



**9th OVERVIEW OF HOUSING
EXCLUSION IN EUROPE**

**FAP
FEANTSA**



CONTENTS

The report is divided into **four chapters**

1. STATE OF PLAY ON HOMELESSNESS

The state of play aims to take stock of the available statistics on homelessness and to review the political progress made in addressing and tackling the problem.

2. HOUSING EXCLUSION AMONG CHILDREN

This chapter focuses on homelessness and poor housing among European children: extent and forms of the phenomenon, consequences for health, families and education.

3. EUROPEAN INDEX OF HOUSING EXCLUSION

The index draw up a picture of the situation of European households faced with housing costs: poverty indicators, share of income spent on housing, energy prices.

4. RECOMMENDATIONS FOR EUROPEAN ACTION

This final chapter outlines a set of recommendations for effectively combating homelessness and poor housing in the framework of the new European mandate.





1

**STATE OF PLAY
ON HOMELESSNESS**



STATISTICAL PROGRESS

Several progresses have been made in the **measurement of homelessness**. These improvements reflect a growing concern to take better account of the issue, but also a **process of methodological harmonisation**: most of the new studies refer to the ETHOS Light categories.

► IMPROVING NATIONAL SURVEYS

A number of national and regional counts have been systematised and improved in 2023 and 2024, notably in **Austria, Belgium, Germany** and the **Netherlands**.

► EUROPEAN HOMELESSNESS COUNTS PROJECT

The project consists of coordinating and conducting counts in **15 European cities**. The operation could be repeated by extending the number of participating cities.

► OECD STATISTICS COLLECTION

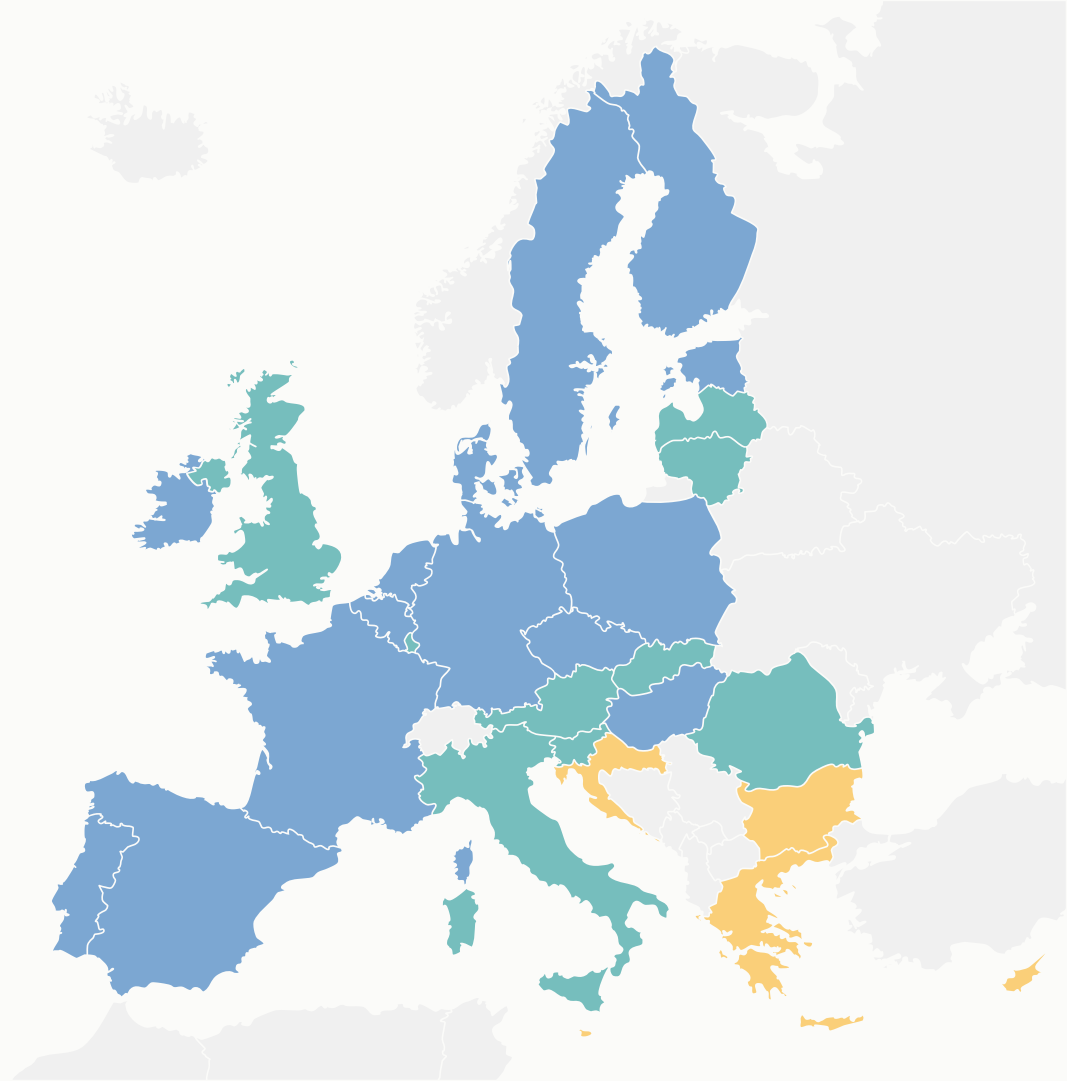
OECD has compiled a panel of statistical data supplied by national authorities: 26 Member states contributed to a **detailed database of homelessness** in Europe.



METHODS MAPPING

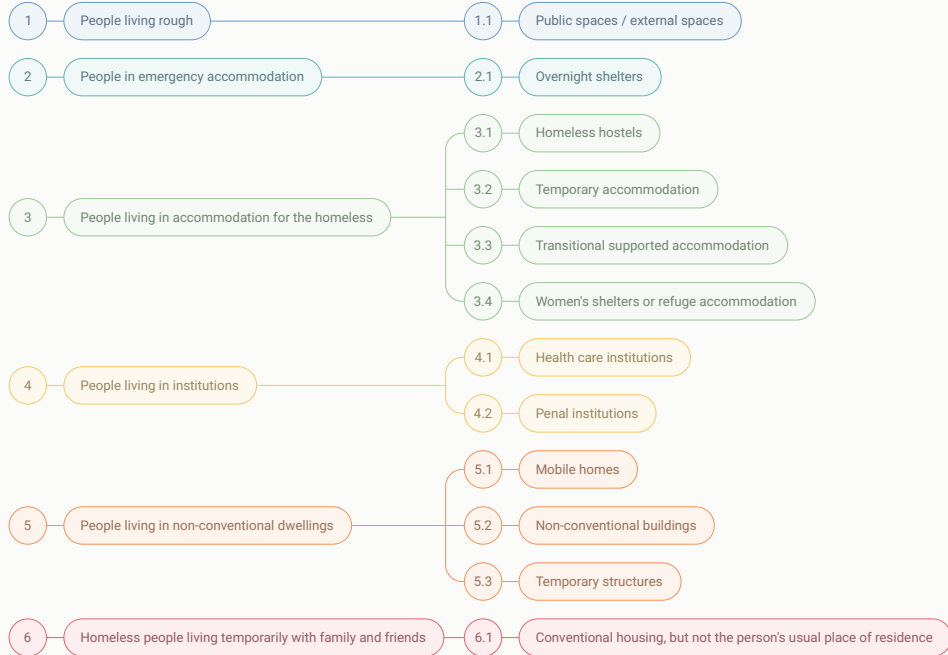
CLASSIFICATION OF SURVEYS
BY TYPE AND RELEVANCE
























