



**NOTABENE**

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# **L'UDIA BEZ DOMOVA 2014**

## **„Ako ďalej“**

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# The system of homeless provision in Hungary

## Conditions, Challenges, Pilots.

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# SCALE OF THE PROBLEM

- Estimates vs. counts (provide social profiling) vs. stats of providers (cost data)
  - Estimates: app. 30 thousand countrywide
  - Count: 2014: app. 10500 respondents, but ,only' 70-80% of shelter clients responded
  - Providers: 2014: app. 10000 beds

# FEATURES

- Increase since 2009
- More urban than rural problem
- Budapest taking up app. 2/3 of all homeless
- More men than women
- More middle aged than young/elderly
- 80% are single/divorced
- Increasing share of Roma
- Rough sleepers app. 20-40% of all homeless

# HISTORICAL DEVELOPMENT:

## Homeless provision framed by decentralisation

- Transition – decentralisation of social services: local government responsibility, great fragmentation, variety of players emerged (service delivery is joined activity)
- Homelessness provision: neglected field („forbidden” before transition – „uncovered” homelessness in 1989/90)
- Non-governmental players established service provision before state/regulation/financing, hence the state is not „enabling”, it is lagging behind/catching up
- Today app. 50% of all providers are non-profit, financing mixed
- Regional disparities (demand/supply questions, institutional solutions – coverage of costs)

# CONTEXT

- General shortage of affordable / social housing
  - Low share within the housing sector
  - Low turnover / lack of new available stock
- Decentralised social housing policy
- Shortage of housing subsidies/rent allowance schemes
  - Low replacement rate
  - Constrained to subsectors
- Generally weak rights to housing

# INSTITUTIONS

- Homeless provision containing housing services:
  - Shelters
  - Transitory homes
  - Marginal off-mainstream housing services
  - Temporary housing allowance based services
- Critique: discontinuity of services – the typical failure of the staircase approach

# LEGAL BACKGROUND

- Fourth Amendment of the Constitution 2013
- Services defined by the Social Act of 1993:3
- Certain conditions defined by The Social Decree 2001:1



# 4th Amendment of the Constitution

*“for the protection of public order, public safety, public health and cultural heritage a law or local decree might outlaw occupying public space for living purposes”.*

So far, more of a theoretical possibility than a real threat

# 4th Amendment of the Constitution

- Still, Budapest has its own decree of public places where rough sleeping is forbidden
- Police randomly ask homeless people to move from these „forbidden zones”
- Those who refuse are escorted to a special Government Bureau by the 16-member specialized police squad and usually get away with a warning

# 4th Amendment of the Constitution

## *Article 22*

- *(1) Hungary shall strive to provide the conditions of housing according to human dignity as well as access to public services for all its citizens.*
- *(2) The state and local governments shall, among others, endorse the creation of the conditions of housing according to human dignity by striving to provide accommodation to all homeless citizens.*

Unfortunately, these articles are not respected.

# Social Act 1993:3

- *“Local governments, without regards to their scope of authority or jurisdiction, are obliged to provide people in need with temporary financial assistance, food and accommodation, if the lack of these endanger the safety or livelihood of the person in need.”*

# Social Act 1993:3

2 definitions of homelessness:

- Person without a home, sleeping rough, or in a place not fit for human habitation
- Person without a legal address, or with an address of a homeless service

# Social Act 1993:3

## **Basic services**

- Soup kitchen
- Outreach work / street work
- Day centres

## **Specialized services**

- Rehabilitation service
- Night shelter
- Hostel
- Home for the elderly homeless

# Social Act 1993:3

Services for the homeless can be operated

- Directly by local authorities
- NGO-s
- Churches

If they fit the regulations defined by law and get accredited, they are entitled to normative state financing

# Basic services

## Outreach work

- Monitor the situation of people sleeping rough
  - Initiate services for them
  - Coordinated by regional 24-hour phone lines
- Operate at least 6 hours a day (work days only)  
6-10 PM during the winter

(this is an exception: contracts for a fix duration, by competition, based on geographical needs)



# Basic services

## **Day Centres (Social Decree 2001:1)**

- open at least for six hours a day
- Free time activities
- Opportunity to rest
- Shower
- Wash clothes
- Social work – advisor

Obligation for local authorities 30 000+

# Specialized services

## **Night shelters** (Social Decree 2001:1)

- open at least for 14 hours a day (night)
- Rooms with no more than 20 beds
- A professional person on duty all the time
- A social worker available at least 4 hours a day
- Are free of charge

