8th OVERVIEW OF HOUSING EXCLUSION IN EUROPE

FEANTSA

FONDATION Abbé Pierre

CONTENTS

The report is divided into **four chapters**

1 STATE OF PLAY ON HOMELESSNESS

STATISTICAL REVIEW

Homelessness is difficult to measure and there is a consensus that it is impossible to have a true picture of its extent in Europe.
The **obstacles** generally mentioned are of **two kinds**:

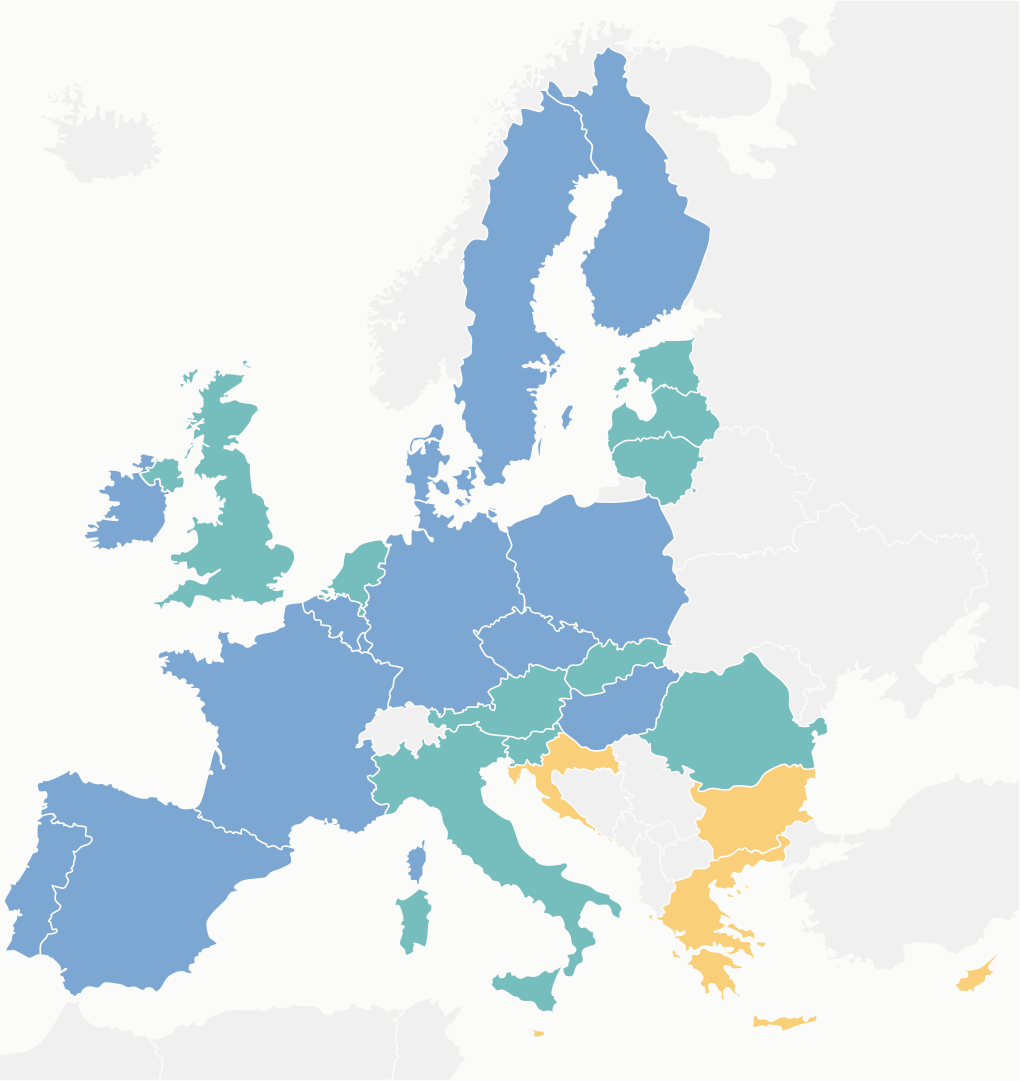
- The first, and probably the most important, is the **lack of available data**.
- The second is methodological and concerns the **incomparability of existing data**.

Given the disparity and uneven quality of the data available, the aim was to develop an **approach that would overcome these difficulties**.
The statistical collection consisted of selecting the most reliable data for each Member State. The results of the surveys were selected on the basis of **three criteria**.

- **The reliability of the methodology**
- **The geographical coverage**
- **The date of completion**

METHODS MAPPING

CLASSIFICATION OF SURVEYS
BY TYPE AND RELEVANCE



- Point-in-time counts
- Administrative data / Counts regardless of categories
- Dated or insufficiently robust surveys

ETHOS

EUROPEAN TYPOLOGY OF HOMELESSNESS AND HOUSING EXCLUSION

- 1 People living rough
  - 1.1 Public spaces / external spaces
- 2 People in emergency accommodation
  - 2.1 Overnight shelters
- 3 People living in accommodation for the homeless
  - 3.1 Homeless hostels
  - 3.2 Temporary accommodation
  - 3.3 Transitional supported accommodation
  - 3.4 Women's shelters or refuge accommodation
- 4 People living in institutions
  - 4.1 Health care institutions
  - 4.2 Penal institutions
- 5 People living in non-conventional dwellings
  - 5.1 Mobile homes
  - 5.2 Non-conventional buildings
  - 5.3 Temporary structures
- 6 Homeless people living temporarily with family and friends
  - 6.1 Conventional housing, but not the person's usual place of residence