- Point-in-time count
- Flow data recording
- Insufficiently robust survey



ETHOS

EUROPEAN TYPOLOGY OF HOMELESSNESS AND HOUSING EXCLUSION















Country	Date	Method	Period	ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Source
 Austria	2022	Recording	1 year								19,667	Statistik Austria
 Belgium	2022 - 2023	Count / Extrapolation	1 night	2,328	2,484	12,566	3,588	7,827	13,475	3,592	45,860	Bruss'help / FRB & Administrations régionales
 Czechia	2022	Count / Extrapolation	4 months	12,000		18,426		16,058	54,244		100,728	SocioFactor
 Denmark	2022	Count	1 week	535	248	2,955	195		1,152	704	5,789	VIVE
 Estonia	2021	Count	1 night							1,068	Eesti Statistika	
 Finland	2022	Count	1 night	464		414	412		2,139		3,429	Asumisen rahoitus- ja kehittämisskeskus
 France	2021	Count	1 night		166,331	42,743					209,074	Fondation Abbé Pierre
 Germany	2022 - 2023	Count / Survey	1 night / 1 week	32,467	8,280	363,780			52,033		456,560	Destatis / GISS & Kantar Public
 Hungary	2023	Count	1 night	1,530	5,738						7,268	Menhely Alapítvány
 Ireland	2023	Count	1 week		13,318						13,318	Department of Housing, Local Government and Heritage
 Italy	2021	Recording	1 year							96,197	Istituto Nazionale di Statistica	
 Latvia	2022	Recording	1 year		5,997						5,997	Labklājības ministrija
 Lithuania	2022	Recording	1 year		4,317						4,317	Statistics Lithuania
 Luxembourg	2022	Recording	1 year		445	251					696	Ministère de la Famille, de l'Intégration et à la Grande Région
 Netherlands	2023	Count / Extrapolation	1 night							30,600	Centraal Bureau voor de Statistiek	
 Poland	2019	Count	1 night	2,551	4,299	16,962	3,062	3,456			30,330	Ministerstwo Rodziny i Polityki Społecznej
 Portugal	2022	Count	1 night	5,975		4,798					10,773	ENIPSSA
 Romania	2022	Recording	1 year		1,053	840					1,893	Ministerul Muncii și Solidarității Sociale
 Slovakia	2020	Recording	1 year		7,609	3,052					10,661	Ministerstvo práce, sociálnych vecí a rodiny
 Slovenia	2021	Recording	1 year			1,239					1,239	Inštitut Republike Slovenije za Socialno varstvo
 Spain	2022	Count / Extrapolation	6 weeks	4,508	11,498			5,478		7,068	28,552	Instituto Nacional de Estadística
 Sweden	2023	Count	1 week							27,383	Socialstyrelsen	
 United Kingdom	2019	Recording / Extrapolation	1 year	17,042	46,875	22,371		18,556	137,588		242,432	Crisis

EUROPEAN ESTIMATION

COMPILATION AND EXTRAPOLATION
TO THE EUROPEAN TOTAL POPULATION
(ETHOS LIGHT 1-2-3)

1 287 000 PEOPLE LIVING ROUGH, STAYING IN NIGHT
SHELTERS AND IN TEMPORARY ACCOMMODATION

Country	Date	ETHOS 1	ETHOS 2	ETHOS 3	Total population	%
 Belgium	2022 - 2023	17,378			11,742,796	0.148
 Czechia	2022	30,426			10,516,707	0.289
 Denmark	2022	3,738			5,873,420	0.064
 Finland	2022	878			5,548,241	0.016
 France	2021	209,074			67,728,568	0.309
 Germany	2022 - 2023	404,527			83,115,000	0.487
 Hungary	2023	7,268			9,599,744	0.076
 Ireland	2023	13,318			5,271,395	0.253
 Poland	2019	23,812			37,972,812	0.063
 Portugal	2022	10,773			10,352,042	0.104
 Spain	2022	16,006			47,432,893	0.034
Total		737,198			295,153,618	0.250
 Europe	2023	1,286,691			515,155,514	0.250

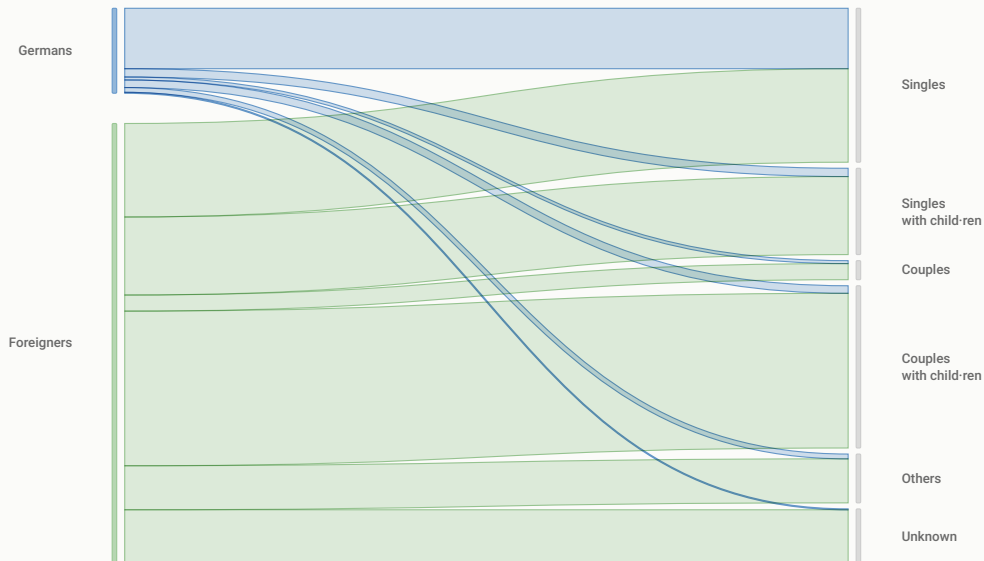


GERMANY

DISTRIBUTION OF NATIONALITIES ACCORDING TO HOUSEHOLD TYPES

(2023) · DESTATIS

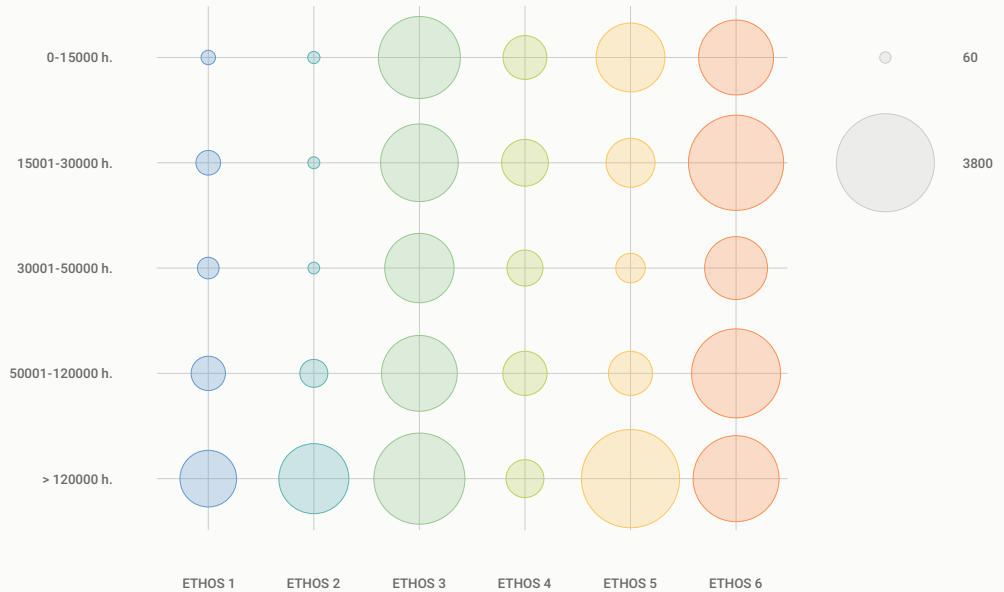
- **372,060** people accommodated according to the national census.
- **84%** were foreign nationals, **35%** of them were couples with children, **71%** of German nationals were single.



