or to emergency services.

All cities have some form of prevention, but this is a very complicated measure since prevention may touch upon different sectors such as the job market, education etc. The most common prevention measures strictly related to the house are taken after eviction notices.

The staircase approach is prevalent in all cities of the network except Odense and Glasgow.

Many of the cities have invested a great amount of money in temporary shelters in order to offer an (relatively quick) answer to a growing urgent demand. This may cause some resistance when trying to implement or upscale housing First solutions.

## Housing First State of the art in the ROOF cities

	HF since	HF number of people
Braga	2013	5
Ghent	2014	230
Glasgow	2018	155
Liège	2013	40
Odense	2009	495
Poznan	no	0
Thessaloniki	2019	0
Timisoara	no	0
Toulouse Metropole	2012	100

Four of the city partners have no or very little experience in Housing First. Timisoara has no formal HF, but some housing projects in the rural area are similar to HF. Poznan and Thessaloniki has no HF experience. Braga has only a few cases active. Thessaloniki Housing first is partially implemented in the Accommodation and Reintegration Program for a specific group of homeless. Braga already started in 2013 but the experience is still limited to 5 housed people.

Liège also started in 2013 and is now counting 40 housed people. Toulouse Metropole has 100 housed people in HF since 2012, and already started a new plan (in 2017) to scale up. Ghent is in the middle of the scaling process. The upscaling for Ghent is intended for the same target group. Upscaling in Ghent has brought imbalance to the social workers-users ratio and therefore caused a decline in success rates.

Glasgow and Odense are the two cities in the ROOF network with a systemic change towards housing led solutions generally. There are no more temporary shelters for the homeless and all solutions are housing based. The two cities are also in a scaling phase. The focus here may be for Glasgow on the non-decreasing numbers of roofless people and for Odense on keeping the quality and the fidelity of HF services.

Glasgow, Odense and Ghent offer housing inside their social housing system while the other cities use housing from the private housing market.



### PULLING CHANGE, MANAGING INNOVATION

How to bring change to the homelessness services, and how to manage it?

How to make a mindset shift towards housing first and housing led solutions? What advocacy strategies? What capacity building?

How to successfully upscale housing first experiences? Strategies for housing? Strategies for support system?

## Homelessness causes in ROOF cities

In all, the urgency and also the ability to act is on structural causes. In detail, the lack of affordable housing and the deinstitutionalization of care are the main ones:

### City growth at cost

In terms of STRUCTURAL FACTORS, the main issue presented is the lack of affordable qualitative housing. All cities in the ROOF network describe population and economic growth. The cities enjoy flourishing industry, successful universities and tourism as success factors. This growth, however, comes at a price: an increasing cost of living and especially housing prices. The private housing market becomes completely inaccessible for more and more people. Social housing is not sufficient and waiting lists become longer until they no longer appear as a guarantee. Private owners prefer to renovate their housing stock and rent it to people with better income. Also, city users are taking up an important space, and in some cases short term rents are more fruitful than longer ones. This way, many flats are taken away from the private market. Short term may be a year, a few months or also night stays. Some terms useful to the understanding of the phenomenon:

**Gentrification:** a process of changing the character of a neighbourhood through the influx of more affluent residents and businesses. Gentrification often increases the economic value of a neighbourhood but can force out low-income residents due to the increased cost of rent and higher cost of goods.

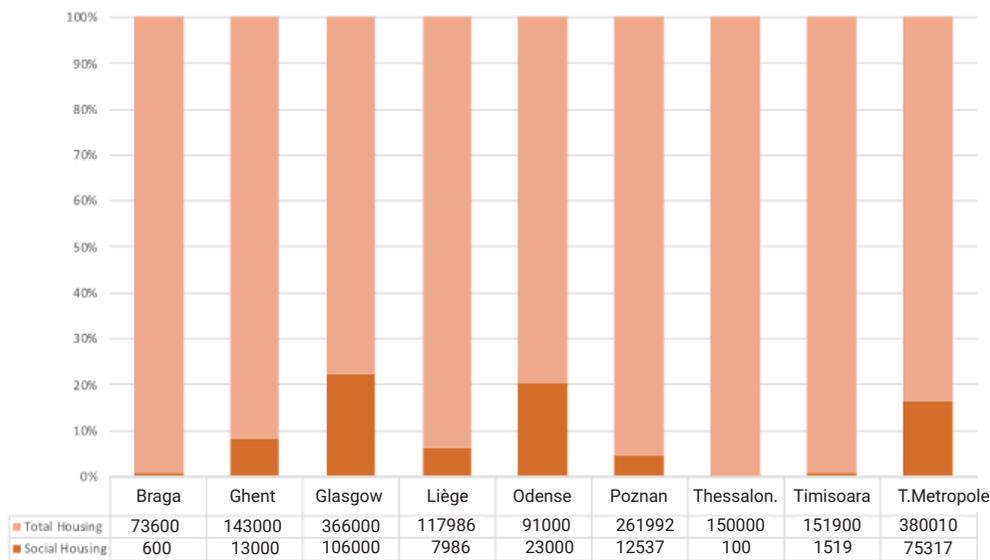
**The home sharing effect:** by making short-term rentals easier, home sharing platforms could cause some landlords to switch their properties from long-term rentals, which are aimed at local residents, to short-term rentals, which are aimed at visitors.