Country	Date	Method	Period	Description	ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Source
 Germany	2022	Count Survey	1 night 1 week	The census, which covers people in temporary accommodations, is supplemented by an extrapolation of the results of a local count of people sleeping rough and people staying with third parties	32,467	48,440	129,705			52,033		262,645	Destatis GISS & Kantar Public
 Austria	2020	Recording	1 year	Data are collected on people who are recorded as homeless in the central population register and on those who are reported by some of the accommodation services during the year								19,912	Statistik Austria
 Belgium	2020 2021	Counts	1 night 1 week	The figures are based on a compilation of the results of point-in-time censuses (night counts and statistical collections) carried out in several cities and regions of the country	1,187	2,320	3,193	671	2,551	2,608	994	13,524	Bruss'help Fondation Roi Baudoin
 Denmark	2022	Count	1 week	The biennial national questionnaire survey covers homeless people who are known to accommodation centres, social services, local authorities and non-governmental organisations	535	246	2,955	195		1,152	704	5,789	VIVE
 Spain	2022	Count Extrapolation	6 weeks	The data collected concerns a representative sample of adults who are homeless and users of temporary accommodations and social restaurants located in major cities	4,508	11,498			5,478		7,068	28,552	Instituto Nacional de Estadística
 Estonia	2017	Recording	1 year	The figures recorded annually refer exclusively to homeless people who are not registered as having a formal address and who make use of the services of temporary accommodation		1,546						1,546	Sotsiaalministeerium
 Finland	2022	Count	1 night	The census consists of a compilation of data collected by municipalities from social assistance registers and from agencies responsible for processing applications for rental housing	492		302	328		2,564		3,686	Asumisen rahoitus- ja kehittämiskeskus
 France	2021	Count	1 night	The data provides information on places in temporary accommodation and housing (night shelters, integration and stabilisation centres)		166,331	42,743					209,074	Fondation Abbé Pierre
 Hungary	2022	Count	1 night	The annual questionnaire survey makes it possible to reach a proportion of rough sleepers and beneficiaries of emergency accommodation and temporary shelters	1,649	5,295						6,944	Menhely Alapítvány
 Ireland	2022	Count	1 week	The figures produced monthly by local authorities refer to the number of homeless people using temporary accommodation financed by the state		11,632						11,632	Department of Housing, Local Government and Heritage
 Italy	2021	Recording	1 year	The data obtained from the population census refer to persons registered with a virtual address at the municipal registration offices or at the homeless assistance services								96,197	Istituto Nazionale di Statistica
 Latvia	2021	Recording	1 year	The annual statistics produced by the Ministry of Social Affairs cover people benefiting from accommodation in a night shelter or a homeless hostel		5,644						5,644	Labklājības ministrija

Country	Date	Method	Period	Description	ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Source
Lithuania	2021	Recording	1 year	The administrative data collected as part of the national census relate to people living in an emergency shelter or homeless hostel managed by social services		4,009						4,009	Statistics Lithuania
Luxembourg	2017	Count	1 night	The figures collected from around twenty operating organisations refer to the number of homeless adults being cared for in the accommodation structures		420						420	Ministère de la Famille, de l'Intégration et à la Grande Région
Netherlands	2021	Count Extrapolation	1 night	The census, based on a compilation of data from different social welfare registers, aims to estimate the number of people aged 18 to 65 who are recorded as homeless								32,000	Centraal Bureau voor de Statistiek
Poland	2019	Count	1 night	The questionnaire survey is based on a national intersectoral collaboration involving local authorities, police, homeless accommodation, associations and volunteers	2,551	4,299	16,962	3,062	3,456			30,330	Ministerstwo Rodziny i Polityki Społecznej
Portugal	2021	Count	1 night	The census, which is carried out at the level of each municipality by coordinating the various support services, covers rough sleepers and people in temporary accommodation	4,873		4,731					9,604	ENIPSSA
Romania	2017	Recording	1 year	The figures represent the average number of homeless people accommodated monthly in night shelters and social rehabilitation centres managed by the authorities and associations		1,997	979					2,976	Ministerul Muncii și Solidarității Sociale
UK	2019	Recording Extrapolation	1 year	The data are the result of a compilation of national estimates of the number of homeless households produced from different administrative sources	17,042	46,875	22,371		18,556	137,588		242,432	Crisis
Slovakia	2020	Recording	1 year	The annual administrative statistics on the use of social services include homeless people accommodated in night shelters, hostels and transitional housing		7,609	3,052					10,661	Ministerstvo práce, sociálnych vecí a rodiny
Slovenia	2020	Recording	1 year	The figures, produced from the annual reports of social service providers, refer to homeless people receiving a supported accommodation service			1,047					1,047	Inštitut Republike Slovenije za Socialno varstvo
Sweden	2017	Count	1 week	The survey, which is conducted every six years, collects data from organisations that are in contact with homeless people who are adults or minors living without their parents	990	4,921	8,154	2,447		5,726	11,031	33,269	Socialstyrelsen
Czechia	2019	Count Extrapolation	1 week	The census consists of an extrapolation of the results of surveys (night counts and statistical collections) carried out in a large part of the country's municipalities	8,892	2,716	8,045	4,172				23,825	Výzkumný ústav práce a sociálních věcí
Europe	Compilation of counts			Total number of persons whose living situation is described by ETHOS categories 1, 2 or 3 and who have been covered by a point-in-time count (first type of survey)	533,054								

EUROPEAN ESTIMATION

COMPILATION AND EXTRAPOLATION TO THE EUROPEAN POPULATION

(ETHOS LIGHT 1 · 2 · 3)

Based on the reorganisation of the data, the statistics produced through **point-in-time counts** and covering people whose living situation is described by **ETHOS 1, 2 and 3** have been compiled.

