



Feasibility Study: Database for Monitoring Homelessness and Precarious Housing in Austria

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September 2024

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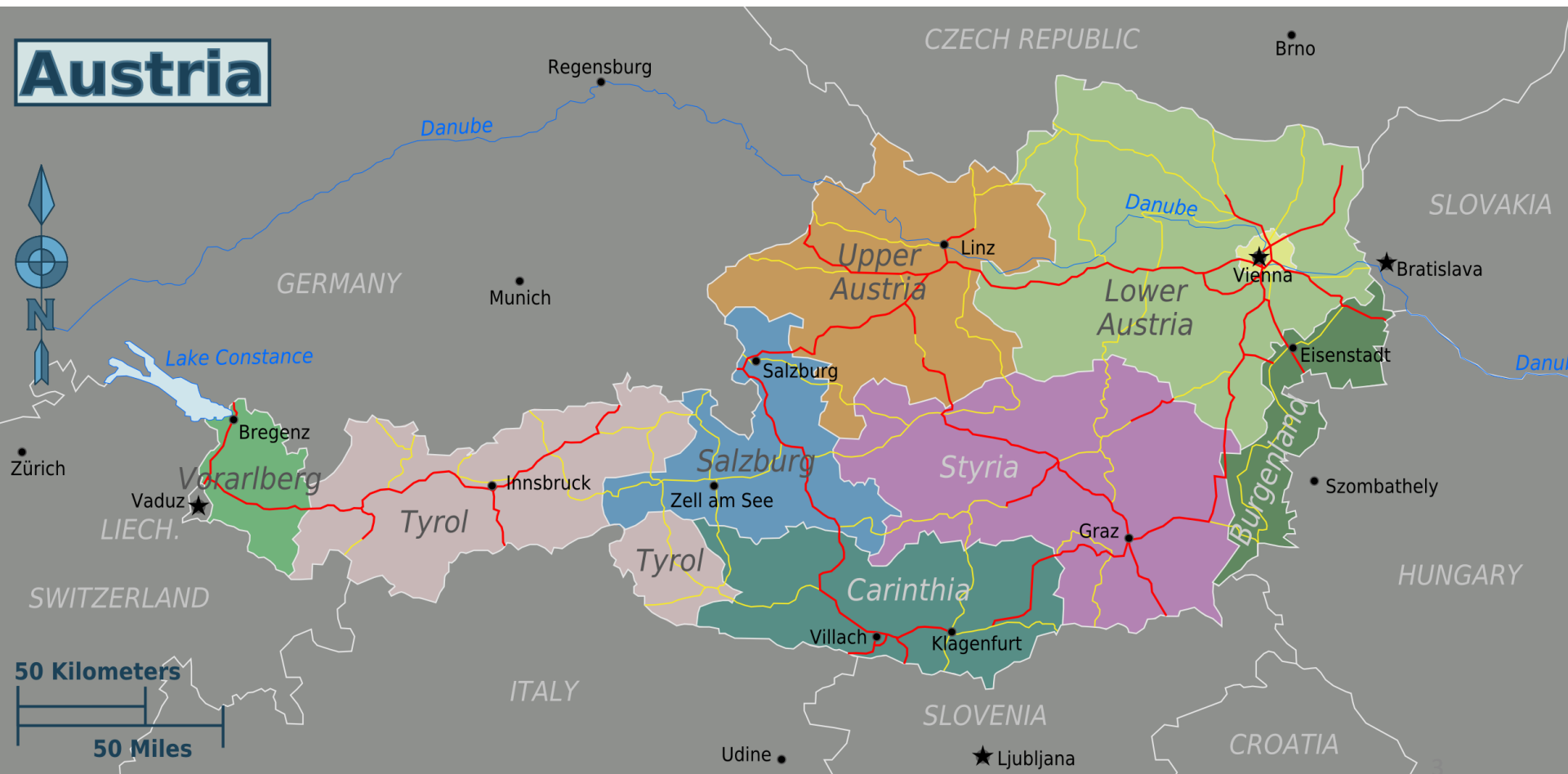
 Federal Ministry
Republic of Austria
Social Affairs, Health, Care
and Consumer Protection

1. Background & Problem Statement

- **Homelessness in Austria**
 - Multiple crises related to housing/ housing affordability
 - Extent and profile of homelessness unclear
 - Inconsistent measurement techniques
 - Differences in social benefits and social service landscape in 9 provinces
- **Incomplete coverage**
 - 'Hidden homelessness'
 - Women, youths, migrants, persons not entitled to social benefits
 - Homelessness in rural spaces
- **Collective effort to measure homelessness at the EU-Level**
 - Lisbon Declaration 2021/ EPOCH
 - OECD Toolkit
 - ETHOS Light as common definition

1. Background & Project Objective

To create a framework for the measurement of the extent and profile of homelessness across all provinces and administrative levels in Austria.



