

## Webinar series

*“The contribution of EU Funds 2021-2027 to the eradication of homelessness”*

*22<sup>nd</sup> and 29<sup>th</sup> October 2020*

### SUMMARY

(30<sup>th</sup> November 2020)



POR SOLIDARIDAD  
OTROS FINES DE INTERÉS SOCIAL

The “Multistakeholder Hub to promote the Housing First methodology in Spain” is an initiative that aims to provide a collaborative space where the key actors can share motivation, experiences and knowledge, and address the challenges that arise from the development and implementation of the Housing First methodology as an innovative model of intervention to give a solution to homelessness. Participants of this knowledge hub are housing and social services departments of local, regional and State administration, as well as Third Sector organisations, academic research staff and other stakeholders.

This document includes the main conclusions of each of the two events, held the 22<sup>nd</sup> and 29<sup>th</sup> of October 2020, as part of the Webinar series "The contribution of EU Funds 2021-2027 to the eradication of homelessness”.

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## Context and programme

HOGAR Sí and Provivienda are two organisations that work in Alliance to promote the Housing First methodology in Spain. Both organisations lead a Project called “Multistakeholder Hub to promote the Housing First methodology in Spain” that receives the support from the Social Rights Ministry.

This initiative was launched three years ago and currently involves more than fifty relevant public and private stakeholders at national, regional and local level working in the fields of housing and social services. Through this Multistakeholder Hub, we organise thematic series of discussion seminars and workshops to share knowledge and inspiring experiences.

### The topic of this webinar series

Homelessness is on the rise in the EU with numbers increasing consistently over the past decade (at least 700,000 people are homeless on any given night in the EU, 70% more than a decade ago). COVID-19 has demonstrated how essential a decent home is to health and well-being. In this context, the European Union has an important role to play, especially since the adoption of the European Pillar of Social Rights, which has a specific principle on Housing and assistance for the homeless (principle 19).

The EU and Member States are currently programming the use of European Funds 2021-2027 and the Next Generation EU, which offers a unique opportunity to create synergies with Member States to fight and eradicate homelessness.

For this reason, this webinar series focused on two key topics:

#### **1. The contribution of EU Funds 2021-2027 to the eradication of homelessness: *opportunities and recommendations***

- Objective:** Discuss how the EU Funds 2021-2027 can contribute to the eradication of homelessness, with a special focus on the new opportunities and instruments included in the new regulations.
- Audience:** This webinar was aimed at departments responsible of programming EU funds at EU and national level as well as departments responsible of housing and social services policies.

#### **2. The contribution of EU Funds 2021-2027 to the eradication of homelessness: *inspiring experiences***

- Objective:** Present an overview of the situation of homelessness in the EU as well as inspiring programmes funded by ESIF 2014-2020 as well as discussing the added-value of public-private collaboration.
- Audience:** This webinar was aimed at departments responsible of programming EU funds at EU and national level as well as departments responsible of housing and social services policies and not-for-profit organisations.

## **Webinar 1. The contribution of EU Funds 2021-2027 to the eradication of homelessness: *opportunities and recommendations***

22<sup>nd</sup> October 2020, 11:00 (CET Brussels)

### **Programme**

#### **11:00 – Welcome and presentations**

**VANESA CENJOR**, INTERNATIONAL AFFAIRS DIRECTOR, HOGAR Sí FOUNDATION

#### **11:10 – Round table “The contribution of EU Funds 2021-2027 to the eradication of homelessness: *opportunities and recommendations*”**

**MODERATOR: RUTH OWEN**, DEPUTY DIRECTOR FEANTSA

**PATRICIA BEZUNARTEA**, DIRECTOR GENERAL OF FAMILY DIVERSITY AND SOCIAL SERVICES, MINISTRY OF SOCIAL RIGHTS

*Could you briefly describe what are the most pressing challenges related with homelessness and housing exclusion faced currently by Spain?*

*How do you think that the future EU Cohesion Funds and the Next Generation EU could contribute to address these challenges?*

**FRANCISCO JAVIER MARTÍN RAMIRO**, DIRECTOR GENERAL OF HOUSING AND LAND, MINISTRY OF TRANSPORT, MOBILITY AND URBAN AGENDA

*Could you briefly describe what are the most pressing challenges related with homelessness and housing exclusion faced currently by Spain?*

*How do you think that the future EU Cohesion Funds and the Next Generation EU could contribute to address these challenges?*

**ALINA-MARIA SECIU**, PROJECT MANAGER, EMPLOYMENT, SOCIAL POLICIES AND ESF MONITORING IN SPAIN, DIRECTORATE-GENERAL FOR EMPLOYMENT, SOCIAL AFFAIRS AND INCLUSION

**OLGA MARTÍNEZ DE BRIONES**, POLICY OFFICER, DIRECTORATE-GENERAL FOR EMPLOYMENT, SOCIAL AFFAIRS AND INCLUSION

*Taking into account the challenges identified both from the social services and housing perspective, what type of measures do you think could be programmed in Spain under the future ESF+?*

*As part of the Action Plan to deliver on the European Pillar of Social Rights, Commissioner Schmit has announced his intention to launch a Collaboration Platform to support better progress towards ending homelessness in the MS? What type of measures would the Commission encourage MS to take, and what role should the funds play?*

*What recommendation can you give us to ensure that EU Cohesion Funds in Spain contribute to eradicating homelessness and housing exclusion, rather than just managing it?*

*What are the advantages of programming measures that combine ESF+ and ERDF? Some regions have found difficulties when doing this, what recommendations do you have to overcome this?*

*What type of actions do you think could be included in the Spanish Recovery Plan in this field?*

**ANDOR URMOS, POLICY OFFICER, DG REGIO**

*Taking into account the challenges identified both from the social services and housing perspective, what type of measures do you think could be programmed in Spain under the future ERDF?*

*As part of the Action Plan to deliver on the European Pillar of Social Rights, Commissioner Schmit has announced his intention to launch a Collaboration Platform to support better progress towards ending homelessness in the MS? What type of measures would the Commission encourage MS to take, and what role should the funds play?*

*What recommendation can you give us to ensure that EU Cohesion Funds in Spain contribute to eradicating homelessness and housing exclusion?*

*What are the advantages of programming measures that combine ESF+ and ERDF? Some regions have found difficulties when doing this, what recommendations do you have to overcome this?*

*What type of actions do you think could be included in the Spanish Recovery Plan in this field?*