**Renoviction:** the eviction of all of a building's tenants on the grounds that a large-scale renovation is planned.

**The 'financialization of the housing market'** refers to the way capital investment in housing increasingly disconnects housing from its social function of providing a place to live in security and dignity and hence undermines the realization of housing as a human right.

Looking at the situation in the ROOF cities. Timisoara and Braga have a very small portion of social housing. Ghent and Toulouse Metropole have a larger offer, but similarly to Braga and Timisoara, the number of people on the waiting lists is so high, it is pretty much impossible to get a social house.

Social Housing % on the housing market



**MAKING AFFORDABLE HOUSING**

**Social housing:**

How to finance new buildings? How to reuse badly shaped or abandoned buildings? How not to create poverty ghettos? What new models for social housing?

**Private market:**

What laws and policies are needed to have more control on the market? How to offer social housing through the private market? How engage private landlords to rent to vulnerable groups? What are the strategies to match = demand and offer?

Another constant issue in all cities is the deinstitutionalization of care, together with, often the non-collaboration with healthcare institutions. All cities report difficulty with mentally disabled homeless people. The support system and the intensive care needed in these cases, has proven to be successful for Housing First, but collaboration is needed and new forms of support outside the institutions are to be found. Another target group left out of institutions and in risk of homelessness are ex-offenders. Their reallocation in a permanent house has proven to be successful but not without challenges, especially related to community integration

**Other causes:**

Immigration is a hot topic especially for the cities Thessaloniki, Ghent, Liège, Glasgow, and Toulouse Metropole. This is also part of the city growth but presents different challenges. Firstly, the need to guarantee a roof for even more people with no or very few economical means. Secondly, many non-registered people have little or no access to social services. Those people are condemned to remain on the streets. In cities without street counting they may remain invisible.

In terms of individual factors, homeless people addicted to alcohol and drugs are present in all cities. It is often difficult to understand if this was the cause or the result of being without a roof. Again, collaboration is needed with health institutes in order to offer the best support.



### IMPROVING THE SUPPORT SYSTEM

How to guarantee a support system to people leaving institutions?

How to improve the collaboration with health institutes, in order to offer better support for mental illnesses, drug and alcohol abuse?

How to overcome the challenges of non-registered citizens? How to better integrate immigrants through the housing system?

How to guarantee good support for HF, dealing with the right case load?

## Policy

City Level: all cities declare having a pretty good political support, especially from the social and welfare politics. Housing and health, as cited before, often remain missing stakeholders. Housing and health policies are not always connected to a specific homelessness policy or plan. All cities have specific plans on homelessness, some for emergency and some for more permanent solutions, as described above. Generic plans on housing, poverty or integration are also present in all cities. On a national level, on the other side, the cities are in different situations. The cities declare the following:

Strong national plans and programs	Glasgow, Toulouse Metropole, Odense
Good plans but without financial support	Braga
Weak national plans not able to offer any kind of support	Ghent, Liège, Thessaloniki, Poznan
Non existent	Timisoara

On a European Level – Network of networks. The ROOF network adds value because it connects a broad range of relevant (European) partners:

- Eurocities: Ghent, Timișoara are members of the working group Homelessness, Glasgow and Poznan even preside it. Toulouse Metropole intends to join. Timișoara, Toulouse Metropole and Ghent are members of the working group Housing. Ghent, Braga, Timișoara, Glasgow and Poznan have signed the Pledge on housing.
- EFUS (European Forum for Urban Security): Liège is president. The Manifesto of

Barcelona (2017) states that urban problems can be solved mainly through social cohesion policies.