2. State of the Art – ETHOS Light Typology (Edgar et al. 2007)

Who counts as homeless/ precariously housed?

Operational Category		Living Situation		Definition
1	People Living Rough	1	Public space / external space	Living in the streets or public spaces without a shelter that can be defined as living quarters
2	People in emergency accommodation	2	Overnight Shelters	People with no place of usual residence who move frequently between various types of accommodation
3	People living in accommodation for the homeless	3 4 5 6	Homeless Hostels Temporary Accommodation Transitional Supported Accommodation Women's shelter or refuge accommodation	Where the period of stay is less than one year ²²
4	People living in institutions	7 8	Health care institutions Penal institutions	Stay longer than needed due to lack of housing No housing available prior to release
5	People living in non-conventional dwellings due to lack of housing	9 10 11	Mobile homes Non-conventional building Temporary structure	Where the accommodation is used due to a lack of housing and is not the person's usual place of residence
6	Homeless people living temporarily in conventional housing with family and friends (due to lack of housing)	12	Conventional housing, but not the person's usual place of residence	Where the accommodation is used due to a lack of housing and is not the person's usual place of residence

2. State of the Art – Current Measurement Techniques

How to measure homelessness/ precarious housing?

(1) Counts

- **Street/City counts** of all persons sleeping rough/in homeless accommodation
- **Service-based counts** of all social service/social housing users

(2) Surveys on housing and living conditions based on a representative sample (e.g. EU-SILC)

(3) Administrative data

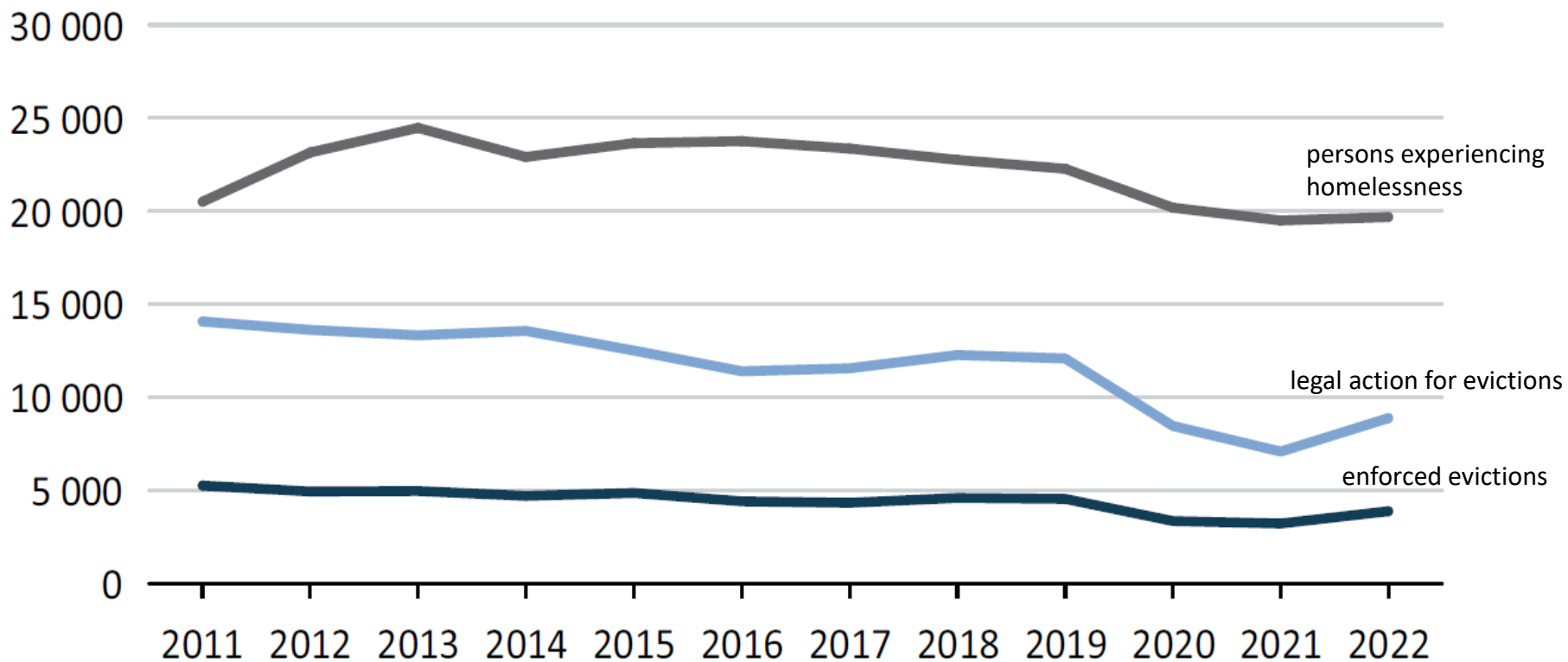
- Social service or housing institutions
- Public organizations on different administrative levels