**12:00 – Q&A**

**12:30 – End of webinar**

## Sesión 2. The contribution of EU Funds 2021-2027 to the eradication of homelessness: *inspiring experiences*

29<sup>th</sup> October 2020, 11:00 (CET Brussels)

### Programme

#### 11:00 – Welcome and presentations

**ARTURO COEGO**, HOUSING FIRST PROGRAMMES MANAGER, PROVIVIENDA & SPANISH REPRESENTATIVE IN FEANTSA

#### 11:10 – Homelessness in the EU

**RUTH OWEN**, DEPUTY DIRECTOR FEANTSA

#### 11.30 – Inspiring experiences

##### MODERATOR:

**VANESA CENJOR**, INTERNATIONAL AFFAIRS DIRECTOR, HOGAR Sí FOUNDATION

**MGR. ŠTĚPÁN RIPKA**, PH. D., ADVISOR FOR HOUSING COUNCILLOR, CITY OF PRAGUE

**CATERINA CORTESE**, SOCIAL POLICY AND RESEARCH OFFICER FIO.PSD

**HENRIQUE JOAQUIM**, EXECUTIVE MANAGER. MINISTRY OF LABOUR, SOLIDARITY AND SOCIAL SECURITY, PORTUGAL

#### 12:10 – Q&A

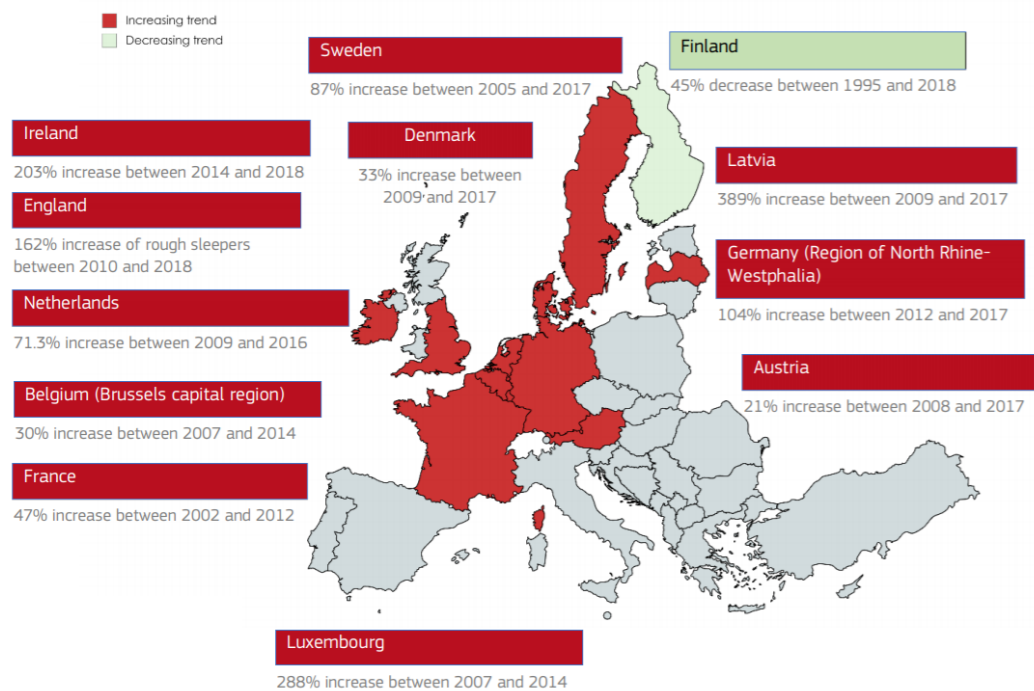
#### 12:30 – End of webinar

## Homelessness & Housing Exclusion in the EU and Spain

According to a report prepared by the European Social Policy Network (ESPN),<sup>1</sup> it is currently not possible to provide the total number of homeless people in Europe because of a lack of reliable data. However, existing data shows an increase of homelessness and housing exclusion over the last decade in most of the 35 countries covered by the report. Finland is the only EU country where homelessness has decreased significantly over the last two decades.

This increase of homelessness is accompanied by a diversification of the profiles of homeless people. The number of women, families, migrants and young people in this situation has grown, while there is evidence of an increase in the amount of time in which this situation is suffered in some Member States.<sup>2</sup>

**Figure 1: Countries with substantial variations in homelessness over the last decades**



Source: ESPN national reports.

In Spain, the National Comprehensive Strategy for Homeless People 2015-2020 estimates that in 2014 the total number of homeless people in Spain was around 33,000 people. The thematic report on national strategies to fight homelessness and housing exclusion in Spain<sup>3</sup> confirms that the latest data available at national level used as a reference to calculate the

<sup>1</sup> European Commission (ESPN), 2019, *Fighting homelessness and housing exclusion in Europe. A study of national policies*

<sup>2</sup> FEANTSA and Fondation Abbé Pierre, 2019, *Fourth Overview of Housing Exclusion in Europe*.

<sup>3</sup> European Commission (ESPN), 2019, *Fighting homelessness and housing exclusion in Europe. A study of national policies - Thematic Report on National strategies to fight homelessness and housing exclusion in Spain*.

number of homeless people is precisely the one used in the National Comprehensive Strategy for Homeless People 2015-2020, referred to 2014.

The increase in the number of homeless people accommodated in centres is related to the increase in the number of centres for homeless people in the country. In the latest survey carried out by the INE in 2016 on the centres and services for homeless people, it was observed that the number of places in centres for the homeless grew by 14.62% between 2014 and 2016 (from 16,684 to 19,124). The daily average of people who stayed in homeless care centres grew by 20.46% between 2014 and 2016 (from 13,645 to 16,437). Average occupancy reached 85.9%, as against 81.8% in 2014. This INE survey included the Housing First programme for the first time: in June 2016, 132 homes were allocated (occupied by 233 persons); in December 2016, 171 homes had been allocated (occupied by 271 persons).

On the other hand, the last [Special Bulletin on Social Housing](#) published by the Housing and Land Observatory of the Ministry of Transport, Mobility and Urban Agenda estimates that the stock of public owned social dwellings in our country consists of approximately 290,000 social housing, of which 180,000 are owned by the autonomous communities and another 110,000 homes are owned by the municipalities.

This number contrasts with the over 2.3 million social housing built between 1981 and 2019, mostly aimed for sale and of which only a small percentage was intended as public housing for rent.