A total of **533,054** people were identified in **13 Member States** during snapshot counts conducted between 2017 and 2022.

The aggregate national populations of these 13 countries amounts to 305,558,738 people. Homeless people counted represent **0.174%** of the total population of these 13 countries.

Applying this percentage to the total European population, the number of homeless people in Europe can be estimated at **896,430**.

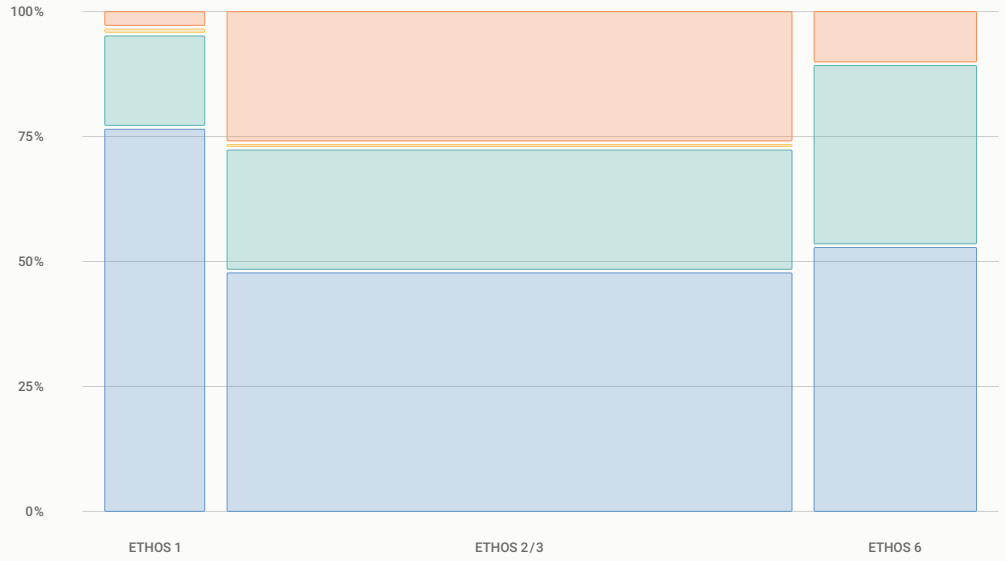
- 533,054 / 305,558,738 x 100 = 0.17445
- 513,854,345 x 0.17445 / 100 = 896,430

Country	Date	ETHOS 1	ETHOS 2	ETHOS 3	National population	%
Germany	2022	210,612			83,237,124	0.253
Belgium	2021	6,700			11,554,767	0.058
Denmark	2022	3,738			5,873,420	0.064
Spain	2022	16,006			47,432,805	0.034
Finland	2022	794			5,548,241	0.014
France	2021	209,074			67,656,682	0.309
Hungary	2022	6,944			9,689,010	0.072
Ireland	2022	11,632			5,060,005	0.230
Luxembourg	2017	420			590,667	0.071
Poland	2019	23,812			37,972,812	0.063
Portugal	2021	9,604			10,298,252	0.093
Sweden	2017	14,065			9,995,153	0.141
Czechia	2019	19,653			10,649,800	0.185
Total		533,054			305,558,738	0.174
Europe	2022	896,430			513,854,345	0.174

GERMANY

DISTRIBUTION BY GENDER AND AGE
ACCORDING TO ETHOS LIGHT CATEGORY
(2022) · DESTATIS / GISS & KANTAR PUBLIC

- **262,645** homeless counted during the first national census.
- **32,467** were living rough, **178,145** were accommodated, **52,033** were staying with relatives.