(4) Register data – Austrian Central Population Register

- Principal residence confirmation (“homeless registration”)
- Principal residence in a social service institution

2. State of the Art – Current Numbers

In 2022 **19.667 persons** experiencing homelessness have been registered via the **Austrian Central Population Register**



Source: Statistik Austria 2023

2. State of the Art – Coverage of Homelessness in Austria

ETHOS Light Typology – Austrian Homelessness data European context

ETHOS Light categories included in official homelessness statistics at national level

	ETHOS Light 1	ETHOS Light 2	ETHOS Light 3	ETHOS Light 4	ETHOS Light 5	ETHOS Light 6
Australia	✓	✓	✓		✓	✓
Austria	✓	✓	✓			
Belgium	✓	✓	✓	✓	✓	✓
Canada	✓	✓	✓			
Chile	✓	✓	✓	✓		✓
Colombia	✓					
Costa Rica	✓	✓	✓			
Croatia		✓	✓			
Cyprus ¹	✓					
Czechia	✓	✓	✓	✓		
Denmark	✓	✓	✓	✓		✓
Estonia		✓	✓	✓		✓
Finland	✓	✓		✓		✓
France	✓	✓	✓		✓	
Germany	✓	✓	✓		✓	✓
Greece		✓	✓			
Hungary		✓	✓	✓		
Iceland	✓	✓	✓			

3. Goals & Methods – Feasibility Study: Database for Monitoring Homelessness and Precarious Housing

Study Goals

- Identification of existing/new data sources
- Evaluation of measurement approaches in an international context
- Recommendations for measuring homelessness and precarious housing in Austria

Methods

- Desk research
- 27 expert interviews (in person, zoom, telephone)
- International conferences and knowledge exchanges
- Workshop with experts on homelessness

ETHOS Light	Data Sources					
	Register Data	Public Intitutions	Federal Provinces	NGOs	Counts	...
1						
2						
3						
4						
5						
6						

4. Results – 3 Levels of Data Generation in Austria

National state

Austrian Central Population Register

„So geht's uns heute“ part of EU-SILC (5th part / Q4 2022)

Federal province

Federal province organizations' data on social service institutions

- Object-based funding (Burgenland, Carinthia, Lower Austria, Upper Austria, Styria, Tyrol)
- Subject-based funding (Salzburg, Vorarlberg, Vienna)

Networks of social service organizations

Social services

Data from social service organizations

- Administrative data of social service / housing institutions
- Yearly service-based counts in Salzburg and Vorarlberg
- Street work/ street count data in cities

4. Results – Coverage of ETHOS Light Categories in Austria

	Vienna	Salzburg	Vorarlberg	Styria	Upper Austria	Lower Austria	Tyrol	Burgenland	Carinthia
1	ACR	ACR	ACR	ACR	ACR	ACR	ACR	ACR	ACR
	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG
	STW	STW	STW	STW	STW	STW	STW	FPO	FPO
	FPO	FPO	FPO	FPO	STC	FPO	FPO		
	Count	Count			FPO				
2	ACR	ACR	ACR	ACR	ACR	ACR	ACR	ACR	ACR
	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG
	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO
		Count	Count						
3	ACR	ACR	ACR	ACR	ACR	ACR	ACR	ACR	ACR
	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG
	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO
		Count	Count						
4	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG
	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO
		Count	Count						
5	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG	ORG
	STW	STW	STW	STW	STW	STW	STW	STW	STW
	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO	FPO
		Count	Count						
6	ACR	ACR	ORG	ACR	ACR	ACR	ACR	ACR	ACR
	ORG	ORG	FPO	ORG	ORG	ORG	ORG	ORG	ORG
	FPO	FPO	Count	FPO	FPO	FPO	FPO	FPO	FPO
		Count							