This bulletin also points out the fact that although the amount spent on housing promotion and construction in Spain was 0.22% of the GDP, close to the European average of 0.25%, this expenditure was used to promote public housing with a variety of types of tenure: purchase and sale, rental, or lease with purchase option, instead of dedicating them to social or affordable rent programme as it has been the case in a large number of EU countries.

### Relevant publications >>



[2018 - Material Deprivation, well-being and housing difficulties.](#)

Eurostat  
March 2020

[2018 - Material deprivation, well-being and housing difficulties](#)

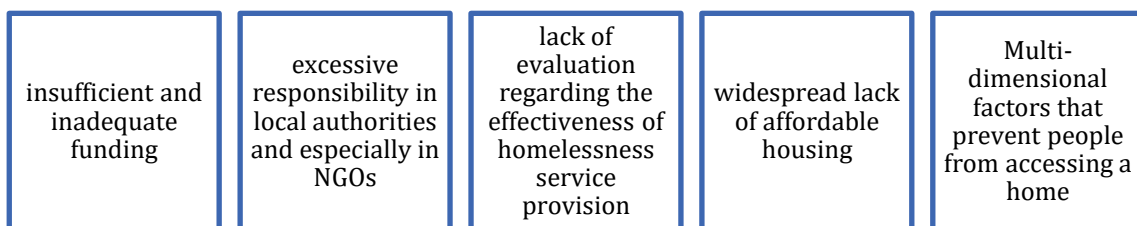


## The future of policies to combat homelessness and housing exclusion in the EU and Spain

The ESPN reports highlights that there is growing evidence that, in recent years, homelessness and housing exclusion have emerged – or have been consolidated – as a specific target of public policies in most EU Member States. Yet, the extent to which consistent policy frameworks have been established varies considerably across Europe. A growing number of Member States have developed integrated national or regional strategies to tackle this problem, but in many other policies remain largely separate and uncoordinated.

Nonetheless, integrated strategic responses to homelessness and housing exclusion are on the increase across the EU, although evidence of their effectiveness remains scarce. Very few countries have strong evidence-based mechanisms enabling the assessment of their strategies’ implementation. However, there is evidence of a growing presence of housing-led services (e.g. “Housing First”) across Europe within an overall prevailing “staircase model” of homelessness service provision, i.e. mostly aimed at making someone “housing ready” by providing support and treatment. In several countries, there is evidence of shifts occurring in the overall pattern of service provision, towards a system where more intensive services are provided together with access to permanent accommodation (e.g. AT, BE, DE, ES, FR, IE, IT, LU, SI). In others, the staircase model is still dominant, but there is evidence of small-scale Housing First programmes within overall homelessness service provision (e.g. HU, PT, RO, SE, SK).

According to the ESPN report, the effectiveness of public policies is generally hindered by the following factors:



- The overall insufficient (in relation to existing needs) and inadequate (due to the limited impact on the ability to solve homelessness) funding devoted to preventing and fighting homelessness and housing exclusion across Europe.
- The responsibility for the provision of homelessness services lies almost exclusively with local-level institutions/organisations, with a very significant role played by NGOs, civil society organisations, charities and local authorities. The role of private actors is mostly centred on the provision of support – either directly or commissioned by public authorities. They are more rarely involved in other activities, such as monitoring, evaluation or funding.
- The lack of evaluation regarding the effectiveness of homelessness service provision across countries (Housing First services – and to a lesser extent prevention services – are by far the area of provision where most evidence on – positive - results is available).

- A widespread lack of affordable housing, arising from a wide range of inter-related factors (e.g. tenure insecurity, increased evictions, poor housing quality, overcrowding and specific barriers in access to housing).
- Multidimensional factors that prevent people from accessing a home: poverty, unemployment, the low level of welfare benefits, the lack of social protection, and the changing nature of work leading to less secure and low-age employment; organisational factors (e.g. lack of information on existing services, unequal access and uneven quality of services provided, barriers restraining access to services, lack of human resources); legal obstacles (e.g. lack of documents, regularisation procedures) and individual and family-related causes (e.g. divorce and/or separation, family violence, drug and alcohol addiction problems, and health and mental health problems).

In this context, the ESPN report makes a series of recommendations to Member States:

1. Adopting harmonised and legally binding definitions.
2. Strengthening data collection mechanisms and research evidence.
3. Developing integrated comprehensive homelessness and housing exclusion strategies supported by strong political and institutional commitment and shared responsibility.
4. Addressing the main drivers for homelessness and housing exclusion.
5. Improving the adequacy of funding mechanisms, including encouraging and supporting **stronger take-up of EU funding as a tool to effectively address homelessness and housing exclusion** (the report recommends the EU to develop guidance and support initiatives to foster the use of EU funding as a lever to fight homelessness and housing exclusion).
6. Service provision development.

In Spain, the mid-term evaluation of the Homelessness National Strategy 2015-2020<sup>4</sup> confirms several trends identified in the ESPN report and points out several existing weaknesses:

- Lack of a clear leadership that promotes the effective implementation of the Strategy in collaboration with all the departments involved.
- Lack of an adequate implementing mechanism that ensures that measures are prioritised and implemented as planned.
- Coordination and collaboration between the different public authorities at horizontal and vertical level has been scarce.
- The participation of actors is not consolidated.
- The most common activities of public policies monitoring have not been carried out (e.g. monitoring committee, guidance for implementation, working groups, etc.).
- There is very little detailed information on the measures implemented.
- The set of indicators presents weaknesses.
- No specific budget has been allocated thus the Strategy is more a policy framework than a strong policy instrument.

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<sup>4</sup> Instituto para la evaluación de políticas públicas, 2020, *Evaluación intermedia de la Estrategia Nacional Integral para las Personas sin Hogar 2015-2020*

- Measures implemented at regional or local level often lack strategic planning and/or political commitment.

As a result, it also makes a series of recommendations for the design of the future Homelessness National Strategy:

1. Improve the quality of data and knowledge on homelessness.
2. Introduce integrated strategic responses to tackle the multidimensionality of the problem.
3. Increase the participation of actors and create more synergies and complementarities between all levels of administrations (national, regional and local), between different fields (e.g. social services and housing) and develop or reinforce public-private collaboration with key actors, especially with regards to implementation, funding, monitoring and evaluation.
4. Improve the implementation and monitoring mechanisms, as well as the evaluation instruments.
5. Establish a financial commitment of actors involved, at least at national level with adequate, nation-wide, long-term and sustainable funding mechanisms..