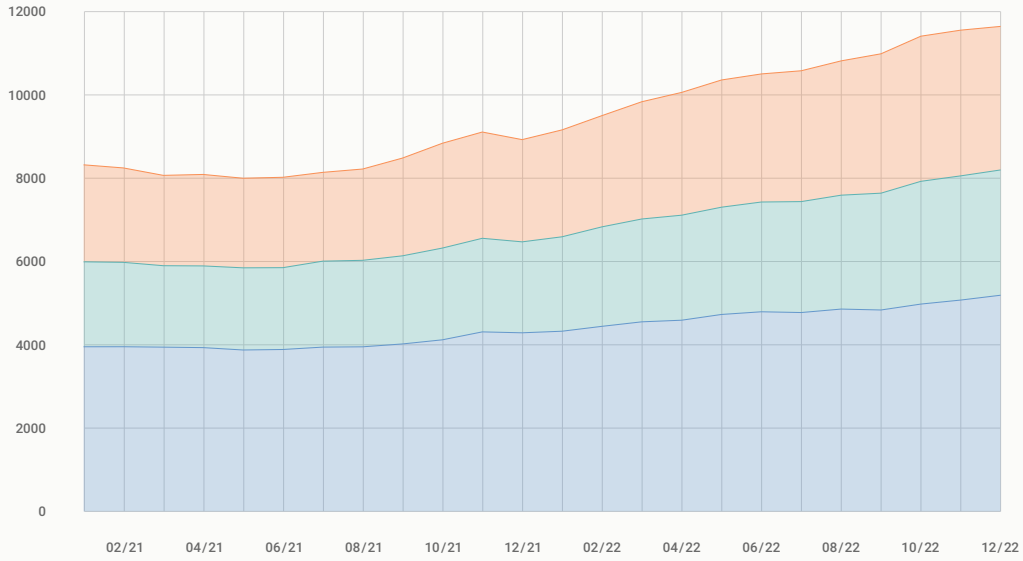


IRELAND

EVOLUTION OF THE NUMBER OF PEOPLE ACCOMMODATED BY GENDER AND AGE

(2021-2022) · DHLGH

- **11,632** people accommodated in emergency shelters in December 2022.
- The number of people requiring accommodation services has risen by **40%** over the last two years.

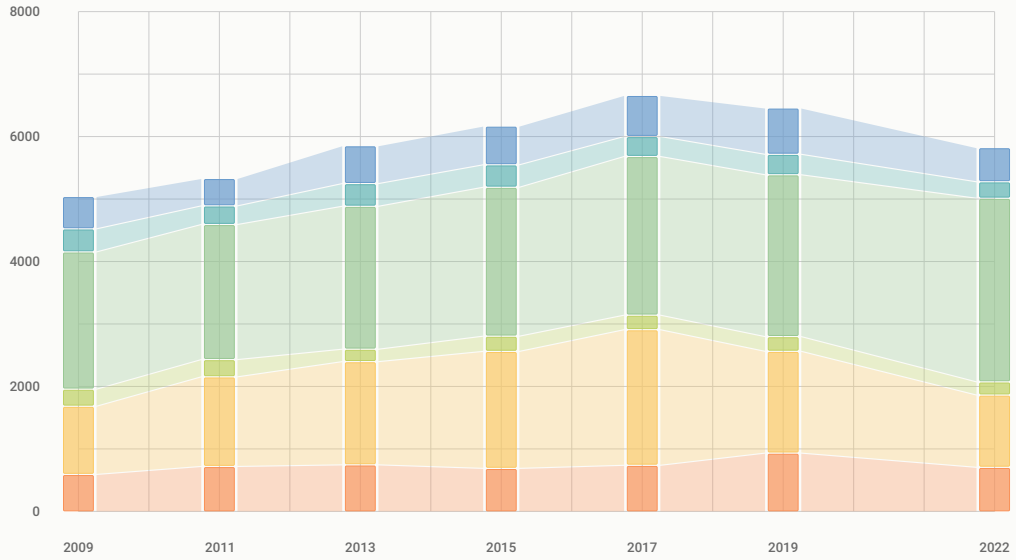


DENMARK

EVOLUTION OF THE NUMBER OF PEOPLE COUNTED BY ETHOS LIGHT CATEGORY

(2009-2022) · VIVE

- **5,789** homeless counted during the last census in 2022.
- The number of homeless people counted has progressively decreased by **13%** between 2017 and 2022.

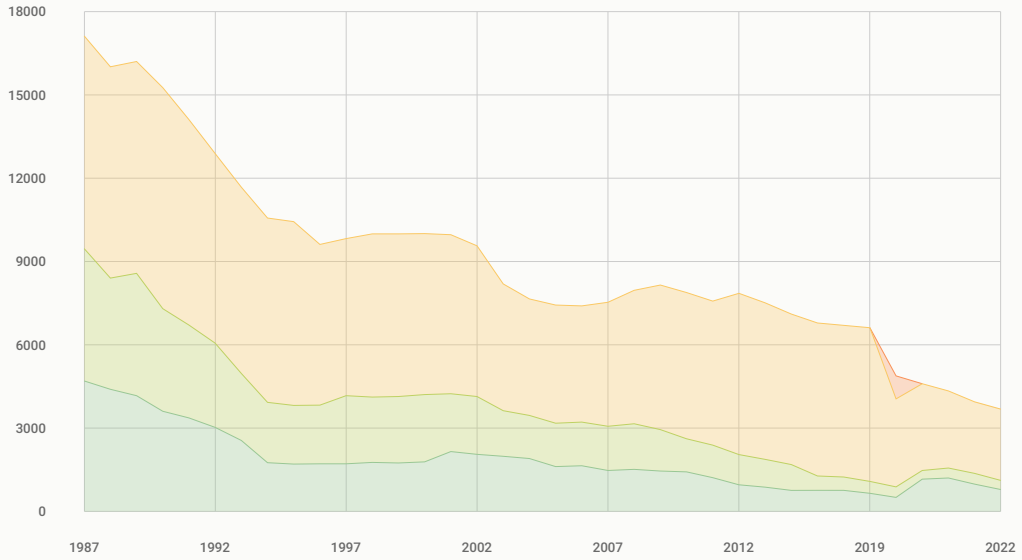


FINLAND

EVOLUTION OF THE NUMBER OF PEOPLE COUNTED BY ETHOS LIGHT CATEGORY

(1987-2022) · ARA

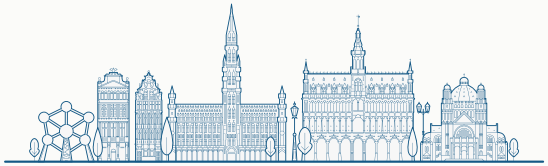
- **3,686** homeless counted during the census in November 2022.
- The number of homeless people counted has decreased massively, by **78%** since the end of the 1980s.