BELGIUM

DISTRIBUTION OF PERSONS COUNTED
BY ETHOS LIGHT CATEGORY AND BY CITY SIZE
(2022-2023) · BRUSS'HELP / FRB & RÉGIONS

- **45,860** homeless people estimated for the whole country.
- **29%** staying with relatives, **68%** of people living rough or in night shelters are in big cities.



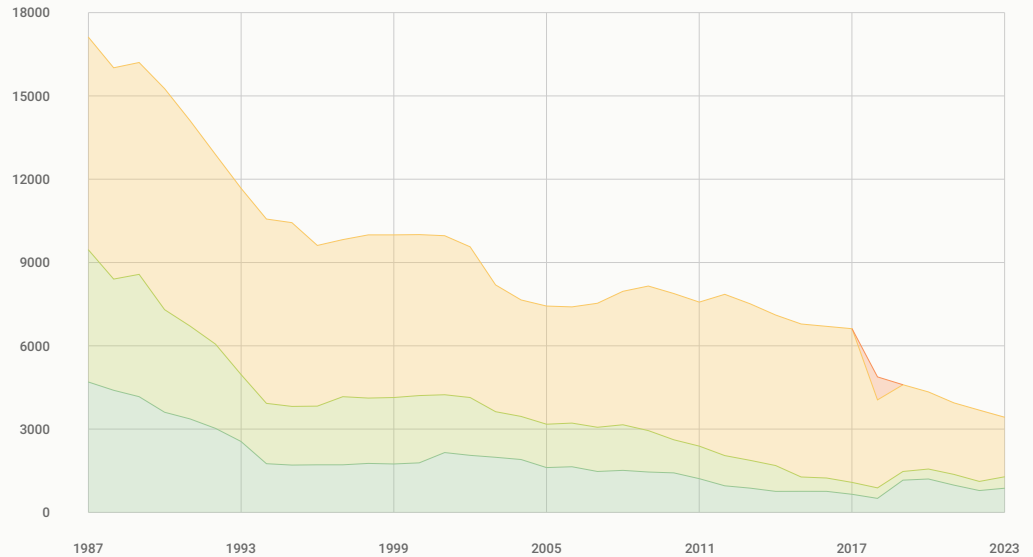
FINLAND

EVOLUTION OF THE NUMBER OF PEOPLE COUNTED BY ETHOS LIGHT CATEGORY

(1987-2023) · ARA

- **3,429** homeless counted during the census in November 2023.
- The number of homeless people counted has decreased massively, by **80%** since the end of the 1980s.

- ETHOS 1/2/3
- ETHOS 4
- ETHOS 6
- Unknown



PORTUGAL

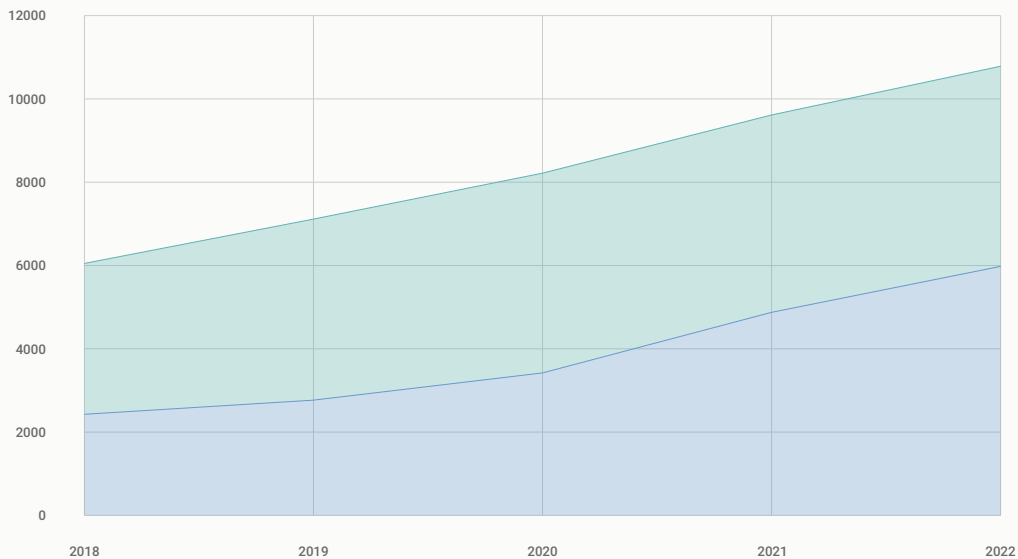
EVOLUTION OF THE NUMBER OF PEOPLE COUNTED BY ETHOS LIGHT CATEGORY

(2018-2022) · ENIPSSA

- **10,773** homeless counted during the census in December 2022.
- **45%** were staying in shelters, the number of homeless counted has risen by **78%** since 2018.

 ETHOS 1/2/5

 ETHOS 3



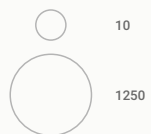


27 SPANISH CITIES

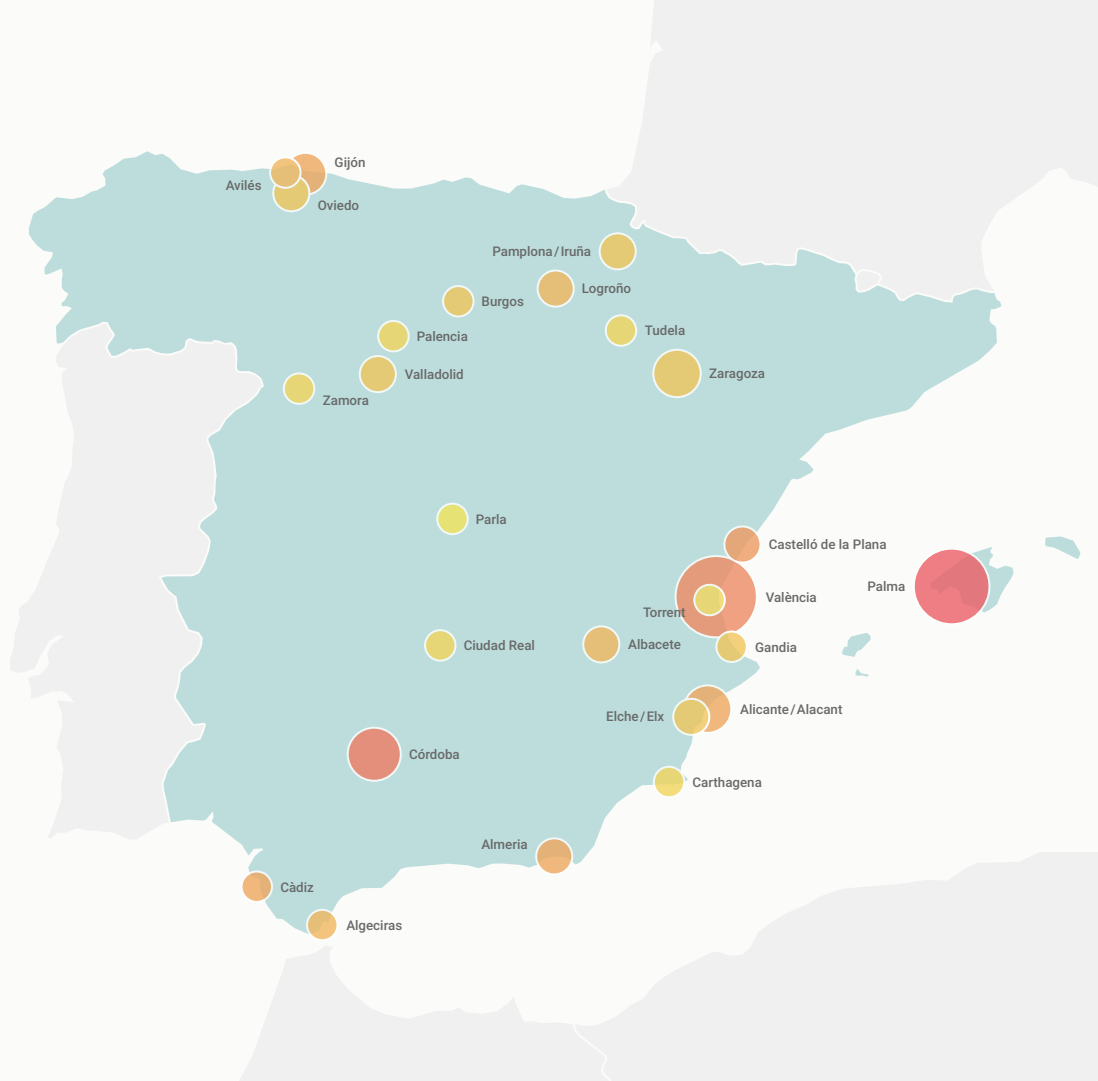
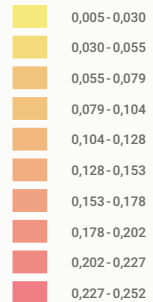
COUNTS OF ROUGH SLEEPERS AND PEOPLE IN SHELTERS