### Relevant publications >>

STUDY  
Requested by the EMPL committee



#### [Policies to Ensure Access to Affordable Housing](#)

European Parliament

August 2020

Policies to Ensure  
Access to Affordable  
Housing



### The promotion of European policies to prevent and eradicate homelessness

While social and housing policy are essential competences of Member States, the EU can play an important role in supporting, complementing and facilitating the work of Member States, especially in the current context in which EU countries face common problems regarding access to housing and affordability, such as: increase of homelessness, emergence of new profiles of homeless people (families, young people, etc.), limited public social and affordable housing stocks, health and maintenance issues of some homes, impossibility to cope with the cost of rents, etc.

Although **innovative initiatives have been launched over the past decade to address this situation, such as Housing First or Housing-Led programs**, and that this paradigm shift has begun to take on strength, data shows that they have not been large or strong enough to make a significant impact.

The adoption of the [European Pillar of Social Rights in 2017](#) was a boost to the promotion of social rights, establishing a common European framework. Principle 19 specifically refers to homelessness, which paves the way towards an approach aimed at its eradication.

**PRINCIPLE 19: HOUSING AND ASSISTANCE FOR THE HOMELESS**

- a. *ACCESS TO SOCIAL HOUSING OR HOUSING ASSISTANCE OF GOOD QUALITY SHALL BE PROVIDED FOR THOSE IN NEED.*
- b. *VULNERABLE PEOPLE HAVE THE RIGHT TO APPROPRIATE ASSISTANCE AND PROTECTION AGAINST FORCED EVICTION.*
- c. *ADEQUATE SHELTER AND SERVICES SHALL BE PROVIDED TO THE HOMELESS IN ORDER TO PROMOTE THEIR SOCIAL INCLUSION.*

In addition, in 2014, the European Parliament adopted a [resolution](#) urging the European Commission to develop a European Strategy to fight homelessness.

Likewise, the Commissioner for Jobs and Social Rights, Nicolas Schmidt, together with Ana Mendes Godinho - Minister of Labour, Solidarity and Social Security of Portugal - and Yves Leterme - Goodwill Ambassador for the Fight against Homelessness in Europe - announced in this [article](#) in June 2020 their commitment to making homelessness a priority of EU social policy which will also be endorsed during the Portuguese presidency of the EU.

In early November 2020, the European Parliament Committee on Petitions adopted a [proposal for a resolution on homelessness](#) urging the European Union and its Member States to:

- Set a goal to eradicate homelessness by 2030.
- Develop a European Strategy to fight against homelessness.
- Improve the compilation of data on homelessness.
- Incorporate this priority within the framework of the European Semester.
- Incorporate homelessness into sectoral policies.

**Information of interest >>**

*Housing First European Hub*

Created in 2016 by FEANTSA, the Finnish public Foundation Y-Sattio and 16 other partners at European level (including the governments of France, Belgium and Spain), the [Housing First European Hub](#) brings together public institutions and organizations working to eradicate homelessness and housing exclusion under the Housing First approach. Its resources include a [Housing First Europe Guide](#). This network collects information from the different Housing First experiences at European level, compiles good practices, inspiring experiences, and publishes research carried out in this field.

**The promotion of policies to prevent and eradicate homelessness in Spain**

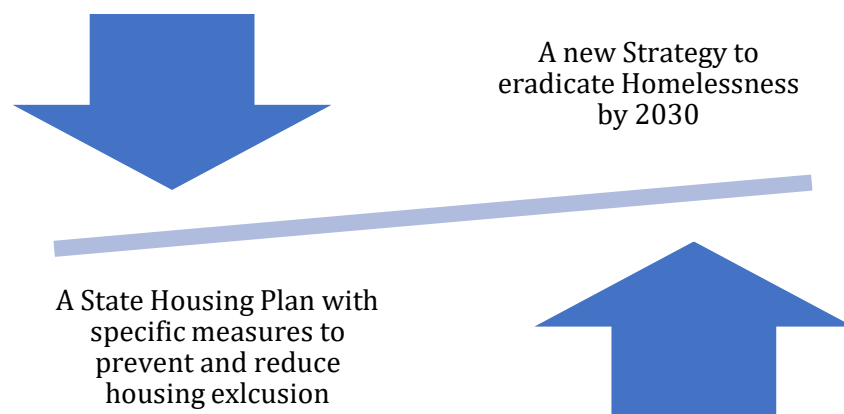
There is a consensus in the Government that the main current challenges in preventing and eradicating homelessness are closely related to a structural housing problem that exists in Spain:

- ▶ There is a disconnection between the available income of individuals and households and the price of housing.
- ▶ The public housing stock is very reduced and the one that existed has seen a decline.

In this context, the Government has identified the **need to adopt structural measures based on a comprehensive framework**:

1. **Greater and better coordination between departments and administrations**, especially between the administrations responsible for housing policies and social services.
2. **Greater and better coordination between different levels of the Administration**, in which local authorities plays a fundamental being the administration closest to the citizens. Nonetheless, it is essential for national and regional government to demonstrate greater leadership and political commitment to develop and implement more effective and sustainable programs and services.

From this perspective, the Administration is promoting the following initiatives:



### ***A new Strategy to eradicate homelessness by 2030***

The evaluation of the 2015-2020 Strategy has shown significant weaknesses and therefore the future Strategy will incorporate new elements of improvement:

- ▶ Greater political commitment with the involvement of key departments, especially housing and social rights, to promote cross-sectoral coordination.
- ▶ A new governance model that allows greater involvement of national, regional and local actors and promotes more sustainable public-private collaboration.
- ▶ A more regular and consistent system of coordination, monitoring and evaluation.
- ▶ Increased funding for programmes and services to eradicate homelessness, especially for innovative initiatives that are demonstrating promising results.

### ***A battery of measures aimed at increasing the social housing stock in Spain***

In September 2020, the public consultation process for the Preliminary Draft State Law on the Right to Housing was initiated, setting the basis for the future regulation that will offer legal coverage and protection to social and protected housing. Its objectives are to:

- ▶ Regulate housing policies as a public service of general interest.
- ▶ Safeguard the social purpose of housing.
- ▶ Promote the development of public housing stock.
- ▶ Strengthen the right of decent housing at an affordable price.
- ▶ Strengthen inter-administrative planning and cooperation in this area.
- ▶ Promote transparency and information in housing real estate operations.