HOMELESS IN METROPOLITAN AREAS

BARCELONA **1063** rough sleepers
MAY 2022 **+19 %** in one year

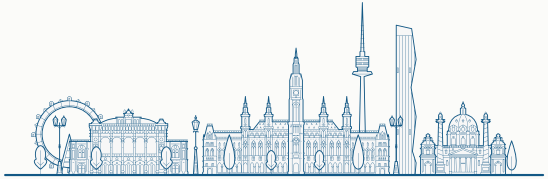
BERLIN **965** rough sleepers
JANUARY 29, 2020 **1011** people in emergency accommodation



BRUSSELS **719** rough sleepers
NOVEMBER 9, 2020 **1928** people in emergency accommodation

DUBLIN **8376** people in emergency accommodation
DECEMBER 2020 **+31 %** in one year

PARIS **2598** rough sleepers
JANUARY 20, 2022 **69 %** living rough for more than a year



VIENNA **12460** beneficiaries of homeless services
YEAR 2021 **+50 %** in ten years

EUROPEAN COMMITMENTS

> Homelessness is the **most extreme form of social exclusion** and it has been growing across the EU. We must act now. The European Platform on Combatting Homelessness will help partners to share experiences and policy measures that have worked in their regions and cities, so we can **radically reduce homelessness in Europe**.
>
> — *Nicolas Schmit, European Commissioner, 21st june 2021*

The **European Platform on Combatting Homelessness** has the potential to become a real and indispensable forum for advancing policies in EU countries.

However the ambitions of European institutions cannot replace the political will of **local, regional and national authorities**. To go beyond vague declarations of intent, EPOCH must be able to provide concrete support for the gradual improvement of policies and services by offering tangible tools and activities. It must also progressively ensure that all **relevant European policies** play their part in preventing and dealing with homelessness and poor housing.

2 A LOOK AT UNFIT HOUSING IN EUROPE

PROBLEM OVERVIEW

> Adequate housing must provide more than four walls and a roof. Housing is not adequate if it does not guarantee physical safety or provide adequate space, as well as **protection against the cold**, **damp**, **heat**, rain, wind, other threats to health and structural hazards. Housing is not adequate if its occupants do not have safe **drinking water**, **adequate sanitation**, **energy** for cooking, heating, lighting, food storage or refuse disposal.
>
> — *The United Nations Committee on Economic, Social and Cultural Rights*

Severe housing deprivation rate is defined as the percentage of population living in a dwelling which is considered as **overcrowded** and presents one of the following defects: **leaking roof**, **no bath**, **shower or toilet**, or **considered too dark**.

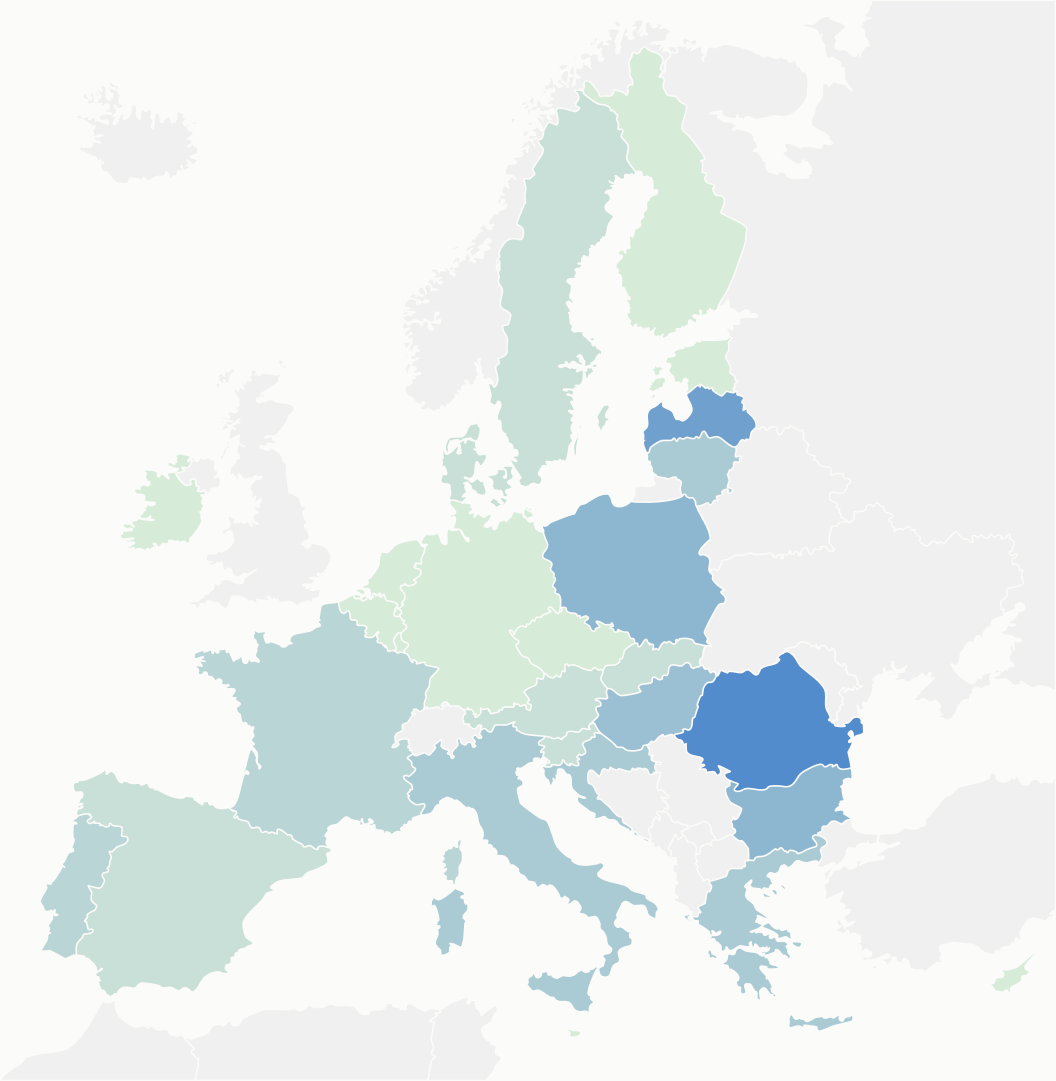
According to Eurostat, more than **19 million people** were in this situation in **2020**. The proportion of the European population affected has increased by **7.5% between 2019 and 2020**.

