

# Homelessness Definition and Typology

Ilja Hradecký et al.





*The complex social problem of homelessness has no simple solution. The first precondition of creating an effective strategy is in describing the phenomenon in an understandable way, defining it clearly and qualifying it in a broader social context. This publication, which is one of the products of a project implemented in 2005 – 2007, presents a draft of an initial Czech typology. It includes the application of the European ETHOS typology to the Czech environment with detailed commentary on individual categories. In individual chapters it presents the European context and reflects the process of working on the definitions and typology.*

*The proposed typology can be used for a better understanding of the issue and for quantification - measurement of homelessness and of people at risk of losing their housing at local, regional and national levels, while using comparable data. ETHOS is also a tool for comparison among EU member states. The Czech ETHOS typology 2007 is an initial version and requires verification in practice. It is a working material which will develop in line with developments in society and with the level of knowledge on the issue of homelessness.*

**Ilja Hradecký et al.**

#### **HOMELESSNESS DEFINITION AND TYPOLOGY**

report on realisation of Activity 1 of the project 'Strategy for Social Inclusion of the Homeless in the Czech Republic'

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*Chapter IV, the typology with commentary, is designated for working use in social services, social and housing policies, research on homelessness and housing etc.*



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*The homelessness typology and therefore also this publication could only come into existence due to the participation of professionals in various fields and the multi-faceted perspectives of the social service providers, researchers, representatives of public administrative bodies, government, regions, municipalities and others. As the manager of this part of the project, I wish to thank all the participants of the seminars and workshops for their enthusiastic input. I especially wish to thank the working group, my colleagues Miroslav Barták, David Cveček, Pavel Ondrák, Pavel Pěnkava and Petra Ruzová; also Michael Kuna from MOLSA who cooperated closely and actively with the working group during the entire period and was replaced by Klára Holanová towards the end. I wish to express special thanks to the EOH research coordinator and my friend Bill Edgar for his support, help, consultations and especially for his introduction to the issue in the Introductory Seminar in the spring of 2006 in Prague.*

## Foreword

A complex social issue – and homelessness undoubtedly is just that – needs to be well researched and examined in order to develop a functional and effective strategy for addressing it. To understand this undesirable phenomenon, it is necessary to select and name individual categories of homelessness and insecure or inadequate housing and, at the same time, create their generic definitions. To allow for the creation and general adoption of the typology it was necessary to conduct a number of discussions, debates and consultations and find a consensus and, where this was not possible, seek a compromise. The outcome of this is this publication, one of the results of a project realized jointly by a group of providers of social services for the homeless.

The basic document for the working group was the 2005 version of the European ETHOS typology, developed by the European Observatory on Homelessness for FEANTSA to be used in EU member states. The first chapter describes the context of the creation and development of this European typology. It was our aim to introduce the issue to the participants in the introductory seminar where a presentation was given by the EOH research coordinator Bill Edgar, who is involved in the creation and development of the ETHOS typology. The starting-points for the Czech typology were clarified at the seminar, which is why we dedicated the entire second chapter to it.

The third section will follow the working group through the entire course of its work. The outcome and product of the project is the fourth chapter, which consists of the application of the European ETHOS typology to the Czech environment, together with detailed commentary on individual categories. Immediately before the editorial closing date we were able to harmonize the Czech typology published in this publication with the newest version of ETHOS 2007; there are certain differences in its details from the planned 2006 version included in the project's summary publication.

The proposed typology is designated for practical use in the creation of analyses, strategies and social services development plans, in social and housing policies, in research on homelessness and housing and of course in the provision of social services. It can be used for a better understanding of the issue and for quantification - the measurement of homelessness and of people at risk of losing their housing at local, regional and national levels, while using comparable data. Finally, ETHOS is an important tool for the creation of data files from across the European Union and for the comparison of situations in individual member states.

The Czech ETHOS typology 2007 is an initial version and requires verification in practice. It remains a working material which will continue to develop in line with developments in society and with the level of knowledge on the issue of homelessness.





# I. Context

Homelessness is a complex social problem and its rise and development are affected by multiple factors. There are therefore no simple solutions, it is however not possible to neglect this issue. Any, even partial, solution requires a good understanding of the processes that affect homelessness. Addressing this issue then depends on accurate analysis and quantification. First, however, it is necessary to define the group of people concerned.

For this activity of the project, the implementors set two interrelated objectives. The first was to create a typology of homelessness in the social and economic conditions of the Czech Republic, compatible with the ETHOS<sup>1</sup> typology proposed for use in EU member states. Subsequently, to integrate the people's living situations into the structure of ETHOS 2006 and suggest national subcategories. Even before the project's implementation it was clear that we would suggest that ETHOS be extended to include a new generic definition, 6.3 *Children's Institutions*<sup>2</sup>. The second task was to create a Czech terminology which would describe the characteristic features of homelessness according to the prepared typology, describe individual subcategories and define the term '*homeless*'.

This publication presents the results of the working group involved in the implementation of one of the activities of the project 'Strategy for Social Inclusion of the Homeless in the Czech Republic'. Its aim is to be an initial material, a manual for anyone engaged in homelessness on a practical, theoretical or conceptual level. It can be especially useful in the creation of policies for social inclusion and housing at the local, regional and national level. Service providers can better orient themselves in a broader context, it can give a basic overview of this segment of the social sphere to students and researchers.

The core of the publication is ETHOS with the national subcategories and commentary on them. The other texts just add the broader context which led to the published results. It is not the working group's aim for the Czech version of ETHOS to become a rigid, unchangeable dogma. We expect it will continue to evolve and develop, and we know it will need to be worked on further.

Right from the project proposal stage, it was decided to publish the Definition and Typology separately, independently of the publication presenting the entire project, precisely because of the European context. The English translation of this publication will be available in electronic form to our colleagues in other EU member states and outside the EU.

## 1. European context

A growing segment of the population in Europe consists of homeless people or people at risk of losing their homes. In a rich and prospering Europe it is not acceptable that a large number of people have no access to decent and safe housing. Homelessness is a complex multi-faceted problem. There is no immediate solution to homelessness, no European state has completely resolved this problem. International cooperation is crucial. FEANTSA<sup>3</sup> promotes and facilitates this cooperation among NGO's, state authorities and other partners, contributing to the creation of a more social Europe.<sup>4</sup>

In 1991, FEANTSA created a network of national correspondents monitoring the development of homelessness in EU member states, the European Observatory on Homelessness. Every year, the EOH publishes reports from member states concerning the issue of homelessness, as well as performing and publishing analyses in the context of the EU. It developed and adopted the ETHOS typology of homelessness in an attempt to grasp the issue at both the European and national level. The main objective of ETHOS is to contribute to the improvement of data collection and comparison. At the same time, it can be instrumental in decision-making on the policies for addressing homelessness.

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<sup>1</sup> ETHOS (European Typology of Homelessness and Housing Exclusion) see [www.feantsa.org](http://www.feantsa.org).

<sup>2</sup> Generic definition 6.3 proposed by us was added to ETHOS 2007, see <http://www.feantsa.org/code/en/pg.asp?Page=484>.

<sup>3</sup> FEANTSA – European Federation of National Organisations Working with the Homeless, see [www.feantsa.org](http://www.feantsa.org).

<sup>4</sup> Adapted from FEANTSA information leaflet.

There is no correct single definition of homelessness or single count of the phenomenon that will be an accurate reflection of reality. The difficulty of defining homelessness impacts on the ability of governments to adequately and appropriately respond to homelessness. The purpose of collecting data on homelessness should be to provide the information necessary to improve the provision of services in order to prevent and alleviate homelessness. The information collected on homeless people should be adequate to inform national and local governments who, in the framework of the EU Social Inclusion Strategy, should be developing strategies to:

- prevent homelessness,
- tackle the causes of homelessness,
- reduce the level of homelessness,
- reduce the negative effects on homeless people and their families,
- ensure that formerly homeless people can sustain permanent independent housing.

No.	Typology	Conceptual Category	Physical Domain	Legal Domain	Social Domain
1.		<b>Rooflessness</b>	No dwelling (roof)	No legal title to a space for exclusive possession	No private and safe personal space for social relations
2.		<b>Houselessness</b>	Has a place to live, fit for habitation	No legal title to a space for exclusive possession	No private and safe personal space for social relations
3.		<b>Insecure and Inadequate housing</b>	Has a place to live (not secure and unfit for habitation)	No security of tenure	Has space for social relations
4.		<b>Inadequate housing and social isolation within a legally occupied dwelling</b>	Inadequate dwelling (unfit for habitation)	Has legal title and/or security of tenure	No private and safe personal space for social relations
5.		Inadequate housing (secure tenure)	Inadequate dwelling (dwelling unfit for habitation)	Has legal title and/or security of tenure	Has space for social relations
6.		Insecure housing (adequate housing)	Has a place to live	No security of tenure	Has space for social relations
7.		Social isolation within a secure and adequate context	Has a place to live	Has legal title and/or security of tenure	No private and safe personal space for social relations

**Table 1** *Seven theoretical domains of homelessness*<sup>5</sup>

It is important to bear in mind that different policy contexts will affect the measurement of homelessness in a number of ways. The extent to which homelessness is perceived as a housing problem or a social problem has an impact. To achieve policy objectives that aim to prevent homelessness and reduce its impact on vulnerable households requires information that reflects the reality of the process of homelessness and housing exclusion.

<sup>5</sup> According to B. Edgar, H. Meert, Fourth Review of Statistics on Homelessness in Europe, The ETHOS Definition of Homelessness, FEANTSA 2005.

Hidden homelessness should therefore be evident to policy makers and service providers. That means that in the perception and assessment of homelessness it is necessary to include the situations of people living in insecure housing, those forced to continuously alternate between various forms of inadequate housing and those forced to live in dwellings unfit for habitation according to generally accepted norms.

To fulfil strategic objectives in the social and housing area, it is necessary to have relevant information:

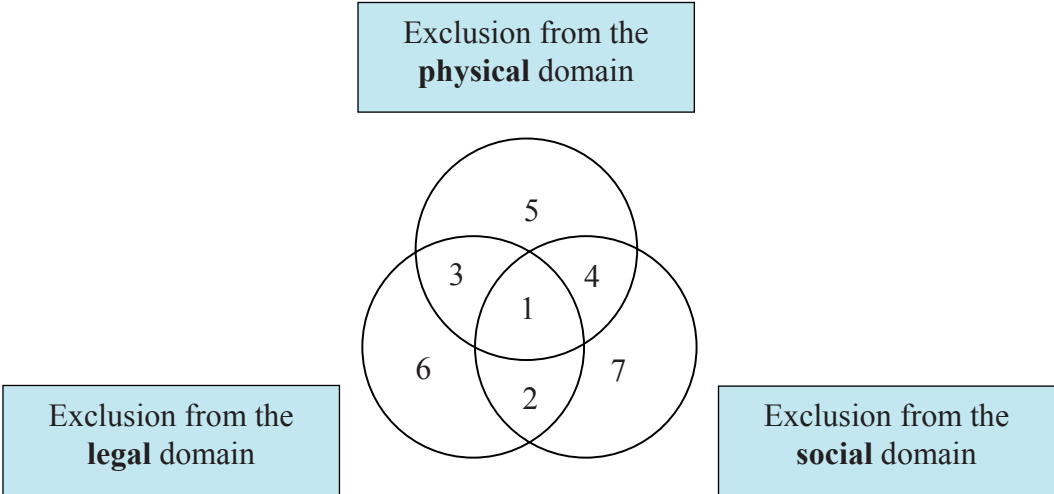
- information monitoring the number of people sleeping rough,
- information on the number of users of services for the homeless and on the number of available accommodation places,
- information accurately monitoring the total number of homeless households,
- information on the number of people living in temporary, insecure or inadequate housing,
- information on the number of potentially homeless people or people at risk of homelessness,
- information on the number of people at risk of eviction,
- information on the number of people due to be released from institutions who do not have a home.