In addition to this new legal framework, the Ministry is promoting a number of complementary measures:

- ▶ The State Housing Plan 2018-2021.
- ▶ The “20,000 Homes Plan”, which will increase the public affordable housing stock for rent by that number. In 2021, 100 million euros are planned to be channelled through the Public Land Business Entity to act on publicly owned land at national level or through agreements with the regions.
- ▶ Measures aimed at creating a favourable environment for the promotion of rental housing at affordable prices.
- ▶ The Sustainable Urban Renovation and Renewal Plan, in collaboration with the Ministry of Ecological Transition, aimed to improving the quality of the existing dwelling.

## **The use of the Structural and Investment Funds 2014-2020 to prevent and eradicate homelessness in the EU and Spain**

Currently there is very little comprehensive information on the use of EU Cohesion Funds 2014-2020 to fight homelessness and housing exclusion in the EU and Spain.

Some Member States such as Czech Republic and Hungary have implemented pilot programmes for ending homelessness based on housing investments or housing led approaches with the support of EU Cohesion Funds whereas others such as Germany and France have done so to implement programmes to ensure that homeless people access mainstream services. Poland and Italy have carried out both type of measures. Finally, Finland has made use of EU Cohesion Funds to support service providers to develop more sustainable solutions.

In Spain, the ESF nor the ERDF have specific measures with the exception of employment programmes within employment pathways implemented both at national and regional level.

In fact, most Spanish operational programmes concentrate their scope of action in the active inclusion investment priority and only in exceptional cases foresee other type of activities or targeted actions with certain groups, with the exception of some regions that have included targeted actions for Roma principally with ESF, but in some cases also with ERDF as it is the case of Madrid or Murcia – in this last case with complementarity between ERDF and ESF.

Currently the ESF Unit is carrying out an evaluation on the contribution of ESF 2014-2020 to social inclusion although it is unlikely it will collect specific information on measures to combat homelessness and housing exclusion.

## The experience of Czech Republic

In the Czech Republic, the European Social Fund funded the implementation of Housing First's pilot experiences and its subsequent scaling at local level. In 2015, the first pilot project was launched in the city of Brno. Currently 14 Housing First programmes are being funded across the country funded by a specific call: České Budějovice, Most, Jihlava, Karviná, Brno, Frýdek Místek, Třinec, Ústí nad Labem, Lounsko, Otrokovice, Ostrava, Karviná, Havířov, Jeseník, Uherské Hradiště and Plzeň. Additional HF projects in Prague, Liberec and Pisek are funded from other ESF calls.

- ▶ Estimated investment for the period 2014-2020 >> 8 million Euros.
- ▶ Investment Priority through which the program was funded >> Czech OP priority 2.1 Active social inclusion and 2.2 Improved access to services.
- ▶ The evaluation indicators used were >> Housing stability, mental health and use of emergency health services.
- ▶ Implementing instrument >> specific call for proposals to municipalities
- ▶ Type of eligible expenses >> direct personnel costs, small renovation expenses, loan guarantees, rental and supply related expenses, etc.
- ▶ Actors involved >> municipalities, social service providers.

## Results achieved

- ▶ Through these programs, 335 Housing First homes will have been launched. Thanks to the monitoring and evaluation systems implemented, it could be demonstrated that these programmes have a very high degree of effectiveness especially in relation to the home retention rate, family reunification, health improvement, as well as proving that these programmes have a higher degree of cost-efficiency.
- ▶ These positive results were presented to the European Commission and the ESF Management Unit thus have continued to be funded throughout the current period.

## Keys to success

- ▶ The call for innovative proposals that financed the first pilot project in Brno provided a flexible funding framework, allowing a significant investment in impact assessment (approximately one third of total expenditure). This created the conditions to establish a consistent evaluation system (e.g. counterfactual evaluation, peer review) and measuring not only impact but also of cost-efficiency.
- ▶ Thanks to positive results of the pilot projects, the EC and the Czech Managing authority supported issuing a specific call for Housing first projects, which attracted new applicants and helped spreading the approach across the country. The call was flexible in the nature of the expenses, allowing direct personnel expenses and also expenses related to housing (remodelling, payment of rents, guarantees, etc.). In fact, justification according to unit costs is being considered for future calls to reduce the administrative and bureaucratic burden of projects and to simplify budgeting.
- ▶ The fact that the call encouraged municipalities to elaborate projects in partnership with social organisations and universities favoured the presentation of projects of higher quality and more adapted to the territory and the people's needs. Likewise, the incentive to collaborate with universities attracted the interest of the scientific community and this allowed to include a committee of experts in this type of programmes.

- ▶ The results and impact reports allowed the implementation of a communication and awareness-raising strategy that achieved extensive media coverage. In fact, this contributed to the initiative being nominated and awarded a prize for the best ESF funded project in ending homelessness by FEANTSA, and best project in Social Innovation by SozialMarie.

### **Learning highlights**

- ▶ The implementation of this call through ESF funding helped to establish an innovative initiative that served as an incubator for Housing First projects, which has subsequently allowed other municipalities to take an interest in such programs and submit them to subsequent calls.
- ▶ The programme contributed to the political ambition towards the eradication of homelessness by local authorities. In fact, the pioneering character attracted experts and stakeholders from all over the country who were involved in the various programmes implemented.

It should be noted that the Czech Republic recently began to use ERDF funds to build or remodel social housing which will be dedicated to projects aimed at the prevention and eradication of homelessness and is evaluating the possibility of also using INVEST EU funds.

### **The experience of Italy**

Since 2015, homelessness has become a priority in Italy's national policies. In 2016, the Ministry of Labour and Social Policies launched a call for proposals to implement innovative actions to end homelessness. It was funded through the ESF and FEAD, articulated through the National Operational Inclusion Programme (ESF) and the FEAD Operational Programme. As a result of its implementation, around 50 Housing First projects have been launched in Italy. The territories involved were the biggest cities (Milan, Rome, Turin, Naples, Palermo) and also all Regions. Recently, the Ministry of Labour and Social Policies confirmed its commitment to invest another 50 million euros to finance intervention programs to combat severe adult marginalization.