- Vanguard cities: Glasgow is part of this select group of 12-14 cities on six continents that together with the Institute of Global Homelessness (IGH) launches A Place to Call Home. This is a global effort to support 150 cities to end street homelessness by 2030.
- www.100resilientcities.org: Thessaloniki and Glasgow were part of this network (concluded July 2019).
- HABITACT: Odense and Ghent were part of this former European exchange forum on local homeless strategies.

ROOF is working in strong cooperation with FEANTSA, European NGO on the topic, which is an asset.



### INTEGRATED ACTION PLANNING

How to plan and test valuable action plans?

How to influence and involve the national level?

What leverage on a European level and on the links between EU and the national level?

The analysis of the 9 partners allows a view on the main network questions divided in 5 main areas:

MOBILIZING WITH NUMBERS

PULLING CHANGE, MANAGING INNOVATION

MAKING AFFORDABLE HOUSING

IMPROVING THE SUPPORT SYSTEM

PLANNING INTEGRATED ACTIONS

How to tackle all of them in the course of the coming two years is described in the methodology below:

# Proposed methodology

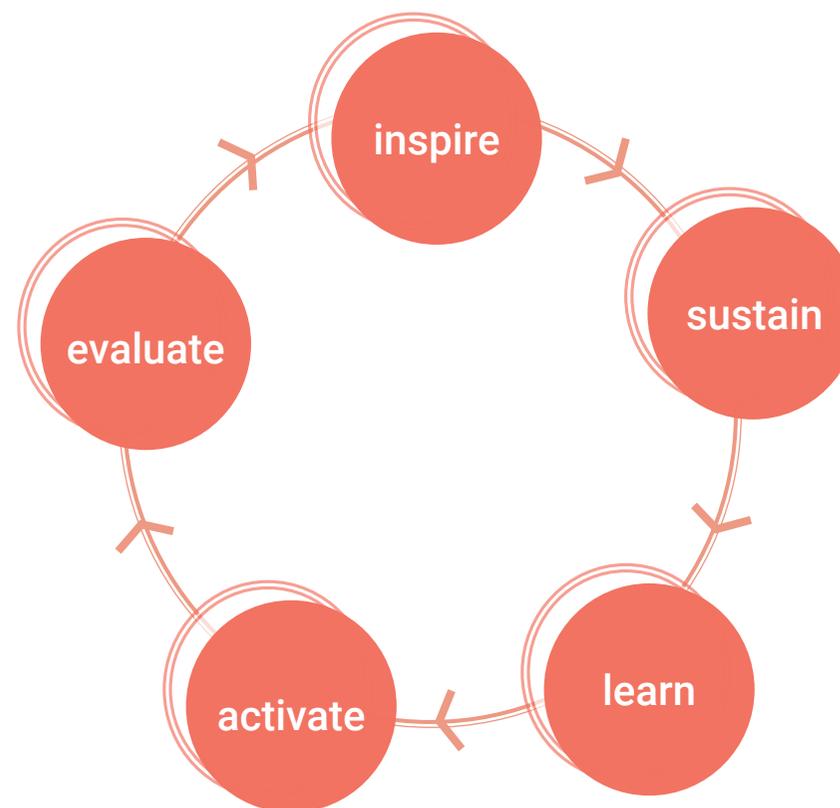
One of the most important outcomes of the study is the need for a change process. Each municipality will have to go through a process of bringing innovation to its system and dealing with managing it and evaluating their actions.

The methodology proposed here is based on Change Pulling and is structured around the specific needs and the questions that rose from the study.

What is Pulling change and how is it different from the push approach?

The push approach is:	The pull approach is:
Oriented towards crisis and creating a burning platform	Oriented towards opportunities
Ruled by command and control	Driven by a common vision co-created instead of dictated
Closely monitored in every step	Answering the question: "What's in it for me – and us?"
Forced through and upon every employee (and others around the organization)	Assuming that people are willing to as well as want to change
Trying to convince everyone that the loss of doing nothing is greater than changing	Focus on building and strengthening the organizational capabilities
Fundamentally build on necessity and chaos	The goal of the change itself is organizational agility, flexibility and a culture of continuous development and innovation
Exposes fear of failure.	Embraces anxiety of the new situation, and creates <a href="#">learning moments</a>

For the ROOF network the proposal is to follow a loop process. This loop is functional both on the transnational level and on the local level.