The prevention of homelessness also requires the provision of sustainable permanent accommodation for formerly homeless people. This requires information on the number of homeless people who remain in hostels because they did not gain access to supported accommodation.

A key difficulty in measuring homelessness is that it is not a static experience. Some people move between different living situations e.g. sleeping in a public place, to staying for short periods with family and friends or to prison or hospital. Some people experience repeated episodes of homelessness e.g. women experiencing domestic violence may leave the perpetrator on numerous occasions to live with friends, in a homeless hostel or in a women’s shelter or refuge.<sup>6</sup>

## 2. Developing the definition

In order to define homelessness in an operational way, the EOH identified three domains which constitute a home, the absence of which can be taken to delineate homelessness. Having a home can be understood as: having a decent dwelling (or space) adequate to meet the needs of the person and his/her family (physical domain); being able to maintain privacy and enjoy social relations (social domain) and having exclusive possession, security of occupation and legal title (legal domain).



**Figure 1** *The Domains of Homelessness and Housing Exclusion*<sup>7</sup>

<sup>6</sup> Adapted from B. Edgar, H. Meert, Fourth Review of Statistics on Homelessness in Europe, The ETHOS Definition of Homelessness, FEANTSA 2005.

<sup>7</sup> According to B. Edgar, H. Meert, Third Review of Statistics on Homelessness in Europe, Developing an Operational Definition of Homelessness, FEANTSA 2004.

Undoubtedly, homelessness is amongst the worst examples of social exclusion. Therefore, it is a valuable exercise to consider the varying “extent and depth” of different forms of homelessness, according to their relation to the three domains of homelessness. Picture 1 visualises seven theoretical types of homelessness and housing exclusion, varying between rough sleeping on the one side and living within a decent and legally occupied dwelling without safety (e.g. women who experience domestic abuse) on the other side (see Table 1). These are explained in the Third Review of Homeless Statistics and form the basis of the ETHOS typology of homelessness.<sup>8</sup>

Using this conceptual understanding of homelessness, FEANTSA adopted a conceptual definition of homelessness and housing exclusion. This conception of homelessness is still being discussed within the European Observatory on Homelessness (EOH) and the FEANTSA Data Collection Working Group.<sup>9</sup>

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<sup>8</sup> According to B. Edgar, H. Meert, Third Review of Statistics on Homelessness in Europe, Developing an Operational Definition of Homelessness, FEANTSA 2004.

<sup>9</sup> Adapted from B. Edgar, H. Meert, Fourth Review of Statistics on Homelessness in Europe, The ETHOS Definition of Homelessness, FEANTSA 2005.

## II. Introductory seminar

The Introductory Seminar, held on 16 March 2006 on the premises of Prague City Hall, was attended by 33 people from around the Czech Republic, including social service providers and contractors, representatives of public administrative bodies, including those from the Ministry of Labour and Social Affairs (MOLSA), and researchers. As our guests, we invited prof. William M. Edgar of the University of Dundee, Scotland, who is also an EOH coordinator, and Liz Gosme from the FEANTSA office in Brussels.

The project 'Strategy for Social Inclusion of the Homeless in the Czech Republic' was introduced by the project's manager David Cveček. Ilja Hradecký added information on Activity 1. Its aim is to define the various types of homelessness in our environment. The result of this should be a specific definition and typology, based on the European ETHOS typology. This was the reason for inviting prof. Edgar, who has years of experience, to acquaint us with the framework in which we would be working. At this Introductory Seminar, a small working group was to be created which would then work on the typology and definition during the course of the project's implementation. During the course of the implementation, the working group would hold three workshops together with other professionals, where the thought processes would be clarified. The activity will be concluded with a closing seminar.

The day was to produce results from three workshops, which would be the first work material for the Activity's working group. After the introductory presentation, three groups were formed. These focused especially at the conceptual categories *roofless* and *houseless* and tried to define individual subcategories. After a break, one representative of each group would present the group's findings, followed by a discussion.

Presentations were given by W. M. Edgar and I. Hradecký, both are included in this chapter. This was followed by work in three groups of which each presented its work.

### 1. Presentation of results

M. Luňáčková from I. Hradecký's group: The group focused primarily on operational categories 3 and 4. Operational category 4 only includes women and mothers with children, mainly those experiencing domestic violence. We could also include here anonymous emergency beds or apartments where these women take shelter from their aggressor. The question then became where to class entire families or fathers with children.

Operational category 5 does not include detention camps for foreigners who will be leaving the country. In operational category 6 we focused on children's homes. At the age of 18 the children can leave children's homes, as well as foster families, an often do not get a place in a halfway house. We do not know where to class two groups that exist in this country – families in *holobyty* and people officially registered for permanent residence at municipal offices.

P. Bareš from P. Pěnkava's group: First it was necessary to clarify whether the typology is to be based on the needs of clients or on the types of services. It is true that these two areas are mutually adaptive (the offer – demand model) but they do not always overlap completely. A different typology would be created if it was based on the character of the social problem. We focused on the position of the client. Under the *roofless* group we distinguished certain specific subgroups representing certain specific options of the proposed categories:

- (1.1.1) Persons seeking services according to their current needs and options. If there is a requirement for them to fulfil, they stop using the services and find themselves outside the field of view of service providers. The client then oscillates between sub-populations of hidden and evident homeless people.
- (1.1.2) Persons using services on an one-off basis. If they chose to use social services, it would only be those with the lowest threshold, e.g. the users of the emergency winter tents at Letná.
- (1.1.3) Persons who fall through the system, e.g. people without Czech citizenship.
- (1.1.4) People employed in night shifts with no access to a facility where they could sleep during the day, which would be a daytime alternative to night shelters. This way of life is not sustainable in the long run and people in this group soon shift to other categories.

Category 6.3 should be adjusted to educational and other facilities for compulsory and institutional care, category 6.4 should be added – persons coming of age in family-type substitutional care and category 6.5 – clients in institutions for social care.

Category 7.2 should be defined as training accommodation to distinguish it from financial support given to low-income tenants, category 7.3 as temporary accommodation for a definite period, category 7.4 could probably correspond to social housing in the Czech Republic, for this definition it would however be necessary that the term “social housing” be adequately defined in Czech legislation as relating to persons in an emergency situation as a result of their inability to cover costs related to housing.

The working group should give extra attention to the effort to harmonize the selected categories and their identification with the types of social services defined in the Social Services Act.

Concerning the definition of “homeless” based on the ETHOS typology, it would be desirable to reflect the qualitative difference between *houseless* homeless people and *roofless* ones. In the first case there is a potential possibility of gaining legal tenure of a flat (categories 3 – 7). In the other case (categories 1-2) the probability of this is usually minimal.

The entire discussion group considered the terms *bezdomovec* (homeless person) and *bezdomovství* (homelessness) as appropriate for the description of the target group and the phenomenon. Rather than seek alternatives to these terms it would be better to appropriately amend the Czech legislation and strive for a change in the perception of both terms by the public. If necessary, the Czech Language Institute can be consulted over the course of the debate.

M. Barták from W. M. Edgar's group: Summary of the discussion: Does category 1 include squatters? Does a tent city belong in the definition of category 2? Asylum seekers in category 5 are subject to different legislation. Children's homes should definitely be included in category 6. Category 7 is understood differently in the Czech Republic and abroad. *Holobyty* remain an unresolved question.

## 2. Discussion

In the final discussion the participants were able to ask the guests questions. Professor Edgar explained the terms from the working chart of ETHOS 2006 and answered questions.

Prof. Edgar(transcript) :

Clearly there are issues which are to do with linguistics and understanding concepts in different languages, but there are maybe also some issues of clarification, because the background explanation of the categories has so far only been published in English and French and not in other national languages.

So if I can just clarify the meaning of one or two of the categories: First of all category 4, which is Women's shelters – this is intended to be accommodation for women who are escaping from domestic violence or domestic abuse. And in many countries that sector is separate from the homeless sector. In Britain they are called women's refuges but that terminology is not well accepted in other countries so we have used the term women's shelter, and I understand the confusion that that creates for some people. So in answer to the first group's questions we would see that category 3 – homeless hostels or accommodation for the homeless would include accommodation for all people, whether it is men, women or homeless families. That is not reflected in our generic definition here and I think there are enough countries which have that kind of accommodation that it should be and probably could easily fit within category 4.

The second thing I would like to say is that for the column entitled generic definition, our aim is to have definitions there which will fit generically across all countries. So here we are trying to get a broad enough category which is generically defined. So what we aim for is, where some of your suggestions here today are being made, is that they would maybe best fit under the national subcategories, rather than try to change the generic categories too much. But this is an evolving process and our generic definition may not be right, so we are very open to the idea of ensuring that our generic definitions are all-embracing and are generic enough to capture the situation across many countries in Europe.

So for example again, under category 6 I think that, taken from today, there should also be a third category to cover what we will call Children's institutions for the moment – children leaving foster care or institutional care. So we need a generic category for that whereas there may be different national subcategories for children leaving government support or institutional foster care.

However, the one generic category that we still need to work on is, as we have all identified today, category 7 – the supported accommodation area. In this year's European report on statistics on homelessness, which we produced for FEANTSA, there is about a four-page description of how we arrived at categories 7.1 to 7.4. And we recognise that our generic definition is some way short of perfect in this area. However, what we tried to do in the generic definition is to refer back to our conceptual model of homelessness, the three spheres of exclusion, and use that model to try to define these generic categories. In addition to that, we then looked pragmatically at what actually exists in different countries and tried to fit our conceptual understanding with what is actually provided in terms of services.

<b>Generic Definition</b>	<b>Physical</b>	<b>Legal</b>	<b>Social</b>
Residential Care or Supported Hostel (for homeless people)	Communal living	No legal title to a space for exclusive possession	Planned and on premises support
Designated supported accommodation	Designated Supported accommodation	Occupancy depends on support	Planned on premises support
Transitional Accommodation with support	Accommodation (shared or self-contained)	Temporary or transitional tenancy / lease	Support planned / floating or on premises
Accommodation with support (for the re-settlement of homeless people)	Self-contained dwelling allocated for target group	Lease or tenancy	Support floating

**Table 2** *Generic Definition of Supported Accommodation Provided for Homeless (or formerly homeless) People<sup>1</sup>*

So with that understanding I will now quickly run through what was in our minds in terms of these four categories. But I think I need to discuss with Ilja Hradecký and through Ilja with your group about this in more detail. Category 7.1... here we are only talking about support for people who are homeless, not general support for old people or people with long-term support needs in the community (Table 2).