EXTENT OF UNFIT HOUSING

HOUSEHOLDS IN SEVERE HOUSING DEPRIVATION

(2020 IN % / 2010-2020 IN %) · EUROSTAT

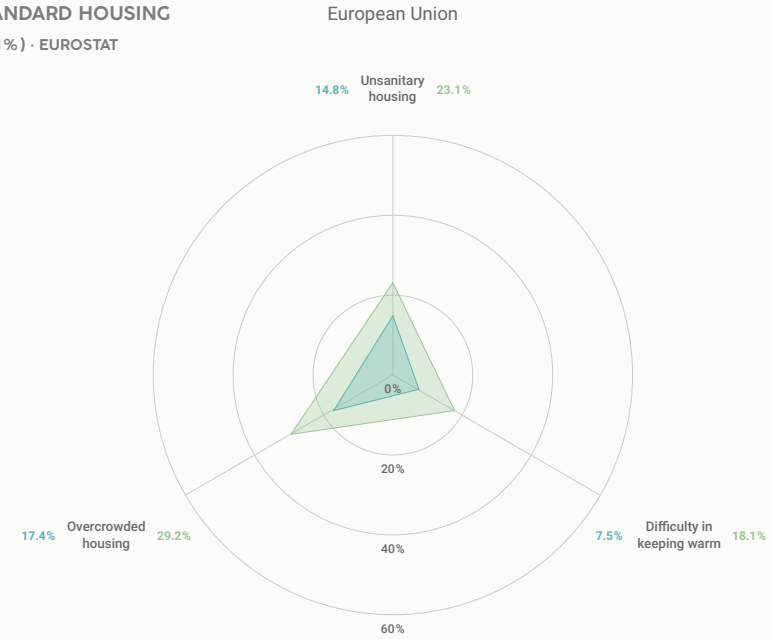
Malta	1,0%	▼	- 29%
Finland	1,0%	▲	11%
Germany	1,2%	▼	- 43%
Ireland	1,4%	▲	180%
Netherlands	1,5%	▲	200%
Cyprus	1,6%	=	0%
Luxembourg	1,6%	▼	- 30%
Czechia	2,0%	▼	- 56%
Estonia	2,1%	▼	- 82%
Belgium	2,3%	▲	21%
Sweden	2,5%	▲	25%
Denmark	2,8%	▲	115%
Austria	3,0%	▼	- 25%
Slovenia	3,1%	▼	- 80%
Slovakia	3,2%	▼	- 16%
Spain	3,4%	▲	89%
France	3,8%	▲	27%
Portugal	3,9%	▼	- 30%
Croatia	5,1%	▼	- 59%
Lithuania	5,4%	▼	- 60%
Greece	5,8%	▼	- 24%
Italy	6,1%	▼	- 13%
Hungary	7,6%	▼	- 57%
Poland	7,9%	▼	- 41%
Bulgaria	8,6%	▼	- 41%
Latvia	11,5%	▼	- 47%
Romania	14,3%	▼	- 43%



VARIOUS FORMS

HOUSEHOLDS IN SUBSTANDARD HOUSING

(2020 IN %) · EUROSTAT



VARIOUS FORMS

Total population

Households living below the poverty threshold

SEVERE IMPLICATIONS

Unfit housing can have **serious consequences** for the lives of occupants.

HUMAN TRAGEDIES

The most dramatic examples are **building collapses** that lead to the death or injury.
Two recent events are imprinted on the collective European imagination : **London's Grenfell Tower** fire of 2017, and the collapse of buildings on **rue d'Aubagne in Marseille** in 2018.

DANGERS TO HEALTH

According to the World Health Organization, "**inadequate housing is responsible for more than 100,000 deaths each year** in the WHO European Region". Damp and mould can lead to respiratory infections, asthma, and allergies. Overcrowded housing can generate stress, anxiety, and depression.

ECONOMIC REPERCUSSIONS

Eurofound estimated the **total annual cost on EU economies** of keeping people in inadequate housing at **EUR 194 billion**, and that investment in the renovation required to definitively end the problem would be repaid within 18 months by **savings in reduced healthcare costs**.