(2023) · DGDFFS & SIIS

Absolute figures



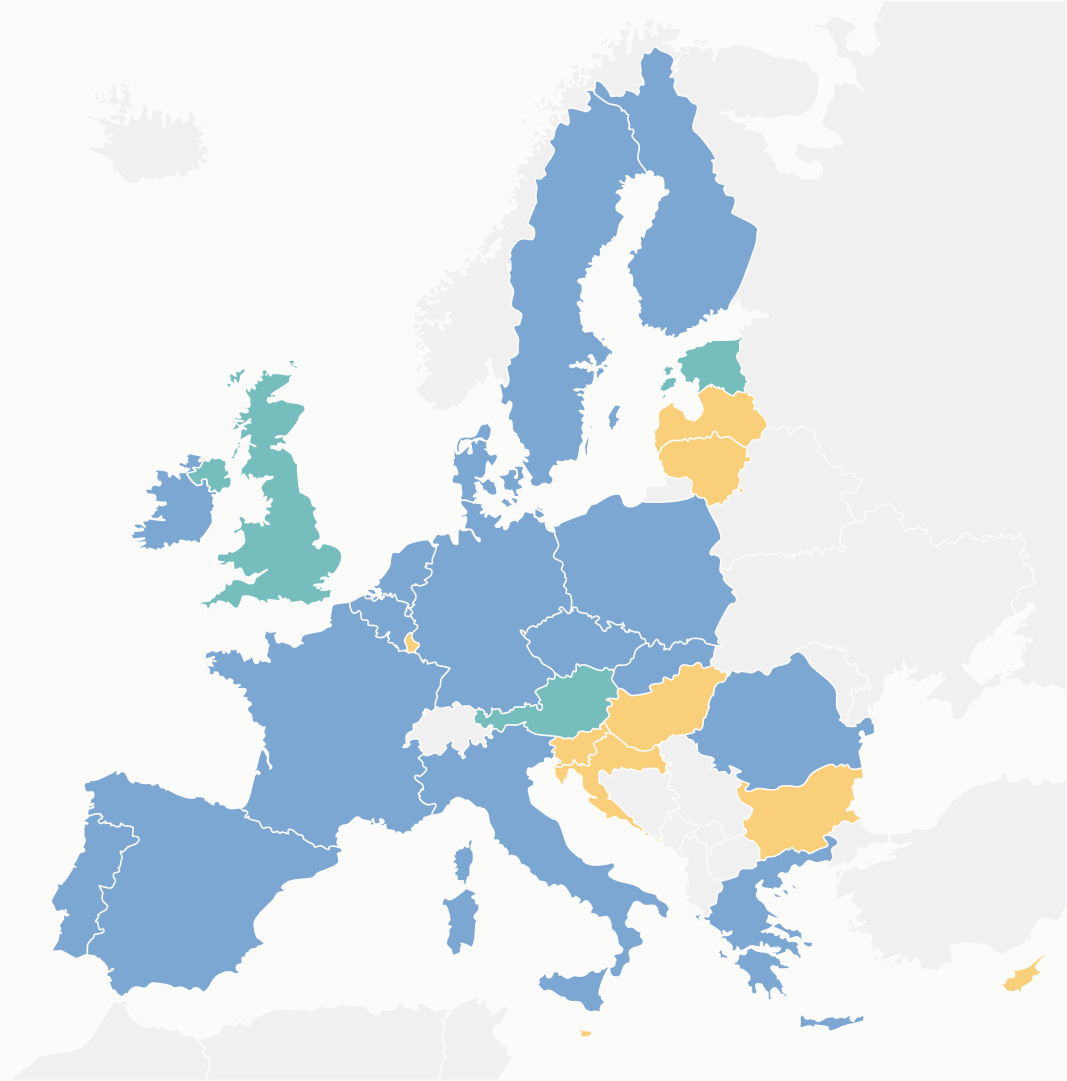
Percentage
of the population



STRATEGY PLANS

NATIONAL STRATEGIES FOR
COMBATTING HOMELESSNESS
(2024) - OECD

- National strategy
- Regional or local strategies
- No strategy





2

**HOUSING EXCLUSION
AMONG CHILDREN**



EUROPEAN ESTIMATION

COMPILATION AND EXTRAPOLATION
TO THE EUROPEAN MINOR POPULATION
(ETHOS LIGHT 1-2-3)

400 000

CHILDREN LIVING ROUGH, STAYING IN NIGHT
SHELTERS AND IN TEMPORARY ACCOMMODATION

Country	Date	ETHOS 1	ETHOS 2	ETHOS 3	Minor population	%
 Belgium	2022 - 2023		5,467		2,346,532	0.233
 Czechia	2022		1,393		2,002,981	0.070
 France	2023		31,770		14,364,262	0.221
 Germany	2022 - 2023		106,626		14,251,723	0.748
 Ireland	2023		3,962		1,231,414	0.322
 Portugal	2022		1,626		1,636,138	0.099
Total			150,844		35,833,050	0.421
 Europe	2023		399,561		94,915,891	0.421