- Under the first category 7.1 we were thinking of situations where there are almost institutional types of provision for people who have been homeless for a long time. Where these exist, in countries like Denmark, Netherlands, Britain and France, where people have maybe been living in homeless hostels for ten, fifteen years, who are now elderly and needing support which they cannot obtain in homeless hostels.
- The concept of supported accommodation itself (7.2) is where there is physical accommodation provided, where support is provided within the dwelling and people will move there for a defined period of time, receiving support, and in some cases for quite lengthy periods of time. So this could be what you would think of as training flats. The idea is that people are there and are then moved on to permanent housing once they have been deemed to be able to sustain a tenancy in permanent housing.
- 7.3 is similar to that, but it is transitional housing which is move-on accommodation where people are being effectively moved from homeless hostels into temporary housing and then on to permanent housing and are receiving support for a transitional period. So for example, in Portugal they have specific transitional hostels where the condition of entry is that the people have to be in employment.
- The final category 7.4 is accommodation which is effectively normal housing where support is provided to people for a few hours a week in the accommodation. Examples of this may be people who are moving from drug rehabilitation units into their own accommodation or indeed your young people leaving foster care into housing and they may receive one or two or six hours of support a week in their own home, but it is what we call floating support, it is not provided by people living in the accommodation.

<sup>1</sup> According to B. Edgar, H. Meert, Fourth Review of Statistics on Homelessness in Europe, The ETHOS Definition of Homelessness, FEANTSA 2005.

So the concept here, what we were trying to get to and I know we have not succeeded very well yet, is from almost institutional type of accommodation, to designated accommodation, built for a specific purpose and the client group of homeless people, to transitional living and then normal living with floating support (Table 3). It is hard for me to specifically pick examples of individual provisions that fit into these four categories, but we think that conceptionally and generically the categories are distinctive and capture different forms of service provision. For example, under 7.1 I just remembered the idea of a project in Greece where people are being moved from psychiatric institutions into what they call wards in the community which are effectively almost institutional types of group living – seven or eight or twelve people - living with support in a small institution in the community.

		Normalising Lifestyles	
		Yes	No
<b>Normalising Housing Conditions</b>	Yes	<ul style="list-style-type: none"> <li>- Single homeless with support needs</li> <li>- Homeless families with support needs</li> </ul>	<ul style="list-style-type: none"> <li>- Young people at risk / leaving care</li> <li>- Women at risk of domestic violence</li> <li>- Refugees (victims of torture)</li> </ul>
	No	<ul style="list-style-type: none"> <li>- Mental health problems</li> <li>- Alcohol problems</li> <li>- Drug problems</li> <li>- Ex-offenders at risk of offending</li> </ul>	<ul style="list-style-type: none"> <li>- Travellers / gypsies</li> <li>- HIV / AIDS</li> <li>- Teenage Parents</li> </ul>

**Table 3** *Supported Accommodation for Homeless People* <sup>2</sup>


So yes, we still have some way to go to refine the generic definition of that but hopefully it provides a framework for you to see where the individual types of provision here fit into some form of supported accommodation. What we do not mean here is financial support in order to live in social housing.

Somebody here raised the issue of reintegration and I think that generally, while that is an aim, I think that we accept that not everybody will be fully reintegrated into the community and that there is still a need for people to live in a context that is suitable for them. Concerning terminology, I think the discussion was about clients and citizens and service users – I think the terminology should always be an inclusive terminology. For example, we now talk in the UK about people with learning disabilities, not people who are mentally retarded, because that is an inclusive term, not an exclusive term.

<sup>2</sup> According to Ingrid Sahlin 1999, in: B. Edgar, H. Meert, Fourth Review of Statistics on Homelessness in Europe, The ETHOS Definition of Homelessness, FEANTSA 2005.



### 3. Presentation - Bill Edgar

 **Joint Centre for Scottish Housing Research** 

**Social exclusion and homelessness in Europe:  
European policies and strategies**

**Seminar for NADEJE  
Prague 16<sup>th</sup> March 2006**

**Bill Edgar**  
**European Observatory on Homelessness**

 **Overview of Presentation**

- **EU Social Inclusion Strategy**
- **Homelessness – Improving Knowledge**
- **ETHOS conceptual model**
- **FEANTSA Toolkit**

 **Social Inclusion Strategy**

To implement policies which aim to

- Provide **ACCESS FOR ALL TO DECENT AND SANITARY HOUSING**
- Prevent life crisis - **HOMELESSNESS**

**Joint Inclusion Report (2005 – 2007)**

- **Developing more integrated approaches to tackling homelessness**

**Council of Ministers of Social Affairs**


- **Treatment of homelessness one of 6 Priorities**

 **Social Inclusion Objectives**

- Access to housing
  - Decent
  - Affordable
- Vulnerable Groups
  - Young (old)
  - Prison discharge
  - Domestic violence
  - Mental Health
  - Addiction
  - Debt
  - Asylum / refugees
- Mobilise all actors
  - National / Regional / Local
  - Housing / Health / Social
  - Public / NGO

 **Community Action Programme**

- 1. Improving Knowledge**
  - identification of different types of homelessness
  - measurement of homelessness :
- 2. Developing integrated policy approaches**
  - Comprehensive
  - Multi-dimensional
  - Rights based
- 3. Involvement of all relevant authorities and actors**
  - Political commitment
  - Multi-agency working

 **NAPs/Inclusion - Review**

- Identification of key problems
- Translate into effective policies and action
- Set out specific targets
- Periodic assessment
  - monitoring progress / assessment of impact
  - enhance timetables and relevance of data

### Factors leading to Homelessness

CAUSES	FACTORS	TRIGGERS	SUPPORT FOCUS
<b>STRUCTURAL</b>	Poverty	Debts	<b>PREVENTION</b>
	Unemployment Housing	Financial Crisis Eviction (arrests) Eviction (behaviour)	
<b>INSTITUTIONAL</b>	Institutional Living Foster / State Care	Leaving care Leaving Care	<b>HOUSING FOCUS</b>
	Prison Experience Armed Forces	Leaving prison Forces discharge	
<b>RELATIONSHIP</b>	Abusive relationship (childhood)	Leaving family home	↑ ↓
	Abusive relationship (with a partner) Family Breakdown (death or separation)	Fleeing violent relationship Coping with living alone	
<b>PERSONAL</b>	Mental Illness	Deterioration / illness episode	<b>CARE FOCUS</b>
	Learning Difficulty Drug Dependency Alcohol Dependency	Support breakdown Substance Misuse Substance Misuse	
			<b>REINTEGRATION</b>

### Official Data Sources – EU-15

Rough Sleeper Surveys	Ireland, Italy, UK, France, Netherlands (cities)
Housing / Homeless Estimates	Finland, Ireland, Sweden UK
Registers / Local Authority Application	Denmark, Netherlands, UK
None	Austria, Belgium, Portugal, Spain, Luxembourg, Greece, Germany

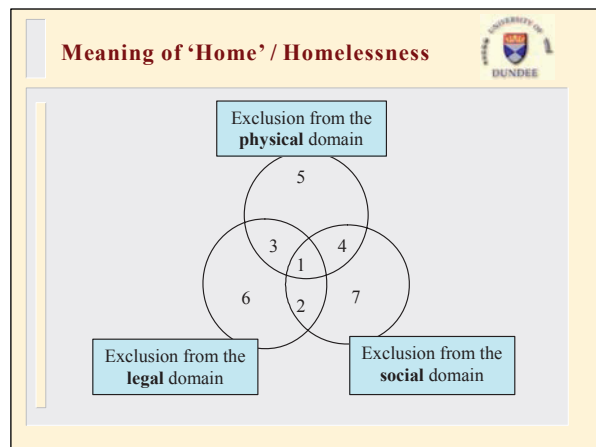
### Improving Knowledge

#### European Typology of Homelessness and Housing Exclusion - ETHOS

1. *Rooflessness*;
2. *Houselessness*;
3. Living in *insecure* housing;
4. Living in *inadequate* housing.

This definition suggests:

- A **continuum** of situations;
- Homelessness is not a static problem but a **process**;
- Homelessness is **not limited** to **physical** housing problems.



### Roofless Category


#### PRESENTATION OF ETHOS

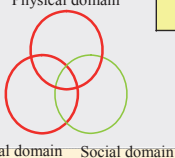
Conceptual Category	Operational Category
ROOFLESS	1 Living in a public space (no abode)
	2 Stay in a night shelter and/or forced to spend several hours a day in a public space

### Insecure Housing

Conceptual Category	Operational Category
INSECURE HOUSING	8 Notalerany
	9 Eviction Order
	10 Violence


### Inadequate Housing





Conceptual Category	Operational Category
INADEQUATE HOUSING	11 Temporary structure
	12 Unfit Housing
	13 Extreme Overcrowding

### FEANTSA Toolkit



- Evidence based
- Comprehensive
- Multi-dimensional
- Rights-based
- Statutory

- Research / Data
- Emergency
- Integration
- Prevention
- Inter-departmental
- Inter-agency
- Right to housing
- Legislation

### FEANTSA - Toolkit



- Participatory
- Sustainable
- Needs-based
- Realistic objectives
- Local delivery

- All actors
- Homeless people
- Funding
- Changing Profiles
- Targets
- Public / NGO

## 4. Presentation - Ilja Hradecký

### Zkušenosti s typologií ETHOS a pokus o její aplikaci v podmínkách ČR

Ilja Hradecký

### Smysl typologie a definice

- Vzájemné pochopení v jasně dohodnutých pojmech
- Zkoumat jen pojmenované a vymezené jevy
- Kvantifikace v kategoriích
- Koncepce sociální politiky
- Zaměření sociálních služeb
- Rehabilitace pejorativního vnímání bezdomovců

### Národní zpráva 2005 pro EOH

1. Statistický přehled
  - a) sčítání lidu, domů a bytů (k 1. 3. 2001)
  - b) sčítání bezdomovců v Praze (19. 2. 2004)
  - c) poskytovatelé sociálních služeb (jaro 2005)
  - d) informace MPSV (květen 2005)
  - e) další zdroje (internet, tisk)
2. Politický přehled
3. Databáze výzkumu

### ETHOS 2005

- **BEZ STŘECHY** (roofless) = spaní venku nebo v noclehárně - zjevné bezdomovství
- **BEZ BYTU** (houseless) = skryté bezdomovství + ubytování s podporou
- **NEJISTÉ BYDLENÍ** = bydlení v provizoriu, dočasné, pod násilím
- **NEVYHOVUJÍCÍ BYDLENÍ** = nestandardní, nevhodné, neobyvatelné, přelidněné

### ETHOS 2005 - problémy (1)

- **ZJEVNÍ BEZDOMOVCI** (roofless):
  - sčítání bezdomovců
  - odhady poskytovatelů
- Nejsou údaje z komerčních ubytoven
- **SKRYTÍ BEZDOMOVCI** (houseless):
  - sčítání bezdomovců
  - odhady NNO poskytovatelů
  - služby podporované MPSV
- Nejsou údaje o dočasném a podporovaném bydlení
- Kusé údaje o cizincích
- Kusé údaje o lidech v institucích

### ETHOS 2005 - problémy (2)

- **NEJISTÉ BYDLENÍ:**
  - sčítání 2001 (podnájemníci)
- Nejsou údaje o nájemním bydlení na dobu určitou
- Nejsou údaje o bydlení bez právního nároku
- Kusé údaje o hrozbě soudního vystěhování
- Kusé údaje o bydlení pod domácím násilím
- **NEPŘIMĚŘENÉ BYDLENÍ:**
  - dobré údaje ČSÚ ze sčítání 2001
    - mobilní obydlí
    - nouzové bydlení
    - rekreační chyty a chalupy
    - přelidněné byty
  - nejsou údaje o bydlení ve squatech

## ETHOS 2006

- Možnost uplatnění národní subkategorie
- Zjednodušení kategorie „bez střechy“ (roofless)
- Zjednodušení kategorie azylového ubytování pro muže a ženy
- Upřesnění subkategorií u nejistého a nevyhovujícího bydlení

## ETHOS a česká typologie

- Je typologie ETHOS aplikovatelná v českém prostředí?
- Vyhovují koncepční kategorie?
- Vyhovují operační kategorie?
- Budeme potřebovat národní subkategorie?
  