# Added value

x	<b>INSPIRE CHANGE (be the change you want to see)</b>	<b>SUSTAIN CHANGE (prove your way)</b>	<b>LEARN on how to make CHANGE happen (grow)</b>	<b>ACTIVATE Change (take action)</b>	<b>EVALUATE CHANGE</b>
Description	The inspiring phase is aimed at forming ambassadors for the change that is about to happen. To do that the first step is to form a common vision	To be more convincing and efficient in changing towards the right solutions, data is an essential part. In this phase, the information needed in order to support change is collected and used both for solution design and for advocacy.	Capacity building and specific skills are needed in order to manage new solutions. Here, a group of people should have enough expertise to be able and involve all relevant stakeholders.	Actions useful to demonstrate that the direction taken is correct or interesting. These could be useful for testing something completely new or to improve/scale existing practices. The idea is to try out quickly and understand if the actions taken are coherent and functioning.	The actions taken are evaluated and used to take the next steps again into the cycle. The change will be evaluated also through the expected impact and not only by output.
Transnational Level	The aim is that all representatives will become ROOF HEROES through the exposure to best practices, to experts words and to scientific proof. Each city will form a vision, including a draft IAP to serve as guideline during the whole process.	The representatives will learn more about data collection and will try plan a collective action of data collection enabling them to compare numbers and figures. They will also learn about data use, integrated systems and open data.	Specific sessions of skill growth and capacity building on topics that rise from this study, especially HF model, Accessible Housing and Support & guidance. For ROOF this will take the shape of a "winter school" with a program that will be built together with all partners. Local members may also be invited to join the session. In this stage ROOF members will also learn about SSA, and the importance of quickly testing parts of the whole plan.	Understanding very well action planning and choosing which parts to try out. All representatives will be able to compare draft Plans and to meta design their SSA. Also, tools for evaluation will be given to use during the activation phase and during peer review visits.	The members will peer review their SSA results and their DRAFT IAP.
Local Level	ROOF representatives will have to find their local ROOF HEROES and organise sessions for them sharing the same or more information given during transnational meeting.	The ULG will go through a similar session and will have to decide how to use available data or how to collect new data. Exercises will be done to try out both advocacy and solution design.	Each city will decide what kind of learning process is needed and for whom. They will be asked to organise sessions and lessons with the help of dedicated experts or by visits from people coming from the network.	SSA will be shared and co-designed with their ULG. They will implement the testing. They will also plan how the evaluation will take place.	Review and re-planning both for IAP and for SSA.
Main output	IAP Roadmap. Engagement strategy. Best practice gallery.	Data plan of action: why am I collecting? How to do it? Who to involve? How to use it?	Knowledge Hub, SSA journey mapping	SSA, Draft IAP	IAP

The process for pulling change is distributed over the two years of the network to fit the URBACT framework as demonstrated in the at the next page. During the two-years process the network will meet through transnational meetings (TM). In addition, there will be a period of time of 8 months, from April 2021 to Dec 2021 in which the partners will meet one on one to peer review and/or specific thematic contribution. In parallel with the transnational exchange, each city will work with its ULG in order to co-construct the action plan. ULG meetings will ideally take place before and after TMs.

ROOF will apply the methodology and tools learned through URBACT Summer University, and other URBACT training throughout the project. ROOF will use the provided guidance and tools. ROOF will work with templates, self-assessment tools, road/journey mapping, peer review tools and learning grids. During the process, different kinds of URBACT ad hoc experts will be involved for capacity building sessions or workshops.

Below is the process in detail:

## Kick-off 1st TM, June 2020, Glasgow

Glasgow has great expertise in HF and generally with housing oriented solutions. This makes it a great place to dedicate the first meeting of the second phase. The main objective here is to create “**ROOF HEROES**”, or else ambassadors, people highly convinced and motivated to bring change to their system and able to inspire others on the local level (Consolidation of ULG). Glasgow will give a good opportunity to look at best practices at first hand. Other best practices from other cities will be presented and experts will bring “proof of concept” experiences. The examples will also include financial innovative models and affordable housing systems. The **VISIONING** work started already at the end of phase one will be developed along the **IAP roadmap**. A session will be dedicated to storyboarding an advocacy video. All partners will report on their ULG consolidation and the network will define the standardized **ULG framework**. The meeting will also pay attention to how to start the EUROPEAN ADVOCACY trajectory aimed at having an impact on European homelessness policy. If possible, a political roundtable will be organised with representatives from each partner city. A session dedicated to SSA will also take place.