- ▶ Estimated investment for the period 2014-2020 >> 100 million euros for the period 2016-2022: 50% from the ESF and 50% from the FEAD.
- ▶ Investment priority through which it was funded >> PO I FEAD Measure 4 / OP Inclusion (ESF) Axes 1 and 2 and Action 9.5.9.
- ▶ The evaluation indicators used were >> Among other indicators: % of people rehabilitated after 12 months of case management; number of kit for material assistance; number of people served; kind of renovation of services...
- ▶ Implementing instrument >> Call for funding for municipalities and regions.
- ▶ Type of eligible expenses >>
  - ESF: Strengthening the services for the homeless, training for social work teams, training and improve of the employability of vulnerable people and implementing pilot projects (33% was aimed at strengthening existing services, 29% for Housing First projects and 22% to test innovative models, 7% for projects related to case management , 6% to projects based on multidisciplinary teams and 5% to projects supporting Third Sector entities).
  - FEAD: coverage of basic needs (food, housing kit, etc.).
  - ERDF: ERDF is used in some metropolitan cities for renovating available housing and social infrastructures.



- ▶ Actors involved >> collaboration between municipalities, regions and the Ministry. Municipalities and regions led the implementation of the programmes with the guidance and technical assistance of the Ministry, which published an action guide to promote social inclusion and material assistance for the homeless, including recommendations and good practices, in line with the national strategy. Link to the action guide: <https://www.fiopds.org/linee-di-indirizzo-10-12-2015/>

### **Results achieved**

- ▶ These programmes made possible the activation and generation of competences in public services responsible for assisting the homeless. New professional profiles such as cultural mediators or nurses who were not previously considered have also been included. Multi-level governance has been encouraged through calls where collaboration between different levels of administration and with a variety of relevant actors was positively stimulated.
- ▶ The Housing First model has emerged as the main tool to fight homelessness, with the implementation of nearly 50 projects distributed by the main cities of Italy which have been funded by ESF calls.
- ▶ Resources for accompanying vulnerable people have been implemented.
- ▶ Innovative or pilot projects have been launched, for instance those related to health and social care, like daily services; housing office; help centres; socio-sanitary outreach; residence front office, etc.
- ▶ More than 1,000 homeless people have accessed a home in the different municipalities involved (Turin, Bologna, Trieste, Trento, Padua, Catania...).

### **Keys to success**

- ▶ The Ministry's political support and leadership has been critical. The call for proposal and the coordination and knowledge transfer space have been essential in motivating many local entities to carry out more ambitious programmes.
- ▶ Having personalised support services focused on the beneficiaries of the programmes, based on the right to housing.

### **Learning highlights**

- ▶ Public-private collaboration has been a key factor to promote innovation and the development of long-term solutions, which combined with a case management methodology has greatly contributed to the success of the programmes.
- ▶ It is essential to continue investing on housing-based policies and programmes to achieve sustainable results with people in extreme vulnerability.
- ▶ Mismatches between programme planning and execution is still a challenge, especially with regards to the management of European funds, for instance the delay between the submission of the proposals and its admission by the Ministry; delay in the transferring of resources from the national level to local level, etc.
- ▶ Regarding housing and inclusion, difficulties have been encountered both in finding affordable housing and in developing effective support programmes with the aim of promoting autonomy and improve the employability of people in extreme vulnerability.

## Relevant publications >>



I PROGETTI DEL NETWORK  
HOUSING FIRST ITALIA  
RAPPORTO DI MONITORAGGIO  
BIENNIO 2017/2019\*



[2020 – HF Monitoring Report 2017-2019 / Rapporto di Monitoraggio Housing First](#)

Osservatorio fio.PSD

December 2020

## The experience of Portugal

A new National Strategy for the Homeless was adopted in 2017 ([ENIPSSA 2017-2023](#)). Under this framework, in 2020 **ten projects have been launched in ten municipalities in the Lisbon metropolitan area** with the aim of establishing a homeless care programme based on a common case management methodology supported by a professional training programme for the implementation of this methodology. At the end of 2020 three call for proposals will be launched in different regions (North, South and inland regions) to cover the entire country.

- ▶ Estimated investment for the period 2014-2020 >> 2.8 million euros.
- ▶ The evaluation indicators used were >> the number of homeless people receiving accompaniment under the case management methodology.
- ▶ Implementing instrument >> call for proposals for municipalities.
- ▶ Type of eligible expenses >> personnel training, professional recruitment, rental and conditioning of day centres, training and autonomy support processes.
- ▶ Actors involved >> municipalities.

## Objectives

- ▶ The projects currently underway focus on achieving early identification of homeless people and on offering a case management service through an individualised, personalised, person-centred care plan.

## Results achieved

- ▶ Projects are at an early stage thus results are still scarce. Currently, 10 projects have been launched in the municipalities around Lisbon with a funding of 2.8 million. Other municipalities have shown interest in the implementation of these projects but did not have enough resources for co-financing thus arrangements are being made with social organisations to explore access to funds by private entities.
- ▶ In September a professional training programme for the implementation of the case management methodology began, having trained 200 professionals so far.

## Learning highlights

- ▶ At an operational level, it has been identified that a significant percentage of homeless people are concentrated in the Lisbon and Porto metropolitan regions. In addition,

inter-territory mobility stands out as an important feature of homeless people in Portugal. Based on 2019 data, 20% of homeless people did not belong to the region in which they were registered and another 20% were foreign.

- ▶ On the other hand, the work done so far is marked by a weakness in the definition of priorities in the strategy, which did not include investment in housing. Under this framework, current efforts are focused on training workers, recruiting professionals, rent and remodelling of day centres, training for homeless people and starting autonomy processes. However, this is an extremely important deficiency when dealing with homeless people thus measures are being taken to update this framework towards "*Housing Personalised Support*" approach which consists in prioritizing housing-centred solutions with an important emphasis on adapting plans to each person's profile. Prevention actions and reaching a long-term impact are also being taken into account in this new framework.
- ▶ Finally, it has been found that the level of knowledge on the functioning and mechanics of European funds at regional and municipal level must improve, which means carrying out training and support work with these institutions.

## **The possible contribution of the future European Funds 2021-2027 to the prevention and eradication of Homelessness**

### ***The Government's position on the 2021-2027 programming period***

The present moment provides a context in which new European funding opportunities arise that must be used to create synergies and complementarity with the General State Budget (when adopted).

In this regard, there is consensus on the importance of using European funds as a lever to drive structural changes that can address current and future challenges. In this sense, designing a comprehensive political strategy to prevent and eradicate homelessness involving all relevant actors is critical.