- Ano => formulujeme definici v souladu s ETHOS

## Problematické pojmy

- bezdomovec, bezdomovkyně, bezdomovci
- osoba, osoby bez přístřeší
- bezdomovství, bezdomovectví, ...
- azyl, azylový dům (azylové ubytování)
- noclehárna, nocležna, nocležiště

## BEZDOMOVEC

### PRO:

- výstižný pojem
- pojem veřejnosti známý
- jednoslovný pojem

### PROTI:

- v legislativě obsazeno
- je stigmatizující, vzbuzuje negativní emoce
- veřejnosti splývá se skupinou *bez střechy*

## OSOBA BEZ PŘÍSTŘEŠÍ

### PRO:

- relativně „volný“ pojem
- legislativou je již sporadicky používán

### PROTI:

- vymezuje jen úzký okruh dotčených osob
- pojem *přístřeší* je legislativně obsazený
- příliš dlouhý
- veřejností nepřijatý a těžko přijatelný

## AZYL, AZYLOVÝ DŮM

### PRO:

- pojem je již používán legislativou
- veřejností přijatý

### PROTI:

- pojem *azylový* a *azyl* je legislativně obsazený

## Jak vytvořit definice

- Ujasnit si smysl a účel definic
- Mít na paměti kompatibilitu s ETHOS
- Zvolit pojmenování pro každou kategorii a subkategorii
- Definičně ohraničit každou (sub)kategorii
- Brainstorming (extrémní případy)
- Hledat konsensus

## BEZ STŘECHY

	Operační kategorie		Generická (druhová) definice	Národní sub-kategorie
1	Osoby přežívající venku	1.1	Spaní venku (bez možnosti 24hodinového ubytování) / bez střechy	
2	Osoby v noclehárně	2.1	Noclehárna	

## BEZ BYTU

	Operační kategorie		Generická (druhová) definice	Národní sub-kategorie
3	Osoby v ubytovnách pro bezdomovce (azylových domcích)	3.1 3.2	Azylový dům Přechodná ubytovna	
4	Osoby v ubytovnách (azylových domcích) pro ženy	4.1 4.2	Azylový dům pro ženy Azylový dům pro osudy v dětství?)	*)
5	Osoby v ubytovnách pro imigranty	5.1 5.2	Přechodná bydlení (azylová zařízení pro žadatele o azyl) Ubytovny pro migrující pracovníky	
6	Osoby v opatrovatelských ústavech	6.1 6.2 6.3	Varnice Závislostní zařízení Dobrá domovny	*)
7	Uživatelé podkrovy v bydlení	7.1 7.2 7.3 7.4	Bydlení na půli cesty Podporevané bydlení Přechodná bydlení a podpora Trvalé bydlení a podpora	*)

## NEJISTÉ BYDLENÍ

	Operační kategorie		Generická (druhová) definice	Národní sub-kategorie
8	Osoby žijící v nejistém bydlení	8.1 8.2 8.3 8.4	Přechodná bydlení u příbuzných nebo přátel Bydlení bez právního rámce Nezákonně obsazení budovy Nezákonně obsazení pozemku	*) podnikem?
9	Osoby ohrožené vyhoštěním	9.1 9.2	Výpověď u nájemního bytu Vypovězení vlastnictví bytu	
10	Osoby ohrožené donucením násilím	10.1	Policejní zadržování donáctí násilím	

## NEVYHOVUJÍCÍ BYDLENÍ

	Operační kategorie		Generická (druhová) definice	Národní sub-kategorie
12	Osoby žijící v nevhodném bydlení	12.1	Bydlení v prostředí (oblastech) označených podle národní legislativy jako neobyvatelné	*)
13	Osoby žijící v předlhaném bytě	13.1	Národní norma definující předlhané	*)

## Pracovní skupina

- úkol: formulovat českou typologii a definici
- význam: lokální - národní - evropský
- počet členů: max. 6
- způsob práce: elektronicky, osobně
- oponentura: poskytovatelé, veřejná správa, výzkum
- prezentace výsledků: závěrečný seminář
- termín ukončení: září 2007

### III. Course of implementation

#### 1. Working group

The project specification anticipated the creation of a working group for work on Activity 1 – Definition and typology; the working group was to have a maximum of 6 members. A public invitation was given at the Introductory Seminar for the participants and other professionals to participate in the group.

The working group was formed with the following members:

- Ilja Hradecký, Naděje, guarantor of Activity 1,
- Miroslav Barták, Prague Centre of Social Services,
- David Cveček, Association of Hostels,
- Pavel Ondrák, Salvation Army and Association of Hostels,
- Pavel Pěnkava, Prague 1 Municipal Office,
- Petra Ruzsová, Silesian Diaconia.

Dana Zahradníková of Naděje became the activity's administrator. The meetings were regularly attended by employees of MOLSA, Michael Kuna until April 2007 and Klára Holanová after that. Other specialists on the theory and practice of working with the homeless and research specialists also came to some of the meetings. During the course of implementation, working texts were translated from the publications of the EOH published by FEANTSA.

#### 2. Implementation timetable

The working group met for five consultations in total. Between meetings it communicated by e-mail. In three workshops, held on the premises of MOLSA and attended by 12-16 specialists of various professions and from various locations, the working group presented the progress of its work and gained input for its further activities.<sup>1</sup>

until 03/2006	Preparation
16/06/2006	Introductory Seminar at Prague City Hall with prof. William M. Edgar
09/06/2006	The working group met at Naděje, defined the tasks for the course of the project's implementation and started primarily focusing in detail on operational categories 1 – 4 and 6
21/09/2006	Workshop at MOLSA
05/12/2006	Working group meeting at Naděje
05/02/2007	Workshop at MOLSA
20/03/2007	Working group meeting at Naděje
16/04/2007	Workshop at MOLSA
25/04/2007	Working group meeting at Naděje
22/05/2007	Working group meeting at Naděje
29/05/2007	Closing Seminar at the Prague City Hall
06 – 08/2007	Working on the publication of Activity 1

Between individual meetings and workshops, the working group communicated by e-mail.

#### 3. Course of implementation

The working group first concentrated on operational categories 1, 2, 3, 4, 6, which relate to people most at risk of social exclusion. Even before the first meeting, the group's members asked themselves questions and debated on who should be included in generic definition 1.1 – living rough (outside):

- where outside: on pavements, in parks, on benches?
- in pedestrian underpasses, at train stations?
- under bridges, in caves, in sewage systems?
- also on trams?
- in tents? in dugouts? in self-constructed shelters?

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<sup>1</sup> For list of all participants see Appendices.

- in discarded drainage pipe sections?
- in unused garages? other abandoned structures (non-residential)?
- do any of these belong under generic definition 11.2? what would then be the dividing line between residing and overnight lodging?
- where else?

Other operational categories:

- Generic definition 2.1 means night shelters for the homeless. Anything else?
- Generic definition 3.1 includes homeless hostels for men, women, mothers with children, families, couples (with the exception of shelters for abused and battered women). Do we know what to do with generic definition 3.2? If so, what do we put in it?
- Generic definition 4.1 includes women taking shelter from violence.
- There is a proposal to add to ETHOS operational category 6 a generic definition 6.3 - children's institutions, in our environment there could then be subcategories.

At the first joint meeting on 9 June 2006 there was a discussion between individual members of the working group. Areas were determined on which the working group should focus, plus specific tasks for individual members. Discussed areas and set tasks:

- Focus the working group's activities on categories 1 – 4 and 6 (according to ETHOS).
- There was a debate over generic definition 1.1 – living rough – the working group determined the necessity to define the term '*living*' (residing), e.g. what is *living* and what is not.
- Specify generic definition 2.1 – night shelters, what can be included in this category apart from homeless night shelters. Many people spend their nights, especially in winter time, in rooms where they can only use chairs – is that also a night shelter?
- Put people living in commercial hostels in categories 3.1 and 3.2.
- Necessity to specify individual subcategories.

Participants of the workshop on 21 September 2006 focused on discussing the definitions of individual terms using the table Seven Theoretical Domains of Homelessness<sup>2</sup> (see Table 1 on page 10) and the 2006 version of the ETHOS typology.

- Generic definition 3.2 Temporary accommodation (According to the explanation by B. Edgar, it is a necessity, the person has no other place to go, no other permanent place of residence. They do not have access to another, better type of housing.)
- Generic definitions 5.1 and 5.2 do not exist in the Czech Republic in the same form as abroad.
- Operational category 6, People due to be released from institutions: Czech legislation does not permit a person to have no place to go, some form of accommodation is secured for them. They can be enumerated in other categories.
- Generic definition 6.3 Children's institutions: I. Hradecký proposed to B. Edgar the addition of this generic definition, B. Edgar will try to secure the acceptance and addition of children's institutions as a generic definition.
- Generic definition 7.1 Halfway housing: Can be translated to Czech in a different way, a topic for the working group.
- Operational category 9 People living under threat of eviction: MOLSA wants to involve municipalities in this, to pass on information regarding evictions from tenements or repossessions.

Among the workshop's participants were workers of MOLSA and the Ministry for Regional Development, as well as municipal representatives from large cities. The working group heard out the views and comments of those present.

In the correspondence after the first workshop and during the meeting on 5 December 2006, the working group discussed the following issues:

- Generic definition 3.1: deciding whether it is useful to divide it according to the proposal into 3.1.1 hostels for men, 3.1.2 hostels for women, 3.1.3 hostels for parents with children, 3.1.4 hostels for children in an emergency situation (without parents) and 3.1.5 hostel for (complete) families. If so, then what would be its significance, if not, then why.

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<sup>2</sup> The table Seven Theoretical Domains of Homelessness is translated from Fifth Review of Statistics on Homelessness in Europe FEANTSA 2005.



- Generic definition 3.2: according to the ETHOS conception, this clearly includes homeless people in public (commercial) hostels, i.e. hostels not related to the Social Services Act. A different issue is the method of quantification, whether this is actually possible in the Czech environment or not.
- We also discussed facilities for social rehabilitation, if they should be included as well (perhaps under 3.1)?
- Generic definition 6.1: it was decided not to divide this one (there was a proposal to divide it according to the time sequence of imprisonment/loss of housing).
- Generic definition 6.2: there was strong support for subdivision into 6.2.1 psychiatric medical institutions and 6.2.2 other medical institutions.
- Generic definition 6.3 Children's institutions: should they be divided (according to reasons? institution types?)

At the workshop on 5 February 2007 the working group acquainted the participants with the results of its work. It received new suggestions concerning the conceptual categories *Insecure housing* and *Inadequate housing*. The workshop's participants again included representatives of ministries and large cities.

At its meeting on 20 March 2007, the working group defined a proposal of national subcategories in operational categories 1 – 8. There was also a discussion concerning women in future residential intervention centres. The working group concluded that we do not have national subcategories in generic definitions 7.1, 7.3 and 7.4.