- **Target group:** Partners, ULG members from Glasgow, Politicians from all cities
- **ULG meeting focus:** finding the local heroes, transferring best practices, sharing impressions and elaborating IAP roadmaps.
- **WEBINAR:** IAP roadmap review

## 2nd TM, October 2020, Odense

Data collection and use are at the heart of this meeting. The partners will exchange on their experience and will have expert meeting on two different skills: methods for collecting data and the use of data for advocacy and problem solving. The partners will follow the IAP

roadmap and will understand what are the actions needed in terms of data to sustain their planned action. E&L tools will be developed and shared and the use of other tools, also gained during USU, will be facilitated. Each city will complete the IAP roadmap with a specific plan on data.

Beyond the topic of Data a workshop around possible SMALL SCALE ACTIONS will be organised. The partners will participate in a capacity building session for the design of successful Small Scale Actions. The idea is to try out quickly and understand if the actions taken are coherent and functioning. The PPs will be introduced to the concept of SSA journey mapping. Finally, tools for evaluation will be given to use during the test phase. The PPs should decide by the end of Jan 2021 at the latest if they want to do a small scale test, what it will be and when to do it.

Odense has a vast experience of many years on data collection and use, which makes it an ideal place to discuss these topics. The PPs will bring their own experience to exchange on and will have expert meetings on two different skills: methods for collecting data and the use of data for advocacy and problem solving.

- **Target group:** Partners, ULG members from all cities, ULG members from Odense .
- **ULG meeting focus:** two meetings to tackle data and SSA. For data, sharing the plan and with SSA co-designing a journey map.
- **WEBINAR:** SSA Journey Mapping.

## 3rd TM, Winter school January 2021, Braga

Many Housing First Specific issues are still to be explored by all partners. This meeting will take the form of a school and will be open also to ULG members who are interested. Different levels will be offered, and the precise “lessons” will be decided together with the partners. “Teachers” will be mostly from the network itself with the help of dedicated experts, where needed. The school may be organised in collaboration with FEANTSA. The main topics for the winter school will be related to:

- The HF concept, start-up and scaling
- Affordable housing
- Support system
- Financing and entrepreneurship for HF

Braga has a social innovation center, which makes it an ideal place to hold the winter school

- **Target group:** Partners, ULG members from all cities, ULG members from Braga, Politicians from Portugal
- **ULG meeting focus:** dedicated learning sessions to the ULG and to sub-groups

## 4th TM, June 2021, Timisoara

The MTR Network Meeting is a **Mid-term Reflection meeting** with a dedicated session discussing the results of the MTR survey. TM 4 has a dual goal: Learning through a Midterm Review and Activating change (taking action). On the one hand representatives are given the chance to assess progress, compare draft Plans, learn on how to evaluate and use this to work on their IAP. On the other hand, partners can review the first results of their small scale tests or further design it.

Timisoara wants to test Housing First. As it will be hosting different events as Culture Capital of Europe, this will be a good opportunity to explore and evaluate advocacy actions on the topic of homelessness in the framework of a cultural event.

- **Target group:** Partners, ULG members from Timisoara
- **ULG meeting focus:** reviewing the plans locally, working on SSA
- **WEBINAR:** IAP Review

## The Final IAP meeting 5th TM, January 2022, Toulouse Metropole

This meeting is about evaluating change, preparing operationalization and about dissemination and capitalization. The actions taken are evaluated and used to take the next steps again into the cycle. The change will be evaluated also through the expected impact and not only by output. The members partner cities will peer review their draft close to Final IAP and their SSA results. Together with the peer review, attention will also be paid to how to communicate and disseminate everything. Main aim:

- To compare partners' final IAPs and review for last improvements related to definition of actions.
- To define priority target groups and adjust the formats of Integrated Action Plans (i.e. decision makers, financiers, and citizens).
- To provide training for communication of the IAPs i.e. pitching, negotiations, lobbying etc.