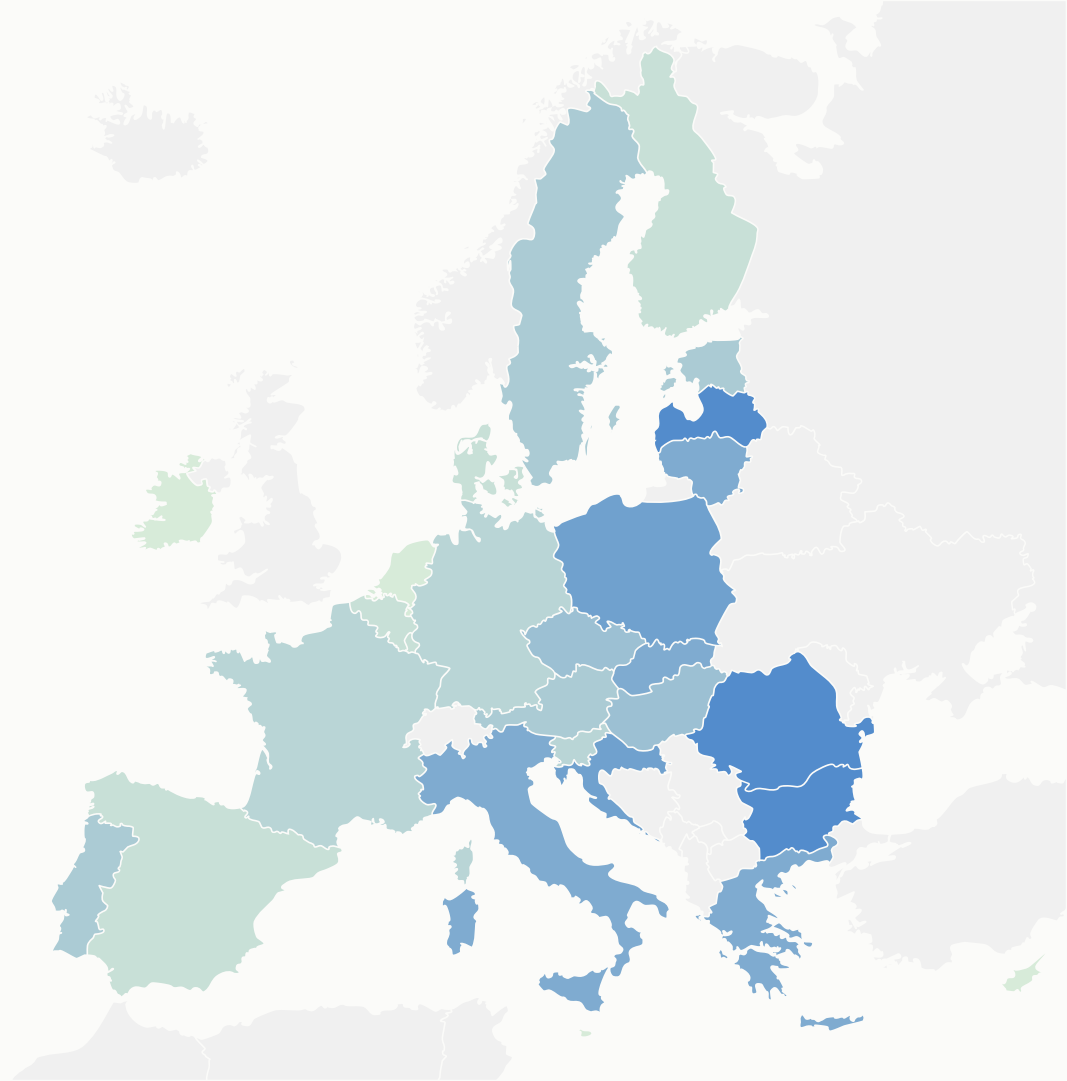


POOR HOUSING CONDITIONS

MINORS LIVING IN OVERCROWDED HOUSING

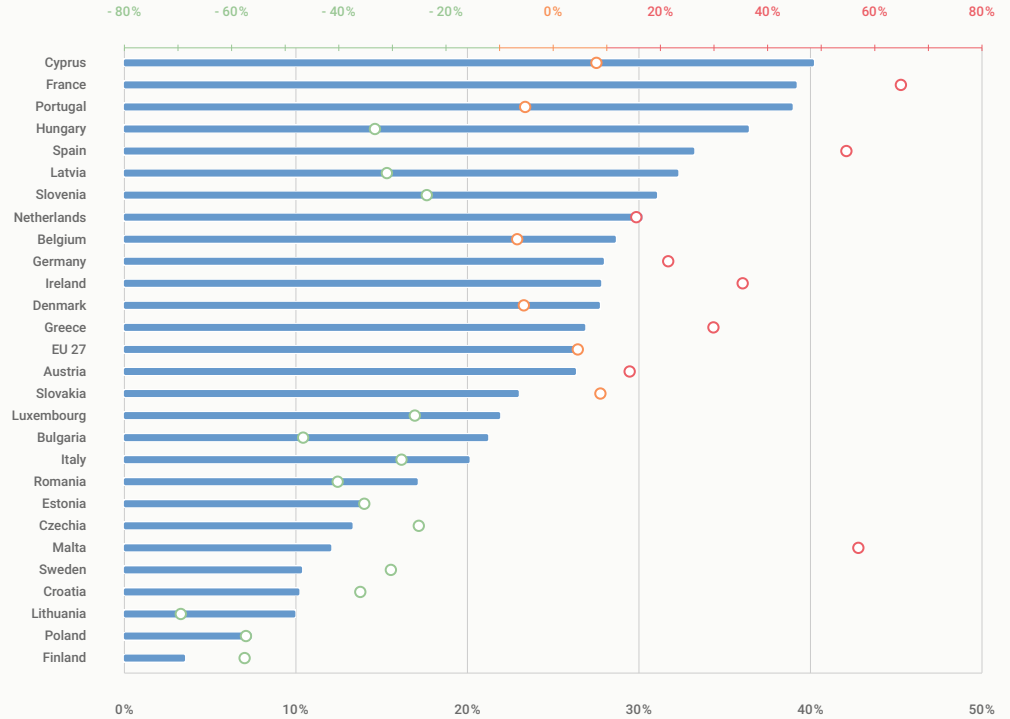
(2023 IN % / 2022-2023 IN %) · EUROSTAT

Malta	1.9%	▼	-49%
Cyprus	3.7%	▬	0%
Netherlands	4.6%	▲	48%
Ireland	6.3%	▼	-3%
Finland	9.3%	▼	-11%
Belgium	9.4%	▼	-15%
Denmark	9.7%	▼	-22%
Luxembourg	9.9%	▲	38%
Spain	11.3%	▲	15%
France	15.8%	▲	10%
Slovenia	15.8%	▼	-2%
Germany	18.7%	▲	1%
Portugal	21.8%	▲	36%
Sweden	23.3%	▲	4%
Austria	23.9%	▼	-13%
Estonia	25.0%	▲	5%
Czechia	26.6%	▲	4%
Hungary	28.8%	▼	-10%
Italy	40.9%	▲	5%
Lithuania	41.1%	▲	6%
Greece	41.5%	▼	-2%
Slovakia	42.3%	▼	-1%
Poland	43.7%	▼	-7%
Croatia	44.4%	▼	-5%
Latvia	55.6%	▼	-3%
Bulgaria	56.5%	▲	1%
Romania	61.1%	▬	0%