The third planned workshop on 16 April 2007 was dedicated to a review of the working group's activities with a presentation of the complete working draft of the ETHOS typology with national subcategories. The working group listened to the views and comments of the participants in order to gain input for completing the ETHOS typology for the Czech environment. The workshop was again attended by field workers, workers in social services, researchers and representatives of ministries and large cities. A discussion arose concerning Czech terminology. A joint problem is also the terminology related to social housing, which is defined differently in different acts of law. There is a remaining question of how to class *holobyty* as some of them are intended for residence, some just for accommodation, usually for a definite period.

At its meetings on 25 April and 22 May 2007, the working group finalised the Czech ETHOS typology including the commentary on national subcategories, taking into account the comments of the workshop's participants. It also approved the content of the publication and prepared the programme for the Closing Seminar.

## 4. Terminology

Suggesting Czech terminology proved very complicated, especially regarding the term for a person who lost or never acquired a home or housing. On the one hand, the word *bezdomovec* (homeless/homeless man) is widely used by the general public. On the other side is the nomenclature of law, which shifts away from the commonly used language by using the term *bezdomovec* for a person without citizenship.<sup>3</sup>

When talking to uninvolved people, the word *bezdomovec* evokes just the situation of people under generic definition 1.1, and especially those who do not seek contact with social services. It is hard to explain to officials and elected representatives at all levels that a homeless person can be someone clean who wears a tie and goes to work regularly, the only difference from other people being that they do not have a home. Nonetheless, we came to a consensus view that we cannot dispense with the term *bezdomovec*, although it can carry negative connotations. The term *bezdomovec* can, however, be perceived as stigmatising and exclusive. Its unarguable and very significant advantage is that it is an established one-word term. It will, however, be necessary to rehabilitate the word in public perception.

With the above-mentioned facts in mind, the working group adhered to this established term. Its other advantage is that it relates to the term for the social phenomenon described as *bezdomovství* or *bezdomovectví* (both meaning 'homelessness').

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<sup>3</sup> In common language, the term *bezdomovec* is never used in this sense, neither is it perceived to carry this meaning. The word *bezdomovec* carries derogatory connotations and people without citizenship integrated in society would not use it to describe themselves.

In some countries the term *homeless* is used even in legislation, obviously within the relevant context. In dealing with public administrative bodies it is possible to compile and offer an integrated typology such as “a *bezdomovec* is someone who...” However, a problem could then arise – and it does – that some homeless people do not get access to assistance because their living situation does not fit into the verbal definition. The definition is then used to differentiate between the “legally” homeless and the “illegally” homeless.

A few years ago we asked the Czech Language Institute of the Academy of Sciences of the Czech Republic for a statement. Their response to our question regarding the use of the word *bezdomovec* says: The broader meaning which is in line with the current usage of the word, is given in the dictionary of neologisms *New Words in Czech* (Academia, Praha 1998): *bezdomovec*: 1. *who does not have a permanent place of residence, home (bezdomovec slept in the train station; open a refuge for the homeless/bezdomovec)* 2. *who has left their country (home) because of political oppression, war, natural disaster etc; refugee, fugitive (provide necessary humanitarian aid to bezdomovcům from Bosnia)* 3. occasionally as a term in journalism *who does not orientate themselves in the current complex world of technology, overflow of information (bezdomovci of the information age)*. The use of the word *bezdomovec* in the way you define it is, in our view, already common and stabilized. The fact that Czech legislation still perceives *bezdomovce* as persons without citizenship, does not change this. We can only hope that an amendment will be made.<sup>4</sup>

The Social Services Act<sup>5</sup> knows the term *osoby bez přístřeší* (persons without shelter, shelterless), in one instance it uses the phrase *persons in unfavourable social situation linked with loss of housing*. Both terms are artificially constructed, separated from common language. Their only advantage is precisely in the fact that they appear in the Social Services Act. The shortcoming is that there is no definition of what is understood under the term *přístřeší* (shelter) for the purpose of this law, or what state qualifies as *bez přístřeší* (without shelter).<sup>6</sup> The term *osoba bez přístřeší* (person without shelter) then evokes even more strongly the situation of people according to generic definition 1.1. Because of their length, neither of these phrases stands a chance of being adopted by general public. The Civil Code knows the term *přístřeší*, but with a completely different meaning to the one in the Social Services Act.<sup>7</sup>

Out of commonly used terms we can mention *osoba bez domova* (person without a home), systematically more accurate than *osoba bez přístřeší* (person without shelter) and less stigmatising than *bezdomovec*. Its disadvantage is its compound construction with little chance of being adopted by general public. This phrase is not mentioned in any legal norm.

Totally unacceptable are the normalization-era formulations “*socially ill-adapted citizens*” or the even more stigmatising and exclusive term “*socially non-adaptive citizens*”, although some older legal codes still contain them. Both are perceived as discriminatory and in the current era and society are completely inadequate.

#### What the homeless say of themselves

Most of those asked refuse the term *bezdomovec* and consider it derogatory. They only accept it in the common language of general public. The right column lists terms used by this sub-culture as slang, the left contains the common language equivalent.

<p>people with no base whatsoever socially weaker persons persons temporarily without shelter people without hope people in need people in social insecurity temporarily unadjusted people</p>	<p>bezinky (slang word) pouliční směs (street mix) bezďáci (slang word) republikový oříšek (the country's tough nut) streetpeople děti ulice (children of the street) tulák (tramp)</p>
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according to Pavel Pěnkava

<sup>4</sup> Written reply to a linguistic inquiry of 20 January 2000, signed by PhDr. Anna Černá, language advisory office of the Czech Language Institute, Academy of Sciences of the Czech Republic.

<sup>5</sup> Social Services Act 108/2006 Coll.

<sup>6</sup> The Czech thesaurus states: *přístřeší* (1) refuge, dwelling, apartment, (2) shed, house, building.

<sup>7</sup> Civil Code 40/1964 Sb., art. § 719.

In recent years there has been an increase in the use of the word *holobyt* to denote various buildings, usually of low quality, especially in connection with the eviction of indebted and otherwise inconvenient persons and household, ranking from the relative security of an indefinite rental contract to very insecure short-term accommodation.

Another controversial term is the word *azylový* (asylum, adj.). On the one hand the Asylum Act<sup>8</sup> defines asylum facilities for foreign citizens seeking asylum, on the other hand the Social Services Act<sup>9</sup> defines *azylové domy* (hostels, literally asylum house) as a social service for *persons in an unfavourable social situation linked with the loss of housing*, i.e. for the homeless.

## 5. Expectations and their fulfilment

During the project's implementation, the working group converted the European ETHOS typology for the Czech environment and created national subcategories for individual generic definitions. This typology will allow us to collect statistical data and compare it with other EU member states. In the commentary on ETHOS, the group defined characteristic features of homelessness so that they would correspond with the created typology.

During the work on the Czech terminology, the working group did not reach a clear consensus, especially on the term for a person without home, a homeless (person). The word *bezdomovec* (homeless) is also most frequently used in this publication, apart from quotations from or reference to laws.

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<sup>8</sup> Asylum Act 325/1999 Coll.

<sup>9</sup> Social Services Act 108/2006 Coll., art. 22.

## IV. ETHOS typology in the Czech environment

Homelessness can be defined narrowly to include only people without a roof over their heads or it can be defined more broadly. The fact that homelessness is still perceived too narrowly prevents the adoption and implementation of processes that would lead out of homelessness. For a number of years, FEANTSA has argued that homelessness needs to be understood within a broader understanding that includes, as well as people who are roofless, people who are houseless and people who live in insecure and inadequate housing or accommodation. This broader definition reflects the causes of homelessness and helps with understanding the processes of exclusion which can lead to people living under a long-term threat of homelessness or to homelessness itself.

FEANTSA has developed and adopted the ETHOS typology of homelessness in an attempt to reflect the diverse experiences of individual member states and to provide a more harmonised approach to understanding homelessness and housing exclusion at both the European and national level. ETHOS therefore represents a compromise of various national perspectives and realities. At the same time, it is a process of refining both the individual categories of the typology and their definitions. The purpose of the typology is to contribute to the improvement of data collection and comparison. ETHOS is also a tool which can be used at the national level and which can be instrumental in decision-making processes concerning policies for addressing the issue of homelessness. It is, therefore, a pragmatic approach to deal with a complex issue.<sup>1</sup>

Under the project 'Strategy for Social Inclusion of the Homeless in the Czech Republic', a working group has focused on the definition and typology in an attempt to achieve harmonisation with the European ETHOS typology. We added relevant national sub-categories to the binding operational categories and generic definitions. These sub-categories can, as necessary, be further sub-divided according to specific problem groups (alcoholics, mentally ill people), target groups (minorities, age groups, elderly people, children, migrants), place of origin (EU vs. outside EU), or – as the case may be – some can be joined into one. Individual sub-categories were extensively discussed, especially from the viewpoint of meeting people's needs in three domains – physical, legal and social. At the same time we kept in mind that ETHOS is dynamic in character and is adjusted according to developments in society and to continuous research on the subject.

We also had to shed our own practical views and ideas, as ETHOS does not describe (social) services, but living situations and housing. Neither does it describe the causes of homelessness, the health state of the homeless or their employment. Despite this, for practical reasons we took into account the Social Services Act, especially for operational categories 1 – 4 and 6. ETHOS is also not organised in a hierarchical manner, although it may appear so at first glance at the table. When formulating the definitions we had to keep in mind that homelessness is a process rather than a state or static phenomenon.

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<sup>1</sup> See Fourth Review of Statistics on Homelessness in Europe, The ETHOS Definition of Homelessness [www.feantsa.org](http://www.feantsa.org) [2006-09-26]

# 1. ETHOS Typology with proposed national subcategories for the Czech Republic

Conceptual Category	Operational Category		Living Situation		Generic Definition	National Sub-Categories		*
	1	2	1.1	2.1		1.1.1		
ROOFLESS	1	People living rough	Public space or external space (on the street)	Living in the streets or public spaces without a shelter that can be defined as living quarters	1.1.1	People sleeping rough (e.g. on the streets, under bridges, on public transport, in train stations, airports, sewage systems, caves, old railway wagons, tents, garages, laundries, basements and attics, wrecks of cars)	b	
	2	People in emergency accommodation	Night shelter	People with no usual place of residence who make use of low-threshold overnight shelters	2.1.1 2.1.2	People in low-threshold night shelters People using facilities without beds for overnight accommodation on seasonal basis	b b	
HOUSELESS	3	People in accommodation for the homeless	Homeless hostel	People in hostels providing short-term accommodation	3.1.1	Men in hostels	b	
					3.1.2	Women in hostels	b	
					3.1.3	Mothers with children in hostels	b	
					3.1.4	Fathers with children in hostels	b	
					3.1.5	Complete families in hostels	b	
					3.1.6	People in halfway houses	b	
	3.2	Temporary accommodation	People in short-term accommodation, who do not have their own housing	3.2.1	People in public commercial hostels (with no other option of accommodation)	b		
	3.3	Transitional supported accommodation	People in shelters after eviction	3.2.2	People in shelters after eviction	b		
	4	People in women's shelters	Women's shelter accommodation	Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term	4.1.1	Women jeopardized by domestic violence staying at an undisclosed address	a	
					4.1.2	Women jeopardized by domestic violence staying in hostels	a	
5	People in accommodation for immigrants	Temporary accommodation (reception centres for asylum seekers) Migrant workers accommodation	Immigrants in short term accommodation due to their immigrant status People in hostels for migrant workers	5.1.1	Asylum seekers in asylum facilities	a		
				5.2.1	Migrant workers – foreigners in public commercial hostels (with no other option of accommodation)	a		
6	People due to be released from institutions	Penal institutions Medical institutions Children's institutions/homes	No housing available prior to release Stay longer than needed due to lack of housing No housing identified (e.g. by 18 <sup>th</sup> birthday)	6.1.1	People due to be released from prisons	a		
				6.2.1	People due to be released from medical institutions	a		
				6.3.1	People due to be released from children's institutions	a		
				6.3.2	People due to be released from foster care	a		
7	People receiving longer-term support	Residential care for older homeless people Supported accommodation for formerly homeless people	Seniors and disabled persons staying in hostels on a long-term basis Long stay accommodation with care for formerly homeless people	7.1.1	Senior or disabled men and women accommodated in hostels on long-term basis	b		
				7.2.1	Supported accommodation specifically designated for homeless people does not exist			