Toulouse Metropole hosting the meeting will share from their best practices on past integrated action plans and will offer examples on how to involve stakeholders on a national level.

- **Target group:** Partners, ULG members from Toulouse Metropole
- **ULG meeting focus:** Final IAP communication and dissemination strategies

## 6th TM + FINAL EVENT, March 2022, Liège and Ghent

The final network meeting is a final partner meeting to discuss project closure, dissemination of final results and products. It will take place in Liège. During the final meeting participants will also discuss future collaboration opportunities. The final event will take the network back to inspiration phase. It will aim at showcasing the final results and sharing them with stakeholders and organisations related to the subjects of ROOF, it will therefore involve a wider public. It will offer all cities involved a good communication opportunity. Furthermore, the final network will be the culmination of the European Advocacy Trajectory that will take place throughout Phase 2. During the project ROOF will collaborate with URBACT, FEANTSA and if possible Eurocities and pave the way to have an impact on European policies as well.

- **Target group:** Partners, Large audience, decision makers, EU politicians.

## Peer review visits, April 2021-December 2021

During phase 2 the partner cities will do 9 peer review visits, in small groups. The visits will be organised in triangle combination so that each city hosts one other city and visit another one. The visits are mainly about giving the hosting city the possibility to receive feedback on the IAP and on specific SSA. However, it is also about learning from each other on specific good practices. These exchanges can take the form of a study visit to see and discuss things in situ, but will also allow for peer reviews/mentoring where there is need e.g. experienced HF implementers visiting cities where HF is very new and assist them in the service provision design etc. That way a much larger number of stakeholders could be exposed to the know-how and there could be some form of mentoring to key core stakeholders to assist in niche issues which would be difficult to cover in a study visit. The hosting city in turn can offer its own expertise on a topic of interest, e.g. working with a specific target group.

## Link between the transnational and local level will be guaranteed through

# Link between the transnational and local level will be guaranteed through

- The choice of the right people to attend the transnational meetings. We will foresee a framework for that in the IAP roadmap template. Through this, all partners can reflect and plan this beforehand.
- The creation of strong links between what happens during the TM's and what happens before and after that in the ULGs. Each partner will have tools to prepare inputs and outputs from each meeting.
- In reporting each transnational meeting, a responsible person will capture the maximum of content/ actions/ atmosphere/ insights/ on video/social media or through publications so that the amount of exchanged content is still usable afterwards, for example during ULG meetings, or by people who were not attending the transnational meetings.

- the ROOF project plans to set up a KNOWLEDGE HUB. This will be the main translator of international knowledge to the local level.
- SSA journey mapping will be used to trace the work of each partner in planning, implementing and evaluation their small actions. It will give each partner the possibility to create a feasible process to share and co-design with the ULG.
- LP and LE will periodically check the local progress and facilitate the translation between transnational knowledge and local action planning. Regular conference calls will be set up for that. Potentially extra visits are also possible.



2020				2021				2022			
MAY -JUNE 1-2	JULY- AUG 2-4	SEP-OCT 4-6	NOV-DEC 6-8	JAN - FEB 8-10	MAR-APR 10-12	MAY-JUNE 12-14	JULY-AUG 14-16	SEP-OCT 16-18	NOV-DEC 18-20	JAN-FEB 20-22	MAR-APR 22-24
Activation		Planning Actions						Planning Implementation			IAP finale
Inspire		Sustain		Learn			Activate		Evaluate		Inspire
KICK OFF 1st TM		2nd TM		3rd TM		4th TM		5th TM		6th TM + FINAL EVENT	
Glasgow		Odense		Braga		Timisoara		Peer visits period		Toulouse Liège + Ghent	
Becoming ROOF HEROES: Best practices, proof of concept and change management skills		Sustaining change with data: methods on collecting and using data		Winter school: expanding knowledge on HF specific topics, skills		Mid-Term Review. progress assessment of IAP Skills: SSA design		IAP. Peer review Skills: dissemination and capitalisazion		Project closure, Sharing results, communication and inspiration!	
IAP Roadmap						Draft IAP		Final IAP			
Activation meeting						MTR meeting		FINAL IAP meeting			

## POSSIBLE SMALL SCALE ACTIONS (SSA) TO ACTIVATE

A Small Scale Action is experimentation. It is an idea or a concept, perhaps already tried in another city, which can be tested to check the relevance, feasibility and added value of its implementation in different local contexts. The Small Scale Actions are limited in time, scale and space and by their nature have the right to fail. Cities will be able to learn from these tests, measure the results and either adapt, upscale or reject actions to be included in the Integrated Action Plan based on this experience.