COMBATTING UNFIT HOUSING

- **Supporting** households financially and assisting them legally.
- **Regulating** housing markets where there is a shortage.
- **Penalising** slum landlords.
- **Building** affordable, good quality housing.
- **Undertaking** renovation programmes that respect residents.
- **Committing** at European level.

3

MINIMUM DECENT HOUSING STANDARDS

INTERNATIONAL STANDARDS

ICESCR & GENERAL COMMENT NO. 4

International Covenant on Economic, Social and Cultural Rights
Article 11.1: decent standard of living including "Adequate Housing".

Committee on Economic, Social and Cultural Rights
General Comment no. 4: definition of "Adequate Housing".

EUROPEAN SOCIAL CHARTER · ARTICLE 31.1

European Committee of Social Rights:
definition of "Housing of an Adequate Standard".

Overlapping Articles: 16 and 31 of the
European Social Charter.

NATIONAL LEGAL FRAMEWORKS

KEY FINDINGS

- The study highlighted **significant variations** in national legal frameworks for decent housing in Europe.
- **Strengthening housing laws** can lead to improved housing quality and living conditions.

PRIVATE AND PUBLIC LAW

- Landlord and tenant rights and responsibilities to maintain the rented premises through **contract and agreements**.
- Safety and hygiene rules in relation to housing are established by **public authorities**.

NATIONAL PROVISIONS

FRANCE

- **Besson Act** (1990): unfit housing has a legal definition.
- **ELAN law** (2018): slum landlords subject to criminal penalties.

BELGIUM

- **The DIRL** conducts dwelling inspections: tenants' complaints about housing standards.
- **Local authorities** have power to intervene when buildings are a danger to inhabitants.

NETHERLANDS

- **Housing Act**: forbids the occupation of unsafe and deficient homes.
- **New legislation** (2015) empowering local authorities with corrective sanctions.

CONCLUSIONS

- The **private rental** sector relies heavily on the regulation of the relationship between landlords and tenants.
- **Rental regulations** give tenants the opportunity to report problems that are the responsibility of landlords, but this does not take into account the **power imbalance** between tenants and landlords.
- There is still a need to develop **regulatory mechanisms** that can help address the shortcomings of this contractual approach.

GOOD PRACTICES

- Offer **alternatives** to time-consuming legal action for tenants.
- Extending **legal aid** to tenants in a strained housing market.
- Consider introducing **extra-judicial processes** like corrective sanctions (Netherlands) or tenant-driven renovations (Poland).
- Effective **local bodies** should supervise housing conditions, utilizing tools like unfit for habitation orders (Belgium) and rental permits (France).
- Grant tenants the right to health and safety **inspections**, eliminating prior landlord notifications (Belgium) or aligning with housing safety systems (UK).
- Enable tenants to **terminate leases instantly** due to health-endangering defects (Poland).
- Strengthen **tenant agreements** for improvement works, safeguarding against eviction during renovations, rent hikes, or unsafe dwellings.

RECOMMENDATIONS AT EU LEVEL

- While housing is not under the European Union's jurisdiction, **European law** has implications for housing in various contexts.
- Increased **EU coordination** due to the growing significance of tenancy and housing law.
- **Consumer law** holds relevance; robust **protection policies** should shield consumer / tenant rights from exploitative landlord practices.
- Transparent, intelligible lease drafting and clear contract terms are essential, ensuring tenant **empowerment** and **protection**.

4 EUROPEAN INDEX OF HOUSING EXCLUSION

INFLATION AND ENERGY CRISIS

Europe is experiencing inflation rates not seen for over twenty years.
This inflation, although substantial everywhere, has affected MS unevenly.
In **December 2022**, relatively low annual rates contrasted with higher rates.

- **Spain**: **5%**
- **Luxembourg**: **6%**
- **France**: **7%**
- **Lithuania**: **20%**
- **Latvia**: **21%**
- **Hungary**: **25%**

Energy prices have risen sharply (**+25%** in December 2022) due to the end of Russian gas supplies to Europe. **Food prices** have also increased exceptionally (**+14%** in December 2022), as Ukraine and Russia account for almost 30% of international wheat exports.