ACR = Austrian Central Population Register, ORG = NGO administrative data, FPO = Federal provincial organizations, STW = Street work, STC = Street count, Count = Extended service-based count, Light grey = Extensive coverage; Middle grey = Average coverage, Dark grey = reduced coverage.

4. Results

Parameters for an Austrian homelessness measurement system

National coordination and incentive systems

- Combination of measurement tools in a multi-method design
- Networking on/between different levels to maximise coverage
- Centralized planning and organization

Data collection and aggregation

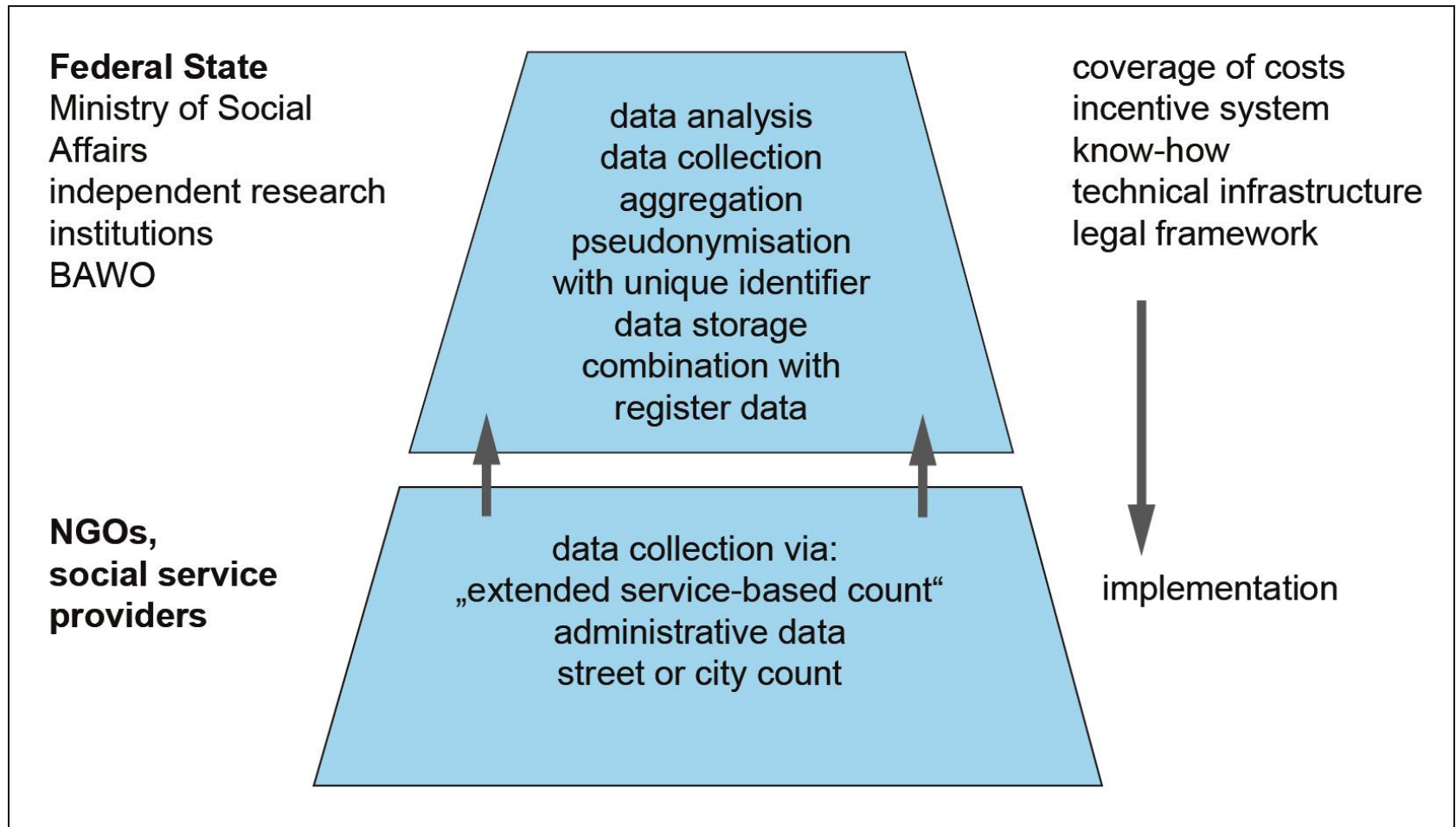
- Consistent technical implementation
- Unique identifier to avoid double counts
- Centralized data pooling and data storage