POOR HOUSING CONDITIONS

POOR HOUSEHOLDS WITH CHILDREN
LIVING IN UNSANITARY HOUSING
(2023 IN % / 2013-2023 IN %) · EUROSTAT



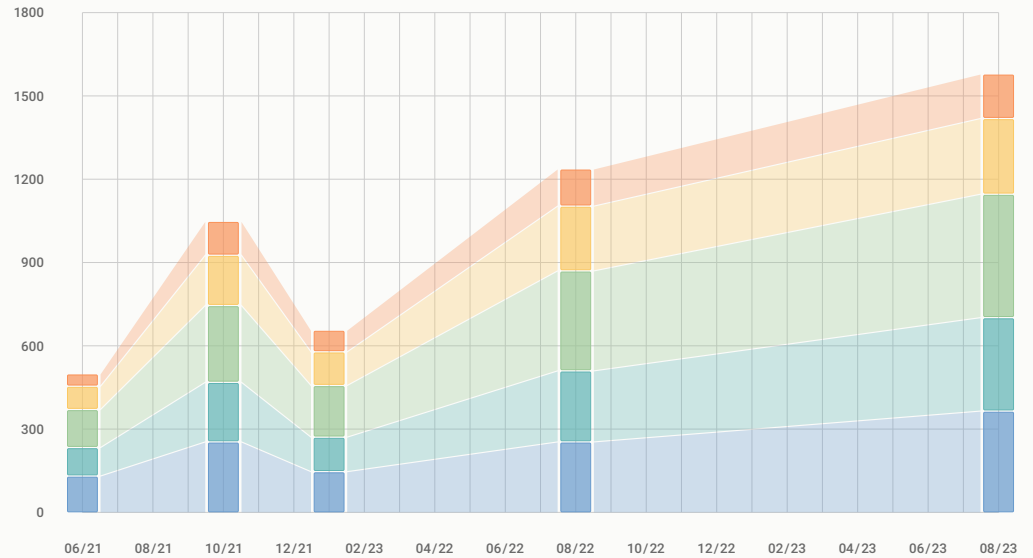
FRANCE

EVOLUTION OF THE NUMBER OF MINORS SLEEPING ROUGH

(2021-2023) · FAS & UNICEF

- **1,567** minors living rough were counted in August 2023.
- **45%** were under the age of six,
23% were under the age of three,
10% were under the age of one.

-  < 3 years old
-  3-5 years old
-  6-10 years old
-  11-14 years old
-  15-17 years old

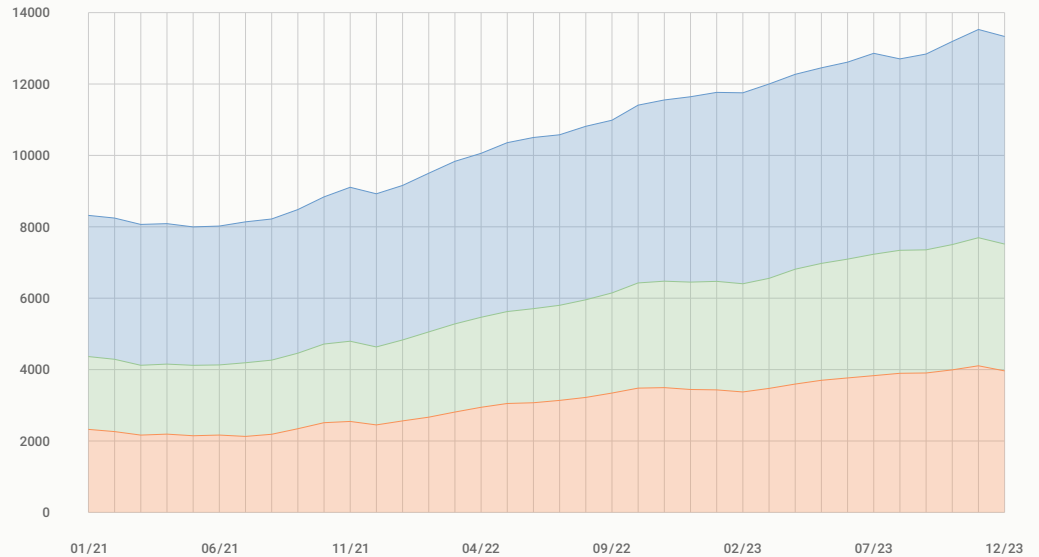


IRELAND

EVOLUTION OF THE NUMBER OF PEOPLE ACCOMMODATED BY GENDER AND AGE (2021-2023) · DHLGH

- **3,962** children were staying in hotels in December 2023.
- The number of children accommodated has increased by **70%** since January 2021.



- Men
- Women
- Minors

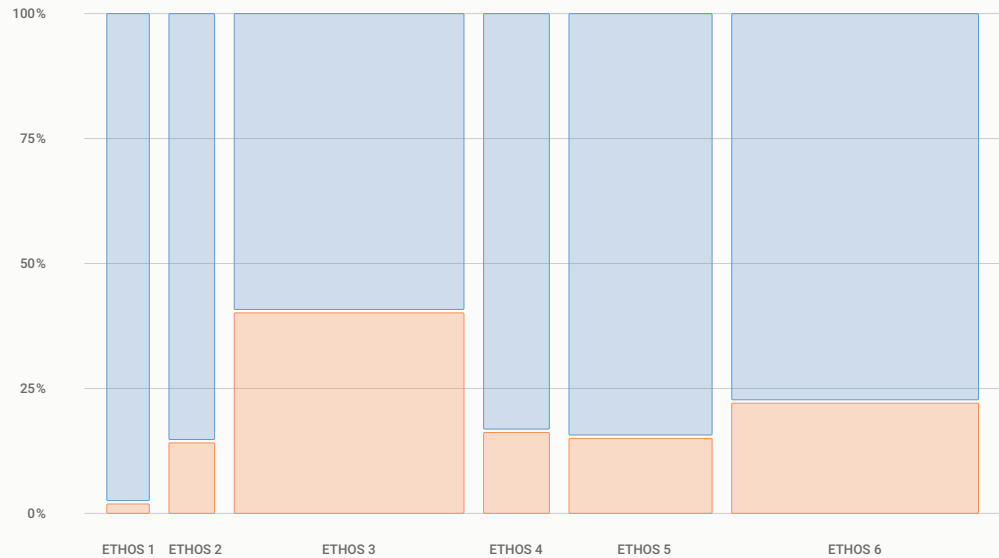


BELGIUM

DISTRIBUTION BY AGE ACCORDING
TO ETHOS LIGHT CATEGORY
(2022-2023) · BRUSS'HELP / FRB & RÉGIONS

- **11,697** homeless children estimated for the whole country.
- Children represent **40%** of the public in accommodation centres dedicated to the homeless.

 Adults
 Minors



IMPACT ON PHYSICAL AND MENTAL HEALTH

“

Many of the children we encounter display signs of autism. Families are occasionally excluded because of a child's challenging behaviour, which clearly is not in the child's best interest.

— H. RODENHUIS, coordinator of the Focus Ireland Family HAT, May 2024

”

- **Lack of hygiene:** frequent difficulties of access to sanitary facilities.
- **Difficulty accessing healthy food:** lack of financial resources, impossibility of cooking.
- **Effects of insalubrity and overcrowding:** respiratory disease, domestic accidents.
- **Mental health problems:** sleep disorders, stress, anxiety and depression.
- **Difficulty accessing healthcare:** administrative issues, fear of judgement.



IMPACT ON FAMILY AND SOCIAL LIFE

“

Teenagers can struggle significantly with their self-image. They often hesitate to reveal that they live in a shelter, feeling stigmatised because they do not have access to the same opportunities as others.

— K. VANDER AUWERA, coordinator of L'Arbre à Bulles, April 2024

”

- **Lack of privacy:** problems raised by shared accommodation and rooms.
- **Shame and stigmatisation:** fear of talking about the situation or inviting someone.
- **Parenthood issues:** financial and residential instability can affect education.
- **Intra-family conflict:** promiscuity can generate tension and violence.
- **Forced separation:** families may have to separate to find accommodation.



IMPACT ON LEARNING AND SCHOOLING

“

School is even more important for these children because it is their only way out. These are children who are exhausted, who fall asleep in class, and therefore do not have the same opportunities as others.