The actions for the ROOF network may be centered in the 5 opportunities areas. Here is a first hypothesis for the possible actions and the cities interested. This will be confirmed and consolidated during the first two TMs.

Area 1 – Mobilizing with data	Who	How
Data collection: try out a specific methods	Ghent/Liège/Poznan	Counting (quantitative and qualitative data) in collaboration with universities
Data collection: tools to collect data	Ghent/Liège/Braga/Poznan	Counting (quantitative and qualitative data) in collaboration with universities/ Braga: national strategy and ULG
Data use: test story telling strategies	Braga/Poznan/Glasgow	Counting with ULG and HPH - Human Power Hub
Data use: try open data platforms	Braga	Counting with National Strategy and ULG
Data use: test systems allowing the sharing of data	Braga	Analysis of available data from the Ethos light in partnership with the union of social housing companies (Rooflessness, houselessness ...)
Data use : test analysis of data from social housing waiting list	Toulouse Metropole	
Area 2 – pulling change		
Pilot HF (1-3 people)	Timisoara	
Work with a small group of support givers to create ambassadors	Braga	Counting with ULG /HPH
Make HF badge or certificate to use by the city		
Test if we are organized in the best possible way to making HF sustainable	Odense/Glasgow	
Area 3 – making affordable housing		
Test parts of social rental agency/take preparatory actions for social rental agency	Thessaloniki	Develop an online platform which will host two complementary categories: 1) online application form for home owners interested in re-entering their empty and/or closed homes in the housing market through 'socialising' their home, 2) a database which will be developed by outreach staff who will contact individual landlords, real estate agencies, constructors, other property owners in order to establish an affordable housing stock which can be used by the social rental agency once established. In addition, part of this stock will be used to implement the pilot Housing First programme to be implemented by one of our ULG members. The database, in addition to details on the characteristics of the specific housing unit, will include a review of renovation needs. Development of a municipal and public property database and registry. The database will provide also information on the status, current structural state of properties, legal issues if any linked to the property among others. The action will also identify properties and rate them in terms of property readiness (how quickly and with what investment they can be used for housing as well as commitment of institution to allocate the property for immediate use) for fast track allocation to Housing First needs. The database will form an integral part of the self-financing strategy of the social rental agency to be established.
Preparatory actions for social rental agency	Thessaloniki	
Test new tools to use with private owners/ housing developers	Liège/Ghent/Poznan/Toulouse Metropole	Solidar owner project/Communication tools adressed to private owners
test new renovation methods for social housing	Braga	Counting with National strategy and ULG /HPH
Test collaborative spaces/services	Braga	Counting with National strategy and ULG /HPH
Test new tool for renovation of private affordable housing	Toulouse Metropole	Evaluation of the number and profiles of private owners using the tool to put back on the rental market affordable housing for homeless people
Area 4- improving the support system		
Work with a small group of support givers to change their support method	Braga	Counting with National strategy and ULG /HPH <u>We buy 20 laptops. With these laptops we set-up a fixed number of group lessons for HF-clients where they learn a very different range of skills that help them to reconnect to society: keeping their own budget in excel, requesting documents, applying for jobs or making contact to all kinds of online services.</u>
Test if technology may improve HF users connectiveness and integration	Ghent/Glasgow	
Test tools to support service providers		
Evaluation of the support platform experimentation	Toulouse Metropole	After one year activity, collaborative analysis of the strenghts and weaknesses of the support platform to be able to ajust the methodology to the needs Coconstruction of dashboards, reporting review, confidentiality chart...to improve the coordination of support providers
Test operational tools to manage service providers	Toulouse Metropole	
Test a model of support services using lived experience and social enterprise	Glasgow	
Test if we deliver the right support according to the Housing First Thinking	Odense/Braga/Ghent	Counting with National strategy and ULG
Test how CTI/ICM play together with the other support	Odense/Ghent	
Area 5 – integrated action planning		
Test engagement tools towards a national plan		
Test new tools for participatory decision making	Braga/Glasgow	Counting with National strategy and ULG / HPH
Test dissemination methods	Braga	Counting with ULG / HPH / CIM Cávado (Intermunicipality Community)

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