Evaluation and communication

- Centralized data analysis and communication
- Evaluation of measurement procedures and continuous improvement

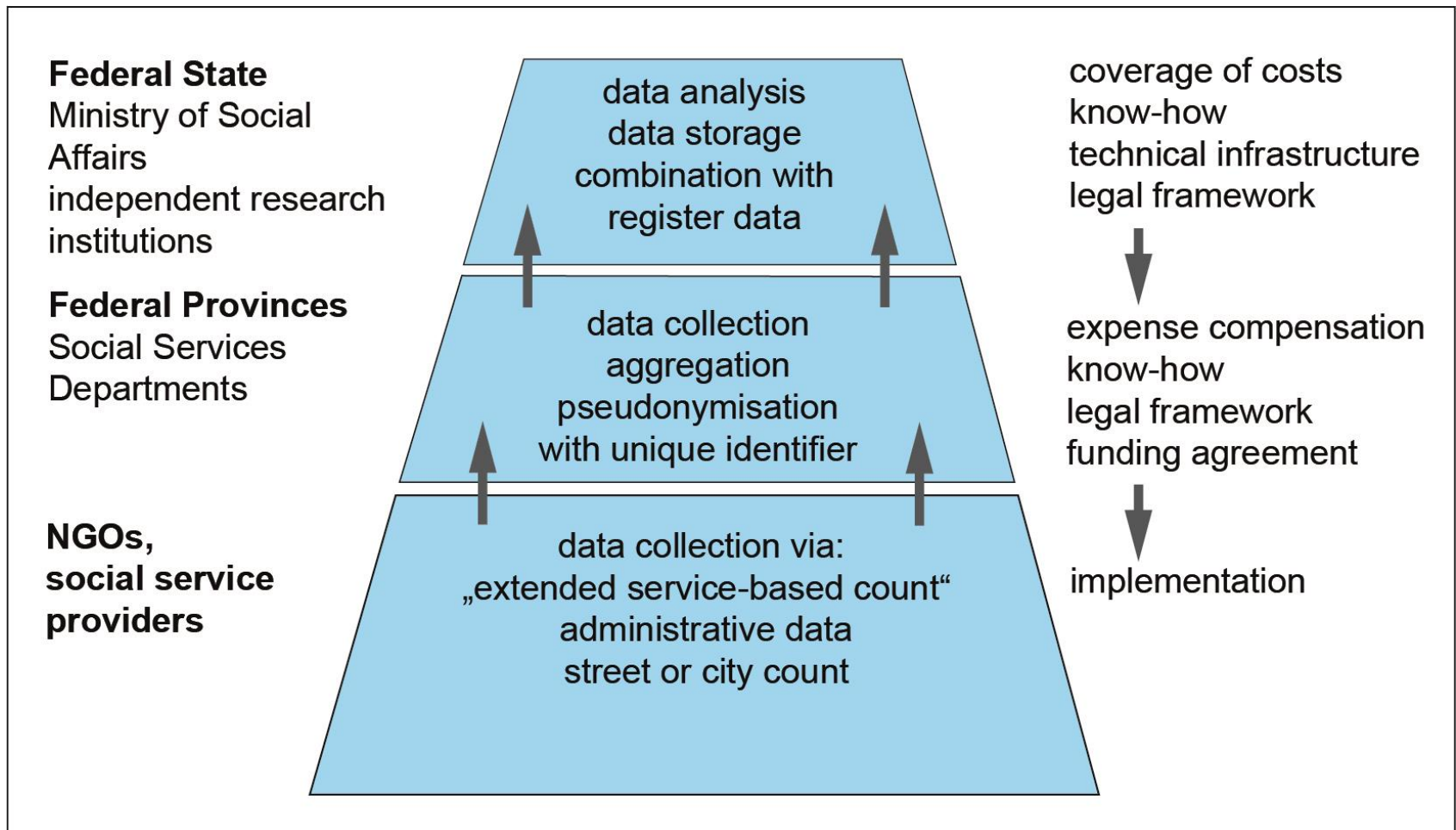
4. Results: Three Measurement Models

Model 1: Centralized model



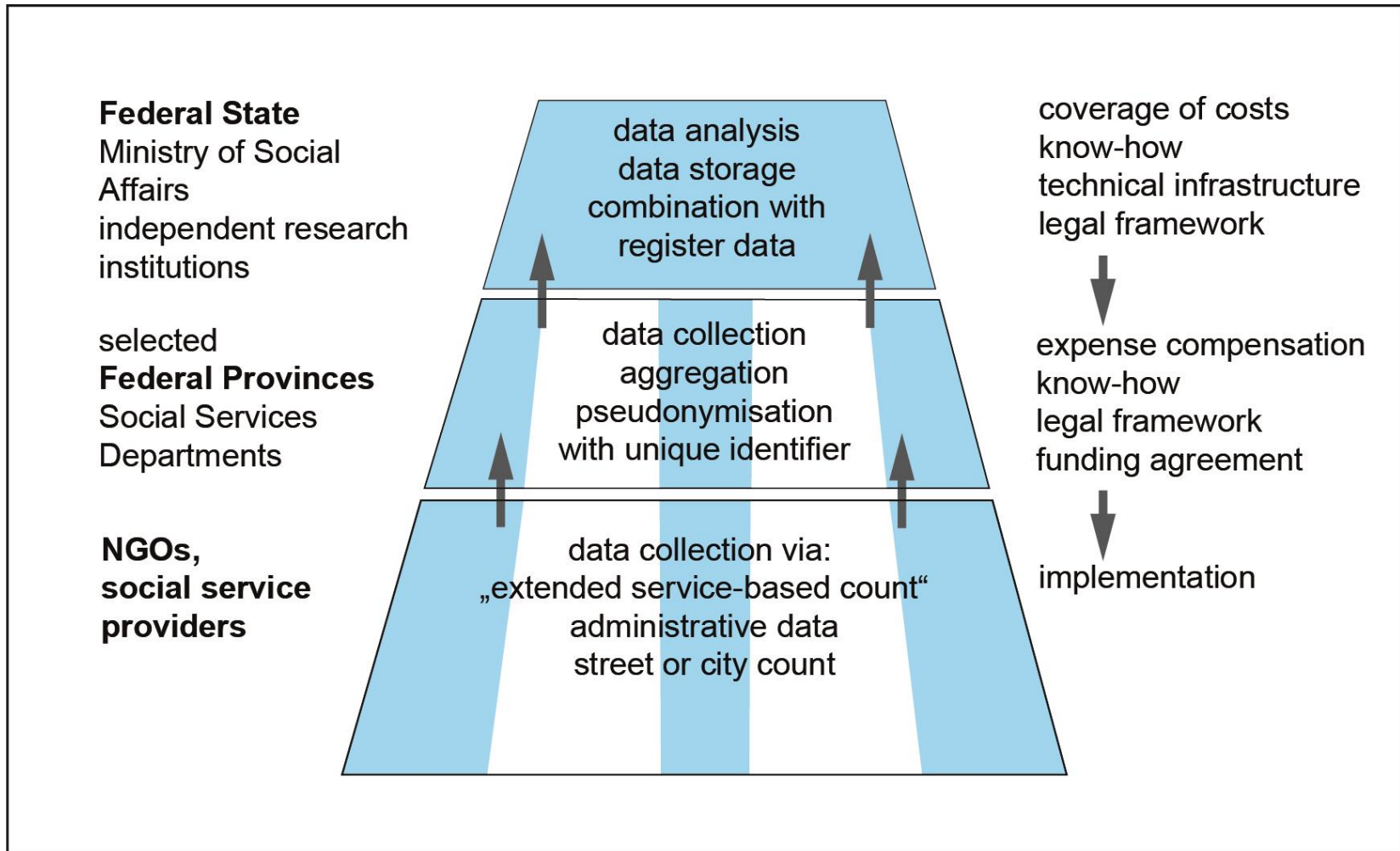
4. Results: Three Measurement Models

Model 2: De-centralized model



4. Results: Three Measurement Models