Obligation for local authorities 50 000+

# Specialized services

## **Hostels (Social Decree 2001:1)**

- open at least for 16 hours a day (night)
- Rooms with no more than 15 beds
- A professional person on duty all the time
- A social worker available at least 6 hours a day, providing personalized care
- Should ask for a fee from users

Obligation for local authorities 50 000+

# Specialized services

## **Homes for the elderly homeless (Social Decree 2001:1)**

- Health + social care for elderly homeless people
- Not obligatory for any local authority

## **Transitory homes for families – regulated under the Child Protection Act**

# Budapest

- Day centers – obligation of districts
- Shelters + hostels – obligation of Budapest



# Number of beds in 2014

<b>Number of Accredited beds</b>				
<b>Town</b>	Transitory homes (hostels)	Night shelters	Other accommodation	Altogether
Budapest	2842	2365	811	6018
Countryside	2295	2163	565	5023
Hungary Altogether	5137	4528	1376	11041

- Source: [http://www.bmszki.hu/sites/default/files/field/uploads/f-3-2014-sajto-tervezet2-uj\\_adatokkal.ppt](http://www.bmszki.hu/sites/default/files/field/uploads/f-3-2014-sajto-tervezet2-uj_adatokkal.ppt)

# Night shelters vs hostels

<b>Night shelter</b>	<b>Hostel</b>
No contract, one-night stand (officialy)	Contract, 4-6-12 months duration
Open only during the night	Most open 24 hours a day
No pre-conditions	Cooperation with personalized social worker
Low-comfort	Bedlinen + blanket

# Specialized services

## **Rehab Hostels (Social Decree 2001:1)**

- Aim: help people back to independent living, help restore employability, housing skills, stc.
- Organize aftercare with other stake holders

Not obligatory for any local authority



# Social Act 2011:1 - Staff requirements

Type of service	Number of staff	Qualification of staff
Outreach work	-coordinator (1) - Staff (2)	-Higher ed. -Higher ed. 50%, A levels 50%
Day centre */50 users	-Service leader (1) -Support worker(1/2)* -Social aid (1/2)*	-Higher ed. -Higher ed. -Med. ed
Night shelter */50 users	-Service leader (1) -Support worker (4)* -Social aid (3)*	-Higher ed. -Higher ed. -Med. ed
Hostel */50 users	-Service leader (1) -Support worker (4)* -Social aid (3)* Doctor (2 hrs/week)	-Higher ed. -Higher ed. -Med. ed

# FUNDING

**Total:** app. 30 million €

**Outreach:** 20 700 € /service /year

**Day centre:** € 656/user/year (only workdays), a max. of 150% if overused

**Hostel:** € 1 490/user/year (only for occupied beds)

**Shelter:** € 1 490/user/year

70% of all resources go on staff costs

Appr. 60-70% of real costs are covered

Churches get 1.685 times the above sums

Until 2013, app. 22 million € (5 billion HUF) EU funded calls

# Costs of criminalization

(data from The City is for All)

Type of expenditure	Cost (EURO)/ year
Setting up of Bureaus in Budapest and major cities	63 300
Running of Bureaus	756 667
Running of shelter in Budapest Bureau	2 000
Operational costs of special police squad	108 200
Total	930 167

# 2010/11 DATA ON COSTS

- Outreach work: € 26/user/month
- Shelter € 130/user/month.
- Budapest spends much less on a bed in a shelter than if they offered a housing benefit to the person (€ 32/month as opposed to € 83/month).
- The City spends € 67/month on subsidizing the housing of homeless people in workers' hostels.
- A homeless person on average spends € 23/month on hostel fees, € 67 on workers' hostel and € 167 on renting an apartment.
- The cheapest solution overall for the City and the homeless person is the workers' hostel (€ 133/month), then comes the homeless service (€ 187/month, including public funding), and the most expensive form of housing is rental (€ 250).