To achieve this, it is necessary to further explore the possibility of establishing complementarities between funds and to promote multi-fund operations in two ways:

- ▶ Creating pathways so that ESF+ can fund operations to improve and innovate in homelessness prevention and eradication services that incorporate the housing perspective into their strategies of action.
- ▶ Promote ERDF's investment in increasing and improving the social public housing stock, in connection with operations to prevent and eradicate homelessness.

To move forward in this direction, it will be essential to promote greater coordination of actors at the national, regional and local level but also intersectoral between housing and social services departments. It is crucial to incorporate this perspective into both the ESF+ and ERDF multi-regional operational programmes and their respective regional operational programmes.

To progress along these lines, it is essential not only to improve knowledge about existing possibilities, but to promote the exchange of inspiring practices existing in both Spain and Europe.

## A multi-fund ESF-ERDF experience in housing in the Murcia Region: the PARES Programme

The “PARES Programme” (Programme of action and accompaniment for the reallocation of families in chronic situation of social and housing exclusion) has been developed in the municipalities of Murcia, Alcantarilla and Mazarrón since 2016. Its objective is to carry out public interventions to implement a process of social support to small groups and families excluded or at risk of social and housing exclusion to facilitate their access to adequate accommodation or housing. Thus, the programme includes measures of social support and the implementation of an individual social and employment pathway at the same time as providing access to housing.

The PARES Programme works in nine areas of intervention plus one of coordination: spatial/housing, economic, training/employment, health, administrative, legal, social/cultural participation, personal, minors and coordination.

This programme is financed through a multi-fund ESF-ERDF operation of the 2014-2020 financial framework in Spain. The combination of both funds allows to connect social inclusion and housing to achieve a comprehensive action.

### ESF+ and ERDF

The current regulations of the future EU Cohesion Funds 2021-2027 have established five policy objectives. It is the responsibility of each Member State to define what will be the priorities in the next programming period, taking into account that they should be aligned with the European Semester’s and key EU policy recommendations.

In this sense, both the ESF+ and ERDF regulations offer various possibilities to programme measures to combat homelessness and housing exclusion through their Specific Objectives:

POLICY OBJECTIVE 4 a more social Europe implementing the European Pillar of Social Rights	
ESF+	ERDF
<ul style="list-style-type: none"> <li>&gt;&gt; Specific Objective 7. Fostering <b>active inclusion</b> with a view to promoting equal opportunities and active participation, and improving employability</li> <li>&gt;&gt; Specific Objective 9. Enhancing the equal and timely access to <b>quality, sustainable and affordable services</b>; modernising social protection systems, including promoting access to social protection; improving accessibility, effectiveness and resilience of healthcare systems and long-term care services.</li> <li>&gt;&gt; Specific Objective 10. Promoting social integration of <b>people at risk of poverty or social exclusion, including the most deprived</b> and children.</li> <li>&gt;&gt; Specific Objective 11. Addressing material deprivation through <b>food and/or basic material assistance to the most deprived</b>, including accompanying measures.</li> </ul>	<ul style="list-style-type: none"> <li>&gt;&gt; Specific Objective 3. Increasing the socioeconomic integration of marginalised communities, migrants and <b>disadvantaged groups, through integrated measures including housing and social services</b></li> </ul>
POLICY OBJECTIVE 5	

a Europe closer to citizens by fostering the sustainable and integrated development of urban, rural and coastal areas and local initiatives

#### ERDF

>> Specific Objective 1. Fostering the **integrated social, economic and environmental development**, cultural heritage and security in urban areas

Within the framework of these objectives provide, it is essential to facilitate complementarity between specific objectives, so that comprehensive measures can be put in place to meet the multidimensional needs of homeless people. Experiences in other Member States in 2014-2020, for example in Italy, have demonstrated the effectiveness of implementing programmes that encourage complementarity between ESF and FEAD. In this sense, it would be essential to create synergies between the specific objectives vii), ix), x) and objective xi) through which funds previously programmed through the FEAD will be channelled.

On the other hand, as highlighted in section 2, it is essential to create synergies with other European funds, in particular with the ERDF, the Just Transition Fund and the Next Generation EU funds to ensure that housing-based measures are implemented.

Below, we include an initial proposal of possible measures and programmes that the future European Social Fund Plus should finance, indicating in blue those that are most pressing and that would benefit most from the use of complementarity or multi-financing possibilities:

- ▶ Programmes for the modernisation, reform and innovation in public policies and programmes aimed at fighting and eradicating homelessness and housing exclusion at national, regional and local levels linked to programmes to increase the public social housing stock for disadvantaged groups, especially the most disadvantaged.
- ▶ Comprehensive care and autonomy promotion programs for homeless people based on housing that address the multidimensional nature of homelessness and that allow to fund expenses related to intervention and access to services, as well as housing-related expenses (e.g. payment of rents and supplies, guarantees, real estate services, neighbourhood mediation, etc.)
- ▶ Housing First or Housing-Led programmes.
- ▶ Strategies or transition programmes for homeless services that progressively replace institutionalized temporary housing programmes with community housing solutions and/or housing-based solutions.
- ▶ Prevention and awareness-raising programs on homelessness and housing exclusion.
- ▶ Evidence, evaluation and knowledge sharing improvement programmes on policies and programmes to prevent and eradicate homelessness and housing exclusion.
- ▶ Training and skills improvement programmes on assistance for homelessness and housing exclusion.
- ▶ Programmes to improve governance mechanisms in the field of homelessness and housing exclusion, especially inter-administrative coordination and public-private collaboration.
- ▶ Innovative programmes for active inclusion and improvement of employability and access to employment.

### ***Just Transition Fund and the INVEST EU Programme***

In addition to the funds mentioned above, the European Union has launched new financing instruments, which can also play an important role in driving policies to prevent and eradicate homelessness and fight housing exclusion.

The [Just Transition Fund](#) will support the economic diversification and restructuring of the territories. This involves mobilizing funding for productive investments in various areas such as research and innovation, environmental restoration, clean energy, workforce training, active inclusion programmes, as well as the transformation of current high-carbon facilities. This fund will be directly connected to the programmed operations under the ESF+ and ERDF 2021-2027.

Moreover, [INVESTEU](#) will also support investment in infrastructure projects in the areas of energy and transport, including gas and district heating infrastructures, but also economic diversification and social infrastructure projects (e.g. social housing, modernisation of social services), as well as projects in just transition territories (regions with a transition plan approved in accordance with the rules of the Just Transition Fund).