INSECURE HOUSING	8	People living in insecure accommodation	8.1	Temporarily with family/friends	Temporary accommodation with family or friends	8.1.1	People temporarily staying with family or friends (with no other option of accommodation)	a	
				8.2		No legal (sub) tenancy	8.2.1	People in subtenancy (with no other option of accommodation)	a
				8.3		Illegal occupation of land	8.2.2	People living in apartments with no legal basis	a
	9	People living under threat of eviction	9.1	Legal orders enforced (rented)	Occupation of land with no legal rights	8.3.1	People on illegally occupied land (garden allotments, dugouts)	b	
			9.2	Re-possession orders (owned)		9.1.1	People whose tenancy has been revoked	a	
	10	People living under threat of violence	10.1	Police recorded incidents	Where orders for eviction are operative	9.2.1	People at risk of being evicted from their own dwelling	a	
			10.1	Police recorded incidents		10.1.1	People under threat of domestic violence – police recorded cases – victims	a	
	INADEQUATE HOUSING	11	People living in temporary/ non-conventional structures	11.1	Mobile homes	Mobile home not intended as place of usual residence	11.1.1	People living in mobile homes, e.g. trailers, caravans, houseboats (with no other option of accommodation)	a
				11.2	Non-conventional building		11.2.1	People living in buildings not designated for accommodation, e.g. people living at their workplace or in garden sheds with the owner's approval	a
				11.3	Temporary structure		11.3.1	People living in temporary structures or buildings, e.g. not approved for occupancy	a
	12	People living in unfit housing	12.1	Occupied dwellings unfit for habitation	Defined as unfit for habitation by national legislation	12.1.1	People living in unfit structures – the dwelling became unfit for habitation, may have been suitable in the past	a	
			13.1	Highest national norm of overcrowding		13.1.1	People living in overcrowded housing	a	

\* Symbols used in the last column – level of risk

a – people at risk

b – homeless

## **2. Commentary on the National Sub-Categories According to ETHOS Typology**

### **Operational Category 1: People Living Rough**

#### **1.1 People living in the streets or public spaces without access to accommodation**

The working group gave a lot of thought to whether they should distinguish between the ways public spaces are used and if so, then by which criteria. During the implementation of the project it took into account that homelessness is a process rather than a state and came to the conclusion that division into national sub-categories could be an end in itself and therefore did not further sub-divide this operational category.

##### **1.1.1 People sleeping rough**

This means people who have no option of 24-hour indoor shelter from unfavourable weather. They mostly survive outdoors and often utilize public and publicly accessible indoor and outdoor spaces. They do not have a stable place to spend their nights. They generally sleep in sheltered or unsheltered public or publicly accessible places (e.g. on the streets, under bridges, on public transport, in train stations, airports, sewage systems, caves, old railway wagons, tents, garages, laundries, basements and attics, wrecks of cars), without a legal claim and without the owner's consent. They alternate between their various overnight lodging places with higher or lower frequency, depending on external conditions. These people can at the same time use the social services of day centres and street work according to the Social Services Act.

##### ***Risks:***

People using public or publicly accessible spaces due to lack of their own private space are exposed to many internal and external risks:

- hunger, malnutrition
- limited access to drinking water
- limited access to personal hygiene
- lack of rest and sleep
- self-destructive regimen
- limited access to medical care
- limited access to employment
- petty unorganized crime out of distress
- unfavourable weather conditions
- opposition of the public
- disturbance during sleep from members of security agencies, municipal and state police
- verbal and physical aggression from others
- people sleeping rough become victims of crime

##### ***Opportunities:***

- social services in low threshold day centres according to the Social Services Act
- meeting with street workers in field programmes (social service according to the law)
- charitable assistance (not under the Social Services Act)
- offers of seasonal winter night lodging in the form of a humanitarian shelter
- street work is carried out by providers of social services such as Naděje, The Salvation Army, some members of the SAD (Association of Hostels)

*People in category 8.4 – Illegal occupation of land – are in a position close to this category*

### **Operational Category 2: People in Emergency Accommodation**

#### **2.1 People with no usual place of residence who make use of low threshold overnight shelter**

Originally the working group did not intend to sub-divide this category. During the year, depending on the season and weather, the number of people in this living situation can vary substantially, it was therefore extended to include a special 'seasonal' sub-category.

### **2.1.1 People in low threshold night shelters**

According to the Social Services Act,<sup>2</sup> people in low threshold night shelters have the possibility of spending the night on a bed and access to personal hygiene facilities. A night shelter is usually the first contact point on the way to social inclusion and re-integration, if follow-up services are available. Night shelter services do not provide the option of 24-hour accommodation. This group, however, includes people oscillating between categories, especially between categories 1 and 2.

### **2.1.2 People using facilities without beds for overnight accommodation on a seasonal basis**

This service is offered by providers of social services in their facilities, usually at times when the weather conditions exclude sleeping outside, primarily during winter. Lodging here is legal, the facilities are heated and usually provide the option for basic personal hygiene. Overnight lodging in similar conditions is offered also in other facilities without beds, not just in social service facilities.

#### ***Risks:***

- impossibility of 24-hour presence
- uncertainty of the following night and the ensuing risks of category 1

#### ***Opportunities:***

- contact with social service according to Social Services Act
- first transitional step towards social inclusion
- less demanding operational regime on a lower integration level, low threshold character
- night shelters are operated by providers of social services, such as members of SAD, The Salvation Army, Naděje
- a special type of lodging is in lodging houses<sup>3</sup> of various types (not under the Social Services Act), especially in sub-category 2.1.2

## **Operational Category 3: People in Accommodation for the Homeless**

### **3.1 People in hostels providing short-term accommodation**

According to the Social Services Act,<sup>4</sup> hostels allow 24-hour presence in the facility, people capable of work are usually expected to be employed, seek employment or prepare for employment (e.g. re-qualification).

#### **3.1.1 Men in hostels**

#### **3.1.2 Women in hostels**

#### **3.1.3 Mothers with children in hostels**

#### **3.1.4 Fathers with children in hostels**

#### **3.1.5 Complete families in hostels**

Hostels provide temporary accommodation services for persons in an unfavourable social situation linked with the loss of housing. The service includes provision of food or help in securing food, provision of accommodation, assistance in asserting rights, justified interests and in looking after personal matters, as well as educational, instructional and activation activities. Accommodation and, as the case may be, food are provided for a fee.

Causes for staying in hostels: difficult life situation caused for instance by loss of employment, therefore of the income used for covering housing costs, problems in the family and partner relationships, problems with alcohol or other addictive substances, poor health, disabilities, release from prison, release from an institution for institutional upbringing or compulsory care, leaving an institution for children and youth after coming of age, leaving an institution for seniors, loss of housing for economic reasons (distrain) and others.

From the viewpoint of social service providers it is practical to sub-divide single-parent families into two sub-categories – fathers and mothers (3.1.3 and 3.1.4).

***For quantification it is desirable to separately quantify the number of children staying in hostels.***

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<sup>2</sup> Social Services Act 108/2006 Coll., art. 28.

<sup>3</sup> The term “lodging house” was chosen for differentiation from night shelters according to the Social Services Act.

<sup>4</sup> Social Services Act 108/2006 Coll., art. 22.



### **3.1.6 People in halfway houses**

According to the Social Services Act<sup>5</sup>, halfway houses provide temporary accommodation services usually for persons under 26 years of age who, after coming of age, leave educational institutions providing institutional upbringing or compulsory care, or, as the case may be, persons from other children's and youth institutions. They also provide services for persons released from prisons or from compulsory treatment. Apart from accommodation, the service also includes mediating contact with the social environment, socio-therapeutic activities, assistance in asserting rights, justified interests and looking after personal matters. Accommodation is provided for a fee.

#### ***Risks:***

- inability or unwillingness to adjust to the operational regime
- limited period of stay, usually not exceeding one year
- no link to a higher integration level, such as social housing

#### ***Opportunities:***

- written accommodation contract
- guaranteed support of a social worker
- individual social work
- existing network of halfway houses, e.g. SAD members, municipalities

### **3.2 People in public hostels providing short-term accommodation, without their own housing**

#### **3.2.1 People in public commercial hostels**

These are people who use the services of public commercial hostels as they have no other accommodation option. This type of accommodation is not related to the Social Services Act.

#### ***Risks:***

- independent decision-making
- absence of social support
- risk of accommodation loss in financial distress
- no link to a higher integration level, such as social housing

#### ***Opportunities:***

- independent decision-making
- accommodation can be long-term

*In the current situation, sub-category 3.2.1 is close to sub-category 5.2.1.*

#### **3.2.2 People in shelters after eviction**

People evicted from apartments based on a court distraint warrant (see operational category 9) can be accommodated in a so-called 'shelter'. It is not an apartment, it can be, for instance, a room in a guest-house. Accommodation can be granted for one month or even just for one week.

#### ***Risks:***

- absence of social support
- risk of accommodation loss in financial distress after the granted period expires
- no link to a higher integration level, such as social housing

#### ***Opportunities:***

- independent decision-making

### **3.3 Transitional supported accommodation**

According to the Social Services Act, transitional supported accommodation is designated for other target groups. Transitional supported accommodation for homeless people is not known in the Czech Republic.

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<sup>5</sup> Social Services Act 108/2006 Coll., art. 23.

## **Operational Category 4: People in Women's Shelters**

### **4.1 Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term**

#### **4.1.1 Women jeopardized by domestic violence staying at an undisclosed address**

#### **4.1.2 Women jeopardized by domestic violence staying in hostels**

Operational category 4 describes the situation of women escaping domestic violence. These are women whose health or life has been threatened by domestic violence and who have therefore left their partners and taken refuge in a hostel or an apartment, often even with their under-age children. According to the Social Services Act<sup>6</sup>, both sub-categories are registered as hostels. The differences are usually in their capacity (an undisclosed shelter is usually in the form of an apartment), but mainly in the concealment or publicising of address.