— F. TALBOT, teacher and member of *Jamais sans toit*, August 2022

”

- **Participation in school life:** life at school is precious but can be stressful.
- **Confidence difficulties:** children who often lack guidance and self-esteem.
- **Difficulty completing school work:** environment unfavourable to concentration.
- **Impact on academic achievement:** difficulties with reading and memory skills.
- **Barriers to schooling:** lack of address, frequent relocation, evictions.



RIGHT TO DECENT HOUSING

▶ INTERNATIONAL LAW



International Covenant on Economic, Social and Cultural Rights

Art. 11.1: decent standard of living including “Adequate Housing”.

International Convention on the Rights of the Child

Art. 27.3: material assistance, particularly “Housing”.

▶ EUROPEAN PROVISIONS



European Committee of Social Rights

Principle 19: access to “Housing Assistance” and “Adequate Shelter”.

European Child Guarantee

Preamble para. 24.: minimise the risk of “Homelessness”.



MEASURES TO BE GENERALISED

- **Identifying situations** of housing exclusion among children.
 - **Preventive measures** to thwart evictions and loss of housing.
 - **Adaptation of shelter** and temporary accommodation facilities.
 - **Integrated services** with providers trained to support families.
 - **Affordable housing** situated in safe and suitable surroundings.
-





3

**EUROPEAN INDEX
OF HOUSING EXCLUSION**

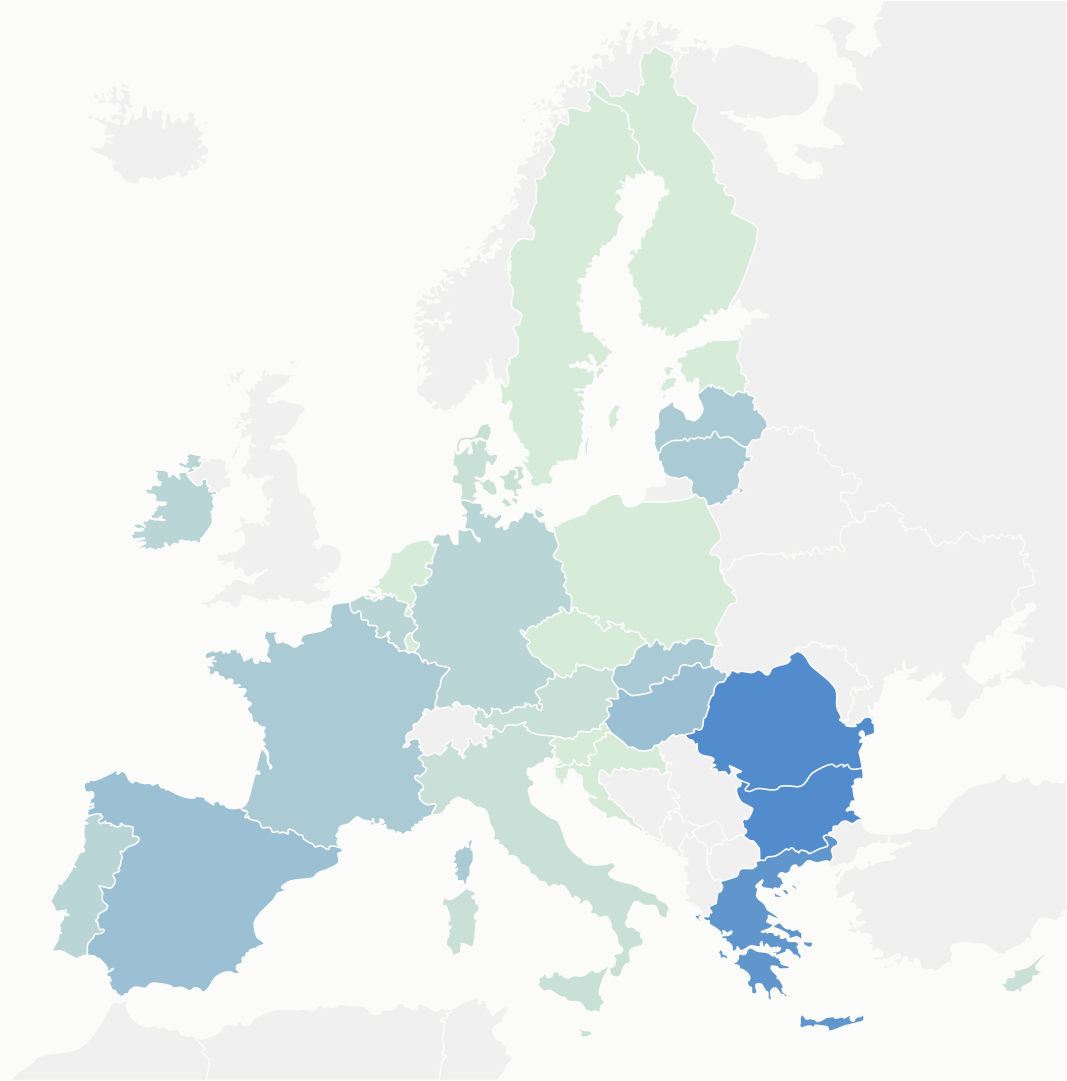


POVERTY IN EUROPE

MATERIAL AND SOCIAL DEPRIVATION

(2023 IN % / 2022-2023 IN %) · EUROSTAT

	Slovenia	4.9%	▲	11%
	Sweden	5.5%	▲	17%
	Netherlands	5.6%	▬	0%
	Luxembourg	5.7%	▲	54%
	Croatia	6.2%	▼	-26%
	Finland	6.3%	▲	34%
	Czechia	6.3%	▲	31%
	Estonia	6.5%	▼	-13%
	Poland	6.8%	▲	6%
	Austria	7.6%	▲	46%
	Malta	9.2%	▼	-4%
	Denmark	9.4%	▲	38%
	Italy	9.8%	▲	9%
	Cyprus	9.9%	▼	-10%
	Belgium	10.4%	▲	9%
	Ireland	10.6%	▼	-5%
	Portugal	11.9%	▬	0%
	Germany	12.7%	▲	9%
	France	13.5%	▼	-8%
	Latvia	13.5%	▼	-4%
	Slovakia	14.0%	▲	33%
	Lithuania	15.2%	▲	20%
	Hungary	17.1%	▲	4%
	Spain	17.2%	▲	12%
	Greece	28.2%	▼	-5%
	Bulgaria	29.4%	▼	-3%
	Romania	31.4%	▼	-14%