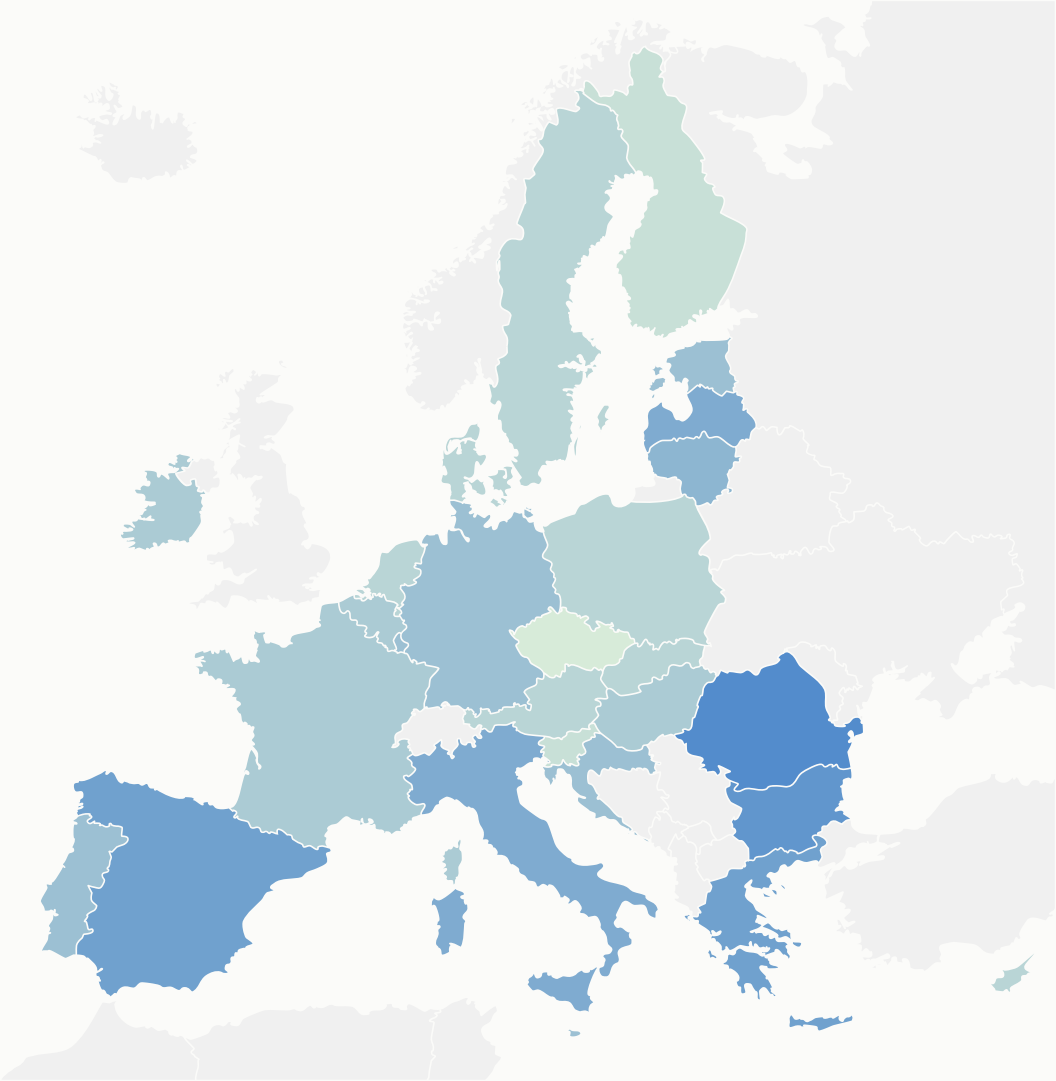
European governments have taken various measures to cushion these cost increases and protect their populations, but many of these are proving insufficient to prevent the most vulnerable from falling into poverty. Most governments have opted for **non-targeted measures** to adjust prices rather than **income support policies**.

POVERTY IN EUROPE

RISK OF POVERTY OR SOCIAL EXCLUSION

(2021 IN % / 2020-2021 IN %) · EUROSTAT

Czechia	10,7%	▼	- 7%
Slovenia	13,2%	▼	- 8%
Finland	14,2%	▼	- 5%
Slovakia	15,6%	▲	13%
Netherlands	16,6%	▲	4%
Poland	16,8%	▼	- 1%
Sweden	17,2%	▼	- 3%
Denmark	17,3%	▲	3%
Cyprus	17,3%	▼	- 2%
Austria	17,3%	▲	4%
Belgium	18,8%	▼	- 7%
France	19,2%	▼	- 1%
Hungary	19,4%	=	0%
Ireland	20,0%	=	0%
Malta	20,3%	▲	2%
Croatia	20,9%	▲	2%
Germany	21,0%	▲	3%
Luxembourg	21,1%	▲	6%
Estonia	22,2%	▼	- 3%
Portugal	22,4%	▲	12%
Lithuania	23,5%	▼	- 4%
Italy	25,2%	▲	1%
Latvia	26,1%	▲	4%
Spain	27,8%	▲	3%
Greece	28,3%	▲	3%
Bulgaria	31,7%	▼	- 6%
Romania	34,5%	▼	- 3%



EUROPEAN INDICATORS

(2021 IN %) · EUROSTAT

HOUSEHOLDS OVERBURDENED BY HOUSING COSTS

Country	Poor households	Total population
Greece	76.7	28.8
Denmark	72.1	15.5
Netherlands	46.7	12.5
Germany	41.7	11.0
UE 27	33.0	8.3
Slovenia	20.9	4.1
Estonia	18.7	4.4
Finland	17.8	4.3
Latvia	17.4	4.9

HOUSEHOLDS IN RENT OR MORTGAGE ARREARS

Country	Poor households	Total population
Greece	18.4	8.5
France	17.0	5.4
Spain	15.8	6.5
Ireland	13.4	7.0
UE 27	8.7	3.2
Croatia	1.4	0.7
Estonia	1.3	1.3
Romania	1.2	1.0
Poland	0.7	0.5

HOUSEHOLDS IN ARREARS ON THEIR UTILITY BILLS

Country	Poor households	Total population
Greece	49.8	26.3
Bulgaria	35.6	19.2
Croatia	27.4	15.2
Hungary	24.0	9.7
UE 27	15.9	6.4
Denmark	7.4	2.9
Czechia	7.3	1.5
Germany	6.5	3.7
Netherlands	4.6	1.2