Model 3: De-centralized model with partial rollout



5. Conclusion - Summary

(1) Inconsistent monitoring on different administrative levels leads to

- Gaps in data
- Undercounts
- Double counts

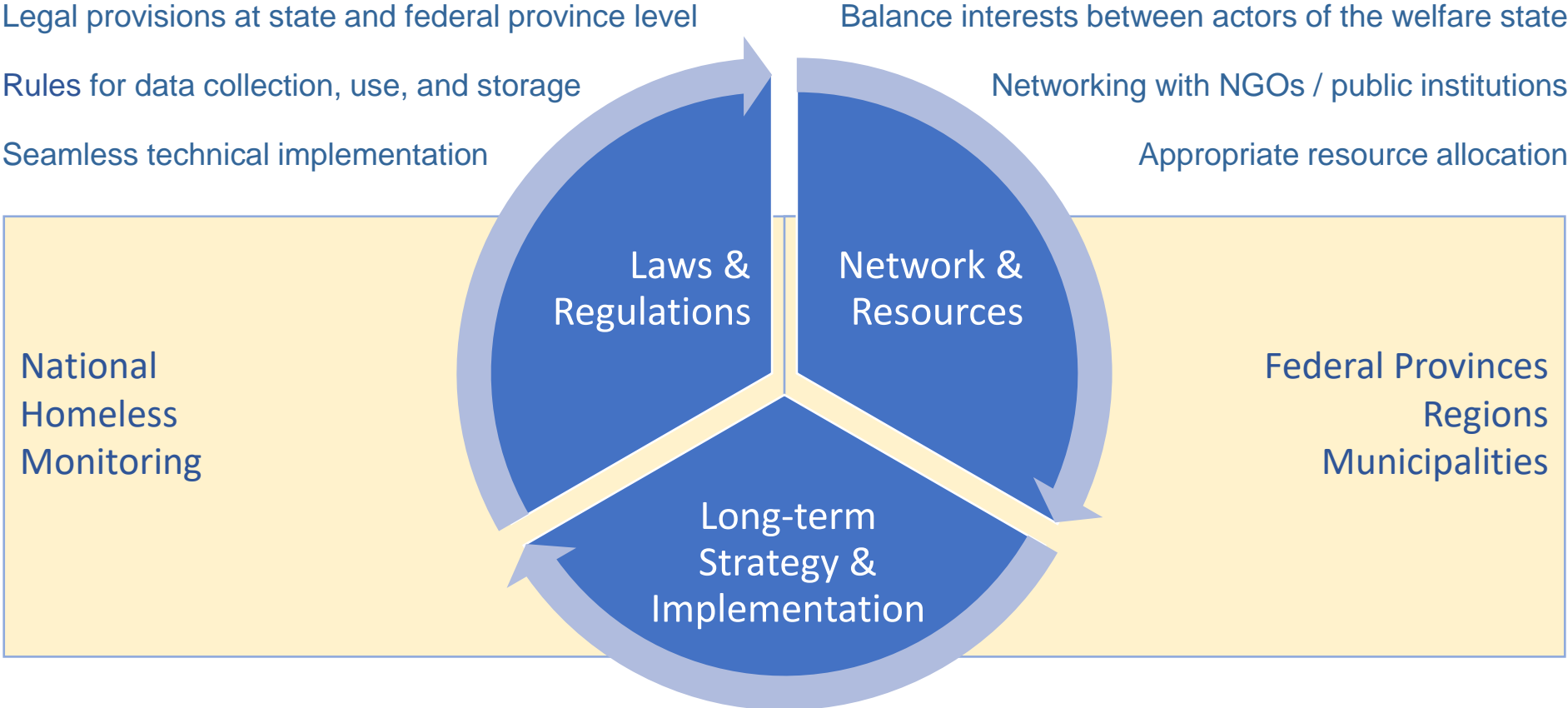
(2) Principles for an Austrian monitoring framework

- National coordination
- Data collection and aggregation
- Transparent evaluation and communication

(3) Three models adapted to the federal structure to maximize outcomes and improve data quality

- Centralized model
- De-centralized model
- De-centralized model with partial rollout

5. Conclusion – Policy Recommendations



Long-term planning and implementation by state/independent research institution

Promote knowledge exchange and continuous learning

Integrate homeless measurement in a nationwide homelessness strategy

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