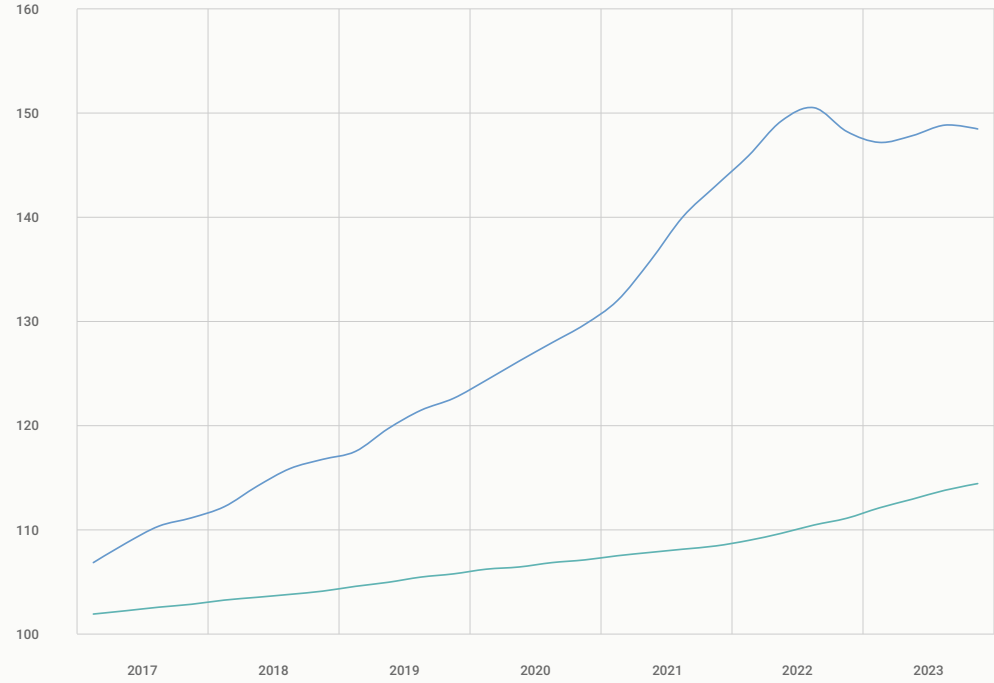


SOARING HOUSING PRICES

HOUSE PRICE TRENDS

(EU 27 / INDEX : 2015 = 100) · EUROSTAT

- Purchase price of housing
- Rental prices

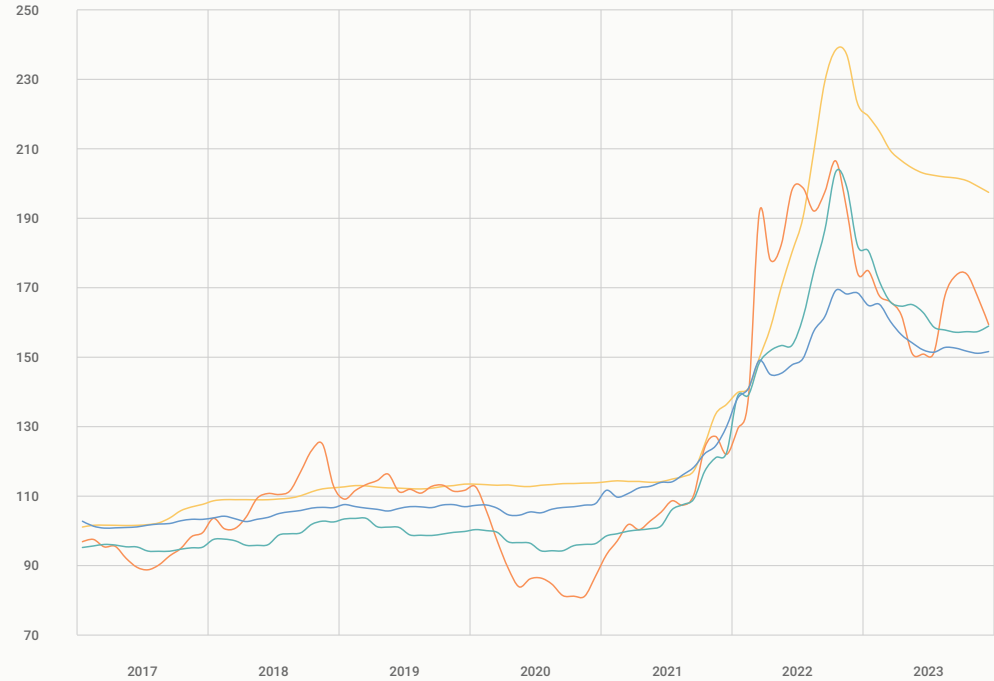


RISING ENERGY COSTS

PRICE TRENDS OF ELECTRICITY, GAS AND OTHER FLUID PRICES

(EU 27 / INDEX : 2015 = 100) · EUROSTAT

- Electricity
- Gas
- Liquid fuels
- Solid fuels

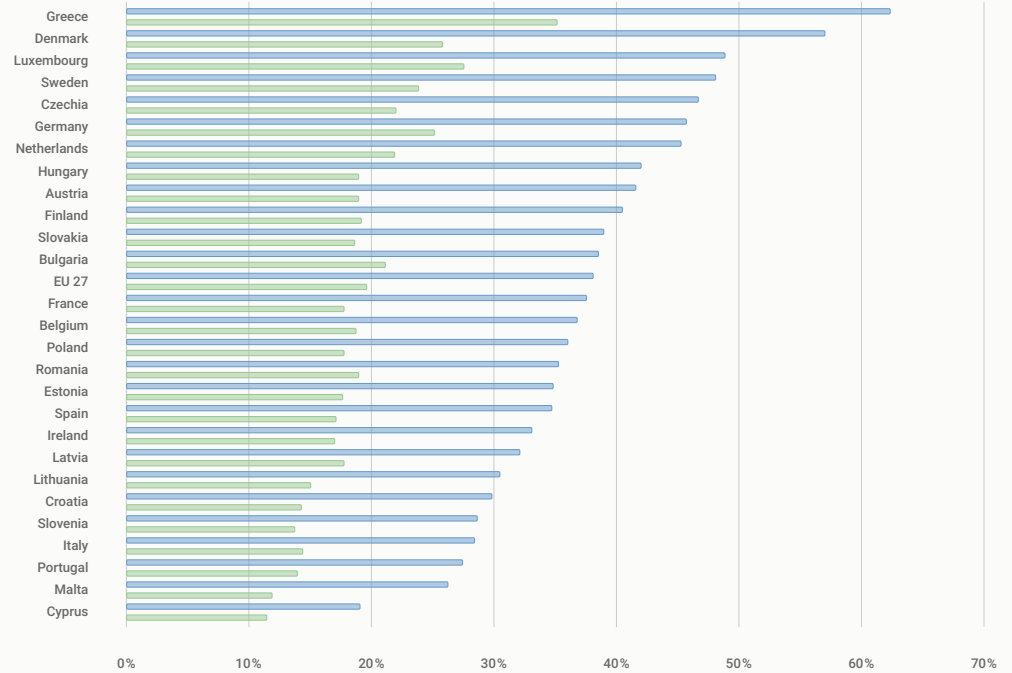


HOUSING COST INEQUALITIES

SHARE OF HOUSING COSTS IN
DISPOSABLE HOUSEHOLD INCOME

(2023 IN %) · EUROSTAT

- Households below the poverty threshold
- Total population





4

**RECOMMENDATIONS
FOR EUROPEAN ACTION**



RECOMMENDATIONS

► STRENGTHENING THE FIGHT AGAINST HOMELESSNESS

- Developing the **European Platform on Combating Homelessness**
- Defining **minimum standards** for accommodation facilities
- Guaranteeing access to **decent accommodation for everyone**
- Including the homelessness issue in the next **Multiannual financial framework**

► EFFECTIVELY TACKLING THE HOUSING CRISIS

- European New Deal for **affordable and social housing**
- Ensuring that **EU funding** is used to its full potential
- Supervision and regulation of **private housing markets**
- Promoting **non-speculative, public and cooperative housing**



RECOMMENDATIONS

► SUPPORTING THE MOST VULNERABLE

- Combating **poverty and discrimination**
- Welcoming **refugees and exiles** with dignity
- Supporting people living in **slums and settlements**
- Protecting **children and young people**

► IMPLEMENTING A FAIR AND INCLUSIVE GREEN DEAL

- Prioritising the renovation of housing occupied by **low-income households**
- Ensuring that the **Social Climate Fund** provides support for the most vulnerable
- Limiting the negative **social impact of ETS2** on the poorest households.
- Banning **electricity and energy cuts**