#### ***Risks:***

- limited period of stay, usually not exceeding one year
- a short-term or long-term sick leave may be required, which can lead to loss of employment and subsequent financial difficulties
- women often get into financial distress, are dependent on state social benefits and do not have sufficient financial means to acquire independent housing

#### ***Opportunities:***

- there are organisations helping women jeopardized by domestic violence, such as Bílý kruh bezpečí which operates Dona Centres and Dona Helpline, Acordus, Rosa, Profem, League of Human Rights, Silesian Diaconia – Elpis, Magdalenium and others
- support from civic guidance centres who provide the necessary information and contacts
- support from municipal Departments for Social and Legal Protection of Children who provide necessary information and contacts

## **Operational Category 5: People in Accommodation for Immigrants**

### **5.1 Immigrants in short term accommodation due to their immigrant status**

#### **5.1.1 Asylum seekers and successful asylum seekers in immigrant facilities**

The accommodation of persons in immigrant (asylum) facilities is regulated by a special law<sup>7</sup>. Immigrant facilities provide collective accommodation for asylum seekers and successful asylum seekers under conditions securing the retention of human dignity.

There are three types of immigrant facilities:

- a) Reception centres provide accommodation for foreigners until the completion of steps required in Art. 46 or for the period determined by this law.
- b) Residential centres are used for the accommodation of asylum seekers until the decision regarding their asylum application comes into force; in justified cases, the Ministry can grant an exception.
- c) Integration asylum centres are used for the transitional accommodation of successful asylum seekers.

Foreigners accommodated in reception or residential centres have the right to:

- a) free provision of basic hygiene standards,
- b) free provision of food according to principles of a healthy diet and the foreigner's health state in the form of three meals a day, five meals a day for children under 15,
- c) a bed and locker for the storage of personal belongings,
- d) receive visitors,
- e) receive parcels and money,

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<sup>6</sup> Social Services Act 108/2006 Coll., art. 22.

<sup>7</sup> Act 325/1999 Coll. on Asylum.

- f) receive and, at their own expense, send written messages,
- g) an uninterrupted 8-hour period for sleep,
- h) leave the residential centre under given conditions.

**Risks:**

- legal status of asylum seekers
- refusal to grant asylum and living conditions during the appellate procedure

**Opportunities:**

- social work in immigrant facilities
- successful asylum seekers get apartments from municipalities which are refunded by the state (are therefore given preferential treatment in comparison with other citizens)
- strong protection from the side of the state and the UN High Commissioner for Refugees

## **5.2 People in hostels for migrant workers**

### **5.2.1 Migrant workers in public commercial hostels (with no other option of accommodation)**

The category of hostels for migrant workers is not known in the Czech Republic. Foreign migrant workers (immigrants) usually use accommodation in public commercial hostels, illegal migrants in segregated more or less secret lodging houses, often operated by their compatriots.

**Risks:**

- lower legal status
- illegal immigrants residing illegally in the Czech Republic
- dependence on grey structures on the edge of legality
- illegal employment without contract or health insurance
- wages lower than the minimum wage required by law
- risk of rapid employment loss
- risk of misuse for criminal activities

**Opportunities:**

- migrant workers have chosen a temporary way of living in order to improve their economic situation
- possibility of return to the country of origin or migration to a third country

*In the current situation, sub-category 5.2.1 is very close to sub-category 3.2.1.*

## **Operational Category 6: People Due to be Released from Institutions**

### **6.1 People in penal institutions with no housing available prior to release**

#### **6.1.1 People due to be released from prisons**

These are people due to be released from remand institutions or prisons. They are either undergoing criminal proceedings and have been put under arrest or have been serving their sentence after a final judgement in a criminal process and do not have any housing available after their release.

**Risks:**

- loss of relational and material support by prisoners who do not have sufficient information on the current situation outside the prison, do not have regular contact with their families and the outside world or have completely severed these bonds
- inability of the prisoners to effectively communicate with authorities, organisations, landlords etc. as a result of their functional literacy deficit
- prisonisation (prisoner's assimilation to life in prison and the so-called other life, which results in pragmatic behaviour, adherence to the structure or rules set by prisoners who indirectly manage the prison's operation after most of the staff leave etc.)
- if the situation of these people is not frequently or systematically addressed, they are at risk of serious subsistence difficulties

- disadvantaged position in the job market
- in juvenile prisoners there is a risk of stagnation of socialisation in the area of social skills and acquisition of work habits

**Opportunities:**

- according to the Probation and Mediation Service Act<sup>8</sup>, they are entitled to assistance by probation officers and can ask to be visited by one in the prison
- according to the Social Services Act<sup>9</sup>, they are entitled to assistance by parole officers who implement the method of continuous social work in order to minimise the unfavourable situation
- according to the Act on Assistance in Material Distress<sup>10</sup>, they are entitled to special immediate assistance upon release from prison
- they can take advantage of further offers by NGO's focusing on this target group such as Prison Spiritual Care, Czech Catholic Caritas, Emauzy ČR, Lata (for juveniles)

## **6.2 People who stay in medical institutions longer than needed due to lack of housing**

### **6.2.1 People due to be released from medical institutions**

People leaving medical institutions where they had spent a longer period of time are exposed to risks which can negatively affect the re-integration of long-term hospitalized persons into normal life style. This concerns people leaving:

- long-term care hospitals
- psychiatric hospitals
- medical facilities for pathological addictions, detox centres
- hospitals

**Risks:**

- loss of relational and material support, interruption or absence of contact with one's family and close social group
- high age
- unfavourable health condition

**Opportunities:**

- according to the Social Services Act<sup>11</sup>, they are entitled to assistance by social workers who help to alleviate the effects of the unfavourable situation
- according to the Act on Assistance in Material Distress<sup>12</sup>, they are entitled to special immediate assistance upon termination of treatment
- the possibility to take advantage of the offers of social service providers such as The Salvation Army, Naděje, Czech Catholic Caritas

## **6.3 Children's institutions**

### **6.3.1 People due to be released from children's institutions**

These are people leaving educational institutions for institutional upbringing or compulsory care and for preventative educational care<sup>13</sup>:

- children's home
- children's home with a school
- penitentiary
- diagnostic institution

<sup>8</sup> Probation and Mediation Service Act 257/2000 Coll., art. 5, par. 5

<sup>9</sup> Social Services Act 108/2006 Coll., art. 92, sect. b)

<sup>10</sup> Act on Assistance in Material Distress 111/2006 Coll., art. 2, par. 6, sect. a)

<sup>11</sup> Social Services Act 108/2006 Coll., art. 92 sect. b)

<sup>12</sup> Act on Assistance in Material Distress 111/2006 Coll., art. 2 par. 6 sect. b)

<sup>13</sup> Act 109/2002 Coll. on the Performance of Institutional Upbringing or Compulsory Care.

### **6.3.2 People due to be released from foster care**

These are people who, after coming of age, leave

- special institutions for foster care
- individual foster care

People who leave institutional care or foster care after coming of age at the age of 18 primarily face difficulties linked with making decisions about their own lives. Unless there is a systematic transfer of cooperation between organisations and institutions helping youths and organisations and institutions helping adults, these young people are at risk of social exclusion.

#### ***Risks:***

- problems linked with becoming independent
- problems linked with entering into relationships and starting families
- lack of financial means for solving their housing situation
- absence of follow-up help from the original family or friends
- insufficiently developed social skills which would help them address difficult life situations in an appropriate manner
- practical unpreparedness for life and general immaturity of personality

#### ***Opportunities:***

- according to the Social Services Act<sup>14</sup>, they are entitled to assistance by social workers who help to alleviate the effects of the unfavourable situation
- according to the Act on Assistance in Material Distress<sup>15</sup>, they are entitled to special immediate assistance upon the termination of care
- the possibility to take advantage of the offers of social service providers such as Rozmarýna o.p.s., Proxima Sociale o. s., Naděje

## **Operational Category 7: People Receiving Longer-term Support**

### **7.1 Seniors and disabled persons staying in hostels on a long-term basis**

#### **7.1.1 Senior or disabled men and women accommodated in hostels on long-term basis**

The accommodation of older and permanently disabled homeless people is possible in a specialized hostel or a section of a normal hostel<sup>16</sup>. Hostels provide temporary accommodation services for persons in an unfavourable social situation linked with the loss of housing. The service includes provision of food or help in securing food, provision of accommodation, assistance in asserting rights, justified interests and in looking after personal matters, as well as educational, instructional and activation activities. Accommodation and, as the case may be, food are provided for a fee.

### **7.2 Long stay accommodation with care for formerly homeless people**

*This category is not relevant for the Czech Republic. Supported accommodation specifically designated for formerly homeless people.*

## **Operational Category 8: People Living in Insecure Accommodation**

### **8.1 Temporary accommodation with family or friends**

#### **8.1.1 People temporarily staying with family or friends (with no other option of accommodation)**

These are people who have no other accommodation option and are staying with their relatives or friends out of necessity. This is normally for a limited period, usually without a contract and with limited

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<sup>14</sup> Social Services Act 108/2006 Coll., art. 92 sect. b)

<sup>15</sup> Act on Assistance in Material Distress 111/2006 Coll., art. 2 par. 6 sect. b)

<sup>16</sup> Social Services Act 108/2006 Coll., art. 22.

privacy. This can also mean divorced people living in the house or apartment belonging to their former spouse, young families living with the parents of one of the partners, living with relatives or friends after divorce or family break-up.

**Risks:**

- limited privacy for families can lead to various manifestations of family dysfunction, such as problems in partner relationships, in the upbringing of children, marriage break-up etc., young families being the ones most at risk
- single and divorced people can face problems and limitations in starting partner relationships and families
- negative impact on the mental state of people living in such conditions, emotional problems, development of various mental disorders, negative impact on mental development of children
- frequent problems in interpersonal relations

**Opportunities:**

- existence of civic and marriage guidance centres
- activities of NGO's, such as centres for family life, family counselling centres

**8.1.2 People in subtenancy (with no other option of accommodation)**

These are people living in subtenancies with a regular subtenancy contract, if they have no other accommodation option. Contractual relations concerning subtenancies are regulated by the Civil Code<sup>17</sup>. It is necessary to distinguish between living in subtenancy due to the absence of other options of accommodation and the housing of mainly young educated people in subtenancies in Prague and other big cities before they start a family.

**Risks:**

- high open-market rent in big cities, excessive financial burden, risk of subsistence distress
- uncertainty in case of loss of income
- high risk of sudden loss of accommodation (contracts often include very harsh grounds for contract termination)
- usually a lack of financial means for acquiring one's own accommodation

**Opportunities:**

- existence of civic and marriage guidance centres
- activities of NGO's, such as centres for family life, family counselling centres

**8.2 Occupation of dwelling with no legal tenancy, illegal occupation of a dwelling**

**8.2.1 People living in apartments with no legal basis**

These are people living in an apartment without any legal claim, without a contract and without any legal protection or claim for compensation in case of eviction. This includes persons in subtenancy without a subtenancy contract.

This also includes people living in an apartment where there was a legal basis in the past but it expired; e.g. shared household (relatives, adult children or friends) where the tenant or owner gave consent at first but the situation can change and the tenant or owner can take legal action for eviction. The courts usually grant such applications and rule on whether the plaintiff has to secure substitute accommodation in the form of an apartment, temporary accommodation or shelter or none at all. That then predetermines the subsequent development of the evicted person's situation. A similar situation can develop in the case of tenancy transfer<sup>18</sup> if legal conditions for the transfer are not met.