Both funds open new opportunities to invest in increasing and improving the social public housing stock, an issue that has been set as a priority in both funds.

### **The possible contribution of the Next Generation EU to the prevention and eradication of Homelessness**

In July, the EU agreed on a Recovery Plan for Europe that together with the Multiannual Financial Framework for 2021-2027 should contribute to leading the way out of the crisis and laying foundations for a modern and more sustainable Europe. This includes the initiative Next Generation EU, a new recovery instrument of €750 billion meant to boost the EU budget with new financing raised on the financial markets for 2021-2024.

Currently, Member States are preparing their national recovery plans mainly based on two financial mechanisms:

- Recovery Assistance for Cohesion and the Territories of Europe - REACT-EU
- Recovery and Resilience facility

These plans should contribute to:

- Promote economic, social and territorial cohesion.
- Strengthen economic and social resilience.
- Provide a solution to the social and economic impact of the crisis.
- Support green and digital transitions.

In fact, Member States are encouraged to highlight the social and economic impact across various groups in the society (for instance distributional impact) and the situation of vulnerable groups.

In this sense, the national recovery plans could also contribute to the implementation of investments to combat and eradicate homelessness and housing inclusion. The guidance published by the European Commission<sup>5</sup> encourages the following investments:

- Renovation wave of residential buildings, social and affordable housing, private or public buildings (with a focus on schools and hospitals), modernisation of district heating systems and land restoration.
- Mitigating measures for vulnerable households accompanying investments to improve the energy efficiency of public and private housing. Investments in heating systems and social housing.
- Social resilience measures (in relation to employment, skills and social policies), in particular when it comes to the most vulnerable groups.

In Spain, the Government presented the framework of its Recovery Plan<sup>6</sup> on 7<sup>th</sup> October based on 10 lever policies:

1. Urban and rural agenda
2. Resilient ecosystems and infrastructures
3. Inclusive and just energetic transition
4. An administration for the 21<sup>st</sup> Century
5. Modernising and digitalisation of the business ecosystem
6. Pact for science and innovation
7. Education, knowledge, professional training and upskilling
8. Care economy and employment policies
9. Development of culture and sports
10. Modernising the tax system

These 10 lever policies have to be further developed in collaboration with regions. This offers an opportunity to invest especially in increasing the public housing stock so that a higher number of social housing are linked with housing-led and/or housing first programmes thus contributing to more effective and sustainable national, regional and local policies to combat and eradicate homelessness and housing exclusion.

### ***The new Spanish General State Budget***

The 2021 Draft of the General State Budget<sup>7</sup>, which includes 27,000 million euros provided by the EU Recovery plan funds for next year, is currently being discussed. These funds will contribute substantially to housing policies, through the Ministry of Transport, Mobility and Urban Agenda. The current autonomic pre-allocation for housing policies is divided as follows:

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<sup>5</sup> European Commission, 2020, Commission Staff Working Document - Guidance to Member States recovery and resilience plans (part 1/2)

<sup>6</sup> [Presentación del Plan de Recuperación para España.](#)

<sup>7</sup> [Presentación del Proyecto de Presupuestos Generales del Estado 2021.](#)

**PRE-ASIGNACIONES ESTIMATIVAS PARA LAS CCAA EN 2021  
DE LOS FONDOS DE RECUPERACIÓN**

*millones de euros*

CCAA	REACT-EU 2021	Política medioambiental de MITECO*	Política de vivienda de MITMA*	Resto de políticas	TOTAL
País Vasco	-	127	68	-	194
Cataluña	-	371	225	-	596
Galicia	-	169	81	-	249
Andalucía	-	467	236	-	702
Principado de Asturias	-	117	35	-	152
Cantabria	-	52	18	-	70
La Rioja	-	22	10	-	31
Región de Murcia	-	146	39	-	185
Comunitat Valenciana	-	262	152	-	414
Aragón	-	97	41	-	138
Castilla - La Mancha	-	145	60	-	206
Canarias	-	183	60	-	243
Comunidad Foral de Navarra	-	42	19	-	61
Extremadura	-	68	32	-	101
Illes Balears	-	101	33	-	133
Comunidad de Madrid	-	273	188	-	461
Castilla y León	-	214	79	-	293
Ceuta	-	11	2	-	13
Melilla	-	8	2	-	10
Pendiente de regionalizar	8.000	850	270	5.420	14.540
<b>TOTAL</b>	<b>8.000</b>	<b>3.723</b>	<b>1.650</b>	<b>5.420</b>	<b>18.793</b>

\* MITECO es el acrónimo de Ministerio para la Transición Ecológica y para el Reto Demográfico, mientras que MITMA se refiere al Ministerio de Transportes, Movilidad y Agenda Urbana. El reparto territorial por Comunidades Autónomas aquí recogido es estimativo; en concreto, el reparto estimativo de la política de vivienda de MITMA está sujeto a variaciones en función de lo que se apruebe en la correspondiente Conferencia Sectorial de Vivienda para cada instrumento de gestión de los fondos de recuperación.

*Source: Draft of the General State Budget 2021, amounts are estimated and could be subject to modifications.*

Within the Recovery and resilience facility there are a number of programmes that may be relevant to fight against homelessness, if used for this purpose. On the one hand, the Ministry of Social Rights includes in the 230A programme on Social Services and Social Promotion the objective of transforming the model of long-term support and care, starting a process of deinstitutionalization and promoting the development of community services. Currently, this programme is focused on people with disabilities and the elderly, but parliamentary groups have proposed amendments to include homeless care services. Proposed actions include:

- National strategy for deinstitutionalization and change of the long-term care model.
- Provision of new public equipment for long-term care (residences, homes, day centres) based on a new architecture focused on the person and community care.
- Remodelling and adaptation of existing residential structures towards person-centred living models.
- Pilot innovation projects in social services.
- Modernisation of infrastructure and improvement of residential protection models and specialised family care of children and teenagers, especially of migrant children not accompanied or with special needs.



The Ministry of Transport, Mobility and Urban Agenda includes an access to housing and building promotion programme (260A) that is integrated within the framework of the "Economic and Social Recovery Programmes ", whose objective is to ensure access to decent and adequate housing, and the enjoyment of a suitable environment for a good life quality. This programme includes activities such related with economic and social recovery in residential environments, renovation of public buildings, and local action plans pilot projects.