**Risks:**

- high risk of immediate loss of accommodation, in some cases it can lead to certain risks listed in operational category 1
- usually a lack of financial means for acquiring one's own accommodation

**Opportunities:**

- the possibility to take advantage of the offers of the social service providers and other organisations focusing on helping this target group, such as street workers, hostels, social workers

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<sup>17</sup> Civil Code 40/1964 Coll., art. 719.

<sup>18</sup> Civil Code 40/1964 Coll., art. 706 – 709.

### **8.2.2 People in illegally occupied buildings**

People in illegally occupied buildings without the owner's consent. The building can be a residential building, industrial building, garage etc. This also includes people in squats if they have no other accommodation option. In this subcategory it is necessary to distinguish between people, often young and from wealthy families, who have chosen squatting as an alternative lifestyle and those who have no other accommodation.

#### ***Risks:***

- usually completely inadequate housing
- high health risks (addictive substances, various forms of infections)
- frequent involvement in crime
- high level of social exclusion
- risks similar to people in operational category 1

#### ***Opportunities:***

- the possibility to take advantage of the offers of the social service providers and other organisations focusing on helping this target group, such as street workers, hostels, social workers

### **8.3 Illegal occupation of land**

#### **8.3.1 People living on illegally occupied land**

People living on illegally occupied land without the owner's consent, e.g. in allotment gardens, on abandoned industrial sites, in dugouts in state or municipal forests.

#### ***Risks:***

- usually completely inadequate housing
- high health risks (addictive substances, various forms of infections)
- frequent involvement in crime
- high level of social exclusion
- risks similar to people in operational category 1

#### ***Opportunities:***

- the possibility to take advantage of the offers of the social service providers and other organisations focusing on helping this target group, such as street workers, hostels, social workers

## **Operational Category 9: People Living Under Threat of Eviction**

### **9.1 Legal orders enforced (rented)**

#### **9.1.1 People whose tenancy has been revoked without substitute accommodation**

People whose tenancy of an apartment has been revoked<sup>19</sup>, e.g. for arrears of rent, as well as those whose rent contract for a definite period has expired.

A special case, though not exceptional, is the mass eviction or relocation of socially excluded communities to remote locations, commissioned by municipal authorities. These practices deepen social exclusion and lay the foundation for more serious problems in the future.

### **9.2 Re-possession orders (owned)**

#### **9.2.1 People at risk of being evicted from their own dwelling**

People who remained in an apartment after a forfeiture of ownership, distraint of debtor, re-possession due to inability to repay a mortgage, when a lien is imposed on the apartment or house. People who remained in a house or apartment after the notice period expired in an execution sale. The court usually

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<sup>19</sup> Civil Code 40/1964 Coll., art. 711 – 713 (as amended in 2006).

also rules on whether the plaintiff has to secure substitute accommodation in the form of an apartment, temporary accommodation or shelter or none at all. That then predetermines the subsequent development of the evicted person's situation.

**Risks:**

- after the loss of owned or rented housing, there is a risk of social decline, even to living on the street in the sense of operational category 1
- mass evictions of inconvenient communities to remote locations mean a risk of very deep social exclusion
- usually there are no accessible social services that would work with people and households at risk, because they are not known while still in the apartment
- risk of having children taken into care and family break-up

**Opportunities:**

- help from a civic guidance centre
- finding alternative housing in case the person is not in financial distress
- seeking social services with accommodation

## **Operational Category 10: People Living Under Threat of Violence**

### **10.1 Where police action is taken to ensure place of safety for victims of domestic violence**

#### **10.1.1 People under threat of domestic violence – police recorded cases – victims**

These are people under threat of domestic violence, not just women but also elderly people, adult and under-age children and, of course, even men. This category includes cases where police action was taken to ensure protection<sup>20</sup>. One of three situations can arise, each involving different risks:

1. The police issue a restraining order against the violator for 10 days, the threatened person files an application for a preliminary ruling extending the restraining order to 1 month with the option of extending it to up to 1 year and the court grants it – the threatened person does not need to leave their home, has time to address their family and housing situation, while the banished person immediately finds themselves in the other conceptual categories, namely “roofless” or “houseless”.
2. The police issue a restraining order against the violator for 10 days and the threatened person does not file an application for a preliminary ruling or they file it and the court refuses to grant it - the threatened person does not need to leave their home but has only 10 days to decide on how to address the situation. They are potentially still under threat of violence and of losing their home overnight, if they decide to solve the crisis by going into a shelter (hostel) or use another form of short-term accommodation.
3. The police are called to an incident reported as domestic violence but does not issue a restraining order – the threatened person is still under potential threat of violence and of losing their home overnight, if they decide to solve the crisis by going into a shelter (hostel) or use another form of short-term accommodation.

**Risks:**

- a short-term or long-term sick leave may be required, which can lead to loss of employment and subsequent financial difficulties
- women often get into financial distress, are dependent on state social benefits and do not have sufficient financial means to acquire independent housing

**Opportunities:**

- there are organisations helping women jeopardized by domestic violence, such as Bílý kruh bezpečí which operates Dona Centres and Dona Helpline, Acordus, Rosa, Profem, League of Human Rights, Silesian Diaconia – Elpis, Magdalenium and others
- support from civic guidance centres who provide necessary information and contacts
- support from municipal Departments for Social and Legal Protection of Children who provide necessary information and contacts

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<sup>20</sup>From 2007, Act 135/2006 Coll. is in force, which changes certain laws concerning protection from domestic violence.



## **Operational Category 11: People Living in Temporary/ Non-Conventional Structures**

These are people living in temporary or non-conventional structures not intended for habitation.<sup>21</sup>

### **11.1 Mobile home not intended as place of usual residence**

#### **11.1.1 People living in mobile homes, e.g. trailers, caravans, houseboats (with no other option of accommodation)**

These are people living in mobile homes such as trailers, caravans or houseboats which are not intended for permanent residence. They use these facilities legally, either as owners or as tenants. They have no access to accommodation in an apartment.

### **11.2 Non-conventional building not intended for habitation**

#### **11.2.1 Makeshift shelter, shack or shanty**

People living in makeshift shelters, weekend cottages, camp-sites, which are not intended for permanent habitation, but which are used legally – in ownership or tenancy. This also includes people living at their workplace or in garden sheds with the owner's consent.

### **11.3 Temporary structure**

#### **11.3.1 People living in temporary structures or buildings, e.g. not approved for occupancy**

These are people living in structures that may not have been approved for occupancy, people living in temporary or non-standard buildings or buildings that are permanently or temporarily not intended for habitation, but have a legal basis for using them – ownership, tenancy etc.

## **Operational Category 12: People Living in Unfit Housing**

### **12.1 Living in a dwelling defined as unfit for habitation by national legislation**

#### **12.1.1 People living in unfit structures – the dwelling became unfit for habitation, may have been suitable in the past**

Although it was previously intended for housing, their dwelling became unfit for habitation, e.g. due to natural disaster, neglected maintenance of the building, building with sub-standard hygiene conditions, dampness etc. This includes living in a house where the owner deliberately makes the apartment uninhabitable. Families with under-age children face the risk of having their children taken into institutional care.

## **Operational Category 13: People Living in Extreme Overcrowding**

### **13.1 Defined as exceeding national density standard for floor-space or usable rooms**

#### **13.1.1 People living in overcrowded housing**

There is no legislation for defining a dwelling as overcrowded. The Czech Statistical Office defined for the purpose of a census and since 1980 has used a statistical category of an overcrowded dwelling meaning

- a) apartments with less than 10 m<sup>2</sup> per person,
- b) apartments with more than 2 people per room.

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<sup>21</sup> Construction Act 183/2006 Coll.

## V. Conclusion

The project's activity called *Definition and typology* is a pilot one in character. Until now there was no typology or definition created in the Czech environment. Under the term *bezdomovec* (homeless) people most frequently imagine a drunken, dirty and foul-smelling man at a train station or by a shopping centre. This fact has both its advantages and disadvantages for the project's implementers. On the one hand, there was nothing to fall back on in the Czech environment and especially the beginning was marked by searching and striving for orientation. On the other hand there was a possibility to create something new that had not existed before. A great aid in our work was the European ETHOS typology and the important encounter with the EOH coordinator and consultations with him.

The project's implementation was concluded during the first year when the Social Services Act was in force. When formulating the definitions, we took into account the mutual interrelation of relevant categories, being conscious of the fact that ETHOS is a typology of living situations. We based our work on version 2005 and wanted to achieve harmonization with version 2006. In the end we managed to harmonize the Czech typology with ETHOS version 2007. It is encouraging that, based on our proposal, generic definition 6.3 – *Children's institutions* – was added.

Within the working group there was a lot of discussion about terminology, especially about a term for a person who does not have a home. The term used in the Social Services Act, *osoba bez přístřeší* (person without shelter) is completely inappropriate for communication, both by its content and its form – the content is not accurate and is not defined anywhere, the form consisting of three words is bound to be only used in official communication.

We were not able to find a more appropriate one-word term than the commonly used word *bezdomovec*. We are aware of its negative, even pejorative sound, as well as of the fact that in the general public it evokes primarily operational category 1, which can be misleading not only in describing the group but also in terms of the ways of helping these people. Official codification of this term would mean to start negotiating with legislative bodies and propose a change in the current legal formulations in which the word means a person without citizenship. At the same time it would be necessary to run a form of campaign to rehabilitate the word *bezdomovec*.

Another option would be to find or create a different one-word term not carrying a negative connotation, which would not only evoke category 1. This would also require an information campaign which would explain to the public what the term is about.

We expect that the Czech typology will continue developing, the results will need verification in practice. Besides searching for a term for the people in the given group, we will also need to consider the classification of people living in the so-called *holobyty*. An important aspect will be the future developments of the government's policy on social housing, especially after the deregulation of rents. At the same time we need to keep in mind our objective, which is integration, while being aware that there will always be people who will not achieve this.

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Seminars, workshops and working group meetings were attended at least once by a total of 55 people, representing providers of social services, public administrative bodies and researchers.

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## From the project description

The existence of social exclusion and the threat of social exclusion is a reality. Extreme cases of social exclusion in the European Union include especially homeless people. Neither in the Czech legislation nor in the general perception is there a clear delimitation of the term “homeless”. Nonetheless, the problem of homelessness is there and society needs to address it. A prerequisite for addressing a problem is its definition and creation of a typology and its subsequent quantification.

Activity objectives:

- to create a typology of homelessness in the social and economic conditions of the Czech Republic in a way that would make it compatible with the FEANTSA typology used in EU member states,
- to define the characteristic aspects of homelessness in Czech terminology so that the Czech terminology would correspond with the created typology.

Implementation methods:

- translation of the European Observatory on Homelessness (EOH) document into Czech as working material,
- introductory seminar with an EOH representative and adoption of an activity methodology for the professional public (approx. 30 persons),
- creation of a max. 6-member working group for definition and typology,
- appointment of activity administrator,
- electronic communication among working group members for the definition of terms,
- three consultation meetings (workshops) of the working group with other specialists (each time approx. 10 - 15 people) during project implementation,
- formulation of working definitions and typology,
- review proceedings for work materials,
- closing seminar for professional public (approx. 30 persons),
- submission of results to public administration (MOLSA, regions, municipalities),
- publication of results in a summary journal and on the Internet,
- submission of results to EOH and FEANTSA.

The project or its 1<sup>st</sup> activity is innovative in the fact that there is so far no definition or typology of homelessness in the Czech Republic and their creation is crucial for a further systematic approach and for addressing the given issue.



# Homelessness Definition and Typology

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