## FEANTSA EOH STUDY

***A single man in his 40s with a history of sleeping rough and high support needs associated with problematic drug and alcohol use and mental health problems. In the course of the last year this person has:***

***Been arrested once and held in custody (in a Police station cell) for one night.***

***Been imprisoned for one month in a low security prison.***

***Used emergency room/accident and emergency facilities at a hospital three times.***

***Been admitted to hospital for four nights.***

***Received treatment in a mental health/psychiatric ward of a hospital for two months.***

***Used a daycentre providing food, clothing and shelter during the day for 150 days.***

***Used an emergency shelter for 200 nights.***

***He is not arrested, tried or imprisoned***

***He is registered with a General Practitioner/family doctor whom he visits three times for drug based treatment for mental health problems***

***He makes no use of hospital emergency rooms/accident and emergency and is not admitted to hospital***

***He makes no use of mental health/psychiatric ward***

***He makes no use of daycentre or emergency accommodation services***

***He makes use of the supported housing service for one year***

# FEANTSA EOH STUDY

Table 5.2: Vignette 1

	Czech Republic	Denmark	Finland	France	Hungary	Netherlands	Poland	Portugal	Sweden	UK
<b>Situation 1: Homeless</b>										
Emergency shelter, 200 nights	€2208	€30602	€8200	€9000	€1240	€15616	€392	€2468	€13274	€3483
Daycentre, 150 days	€2703	€6300	€6750	-	€392	€5342	-	-	€12206*	€12010
Hospital, emergency facility, 3 times	-	€297	€945	-	-	€453	€189	-	€1728	€391
Hospital, 4 nights	€833	€1015	€1300	€4000	-	€1740	€562	€1380	€2300	€2368
Psychiatric hospital, 2 months	€3481	€27147	€21060	€21000	€1122	€32900	€2181	€4422	€27639	€20898
Prison, low-security, 1 month	€1060	€5619	€3250	€1800	€801	€6870	€578	€1200	€6214	€3170
Arrested once and custody, one night	-	-	€145	-	€27	€369	€35.47	-	€805	€4064
Situation 1: Total costs	€10285	€70980	€49850	€35800	€3582	€62291	€3902	€9470	€64166	€46390
<b>Situation 2: Supported housing</b>										
Supported housing service, 1 year	€3219	€28470	€17100	€16563	€3670	€19935	€2364	€6023	€19190**	€31359*
Three visits with GP for mental health treatment	€27	€81	€555	€69	€49	€138			€518	€125
Situation 2: Total costs	€3246	€28551	€17655	€16632	€3719	€20073	€2364	€6023	€19708	€31484
<b>Potential cost offset</b>										
Potential savings (Situation 1 – Situation 2)	€7039	€42429	€32195	€19168	-€137	€42218	€1538	€3447	€44454	€14905
Cost ratio 1/2	3.17	2.49	2.82	2.15	0.96	3.10	1.65	1.57	3.26	1.47

Source: Expert questionnaires. \* Includes a personal contribution fee \*\* Includes a rent component, # excludes rent for supported housing, which would reduce offset. Experts in Austria, Ireland and Germany were unable to provide most of the data for vignette 1.

<http://www.feantsaresearch.org/spip.php?article260&lang=en>

# Problems

- No homelessness or housing strategy, little or no prevention
- No ways out of staircase system
- “financial assistance can be provided [from the national budget] to support the housing of homeless people leaving temporary accommodation facilities”. Budget Act, 2013 – not applied

# Problems

Reintegration for people with a low income not possible due to lack of affordable housing

No mid – or long term reintegration plans (only short-term projects)

Deficiencies of the state financing: street work and non-institutional services s/a help desks, weekend-operation of day-care institutions (!) is heavily hit by lack of normative financing



# Problems

## *Article 22, Constitution*

- *(1) Hungary shall strive to provide **the conditions of housing according to human dignity** as well as access to public services for **all its citizens**.*
- *(2) The state and local governments shall, among others, endorse the creation of the conditions of housing according to human dignity by striving to **provide accommodation to all homeless citizens**.*

# Patterns for housing pathways out of homelessness

- Several nationally or EU funded programs for a small fraction of homeless – typically involving the private rental sector
- Via the social housing sector – but „risky group”, and due to decentralised housing policy, only few municipalities apply this approach
- Housing lead EU funded pilot projects: the costs for one year: € 3670/client (see content later)

# Programs under the loop

- Examination of 3 on-going short-term housing-led programs in Budapest
- Research methodology:
  - Interviews with program staff
  - Focus group discussions with participants (Program 1)
  - Interviews with participants (on-going)

	Program 1	Program 2	Program 3
	Budapest	Budapest 10	Budapest 4
# of participants	20	4+4	7
from	Rough sleepers	From forest	From forest
# of staff (part time)	4 + 2	2	9
Type of housing	Private rental	Social housing	Social housing
Services	Support work Psychiatrist/Psychologist/ Psychiatric nurse Employment (4), volunteering opp (18) Group activities (0) Training (6)	Support work	Support work
Duration	12 months	Undetermined	Undetermined Support work 12 months



Photos by Anna Balogi

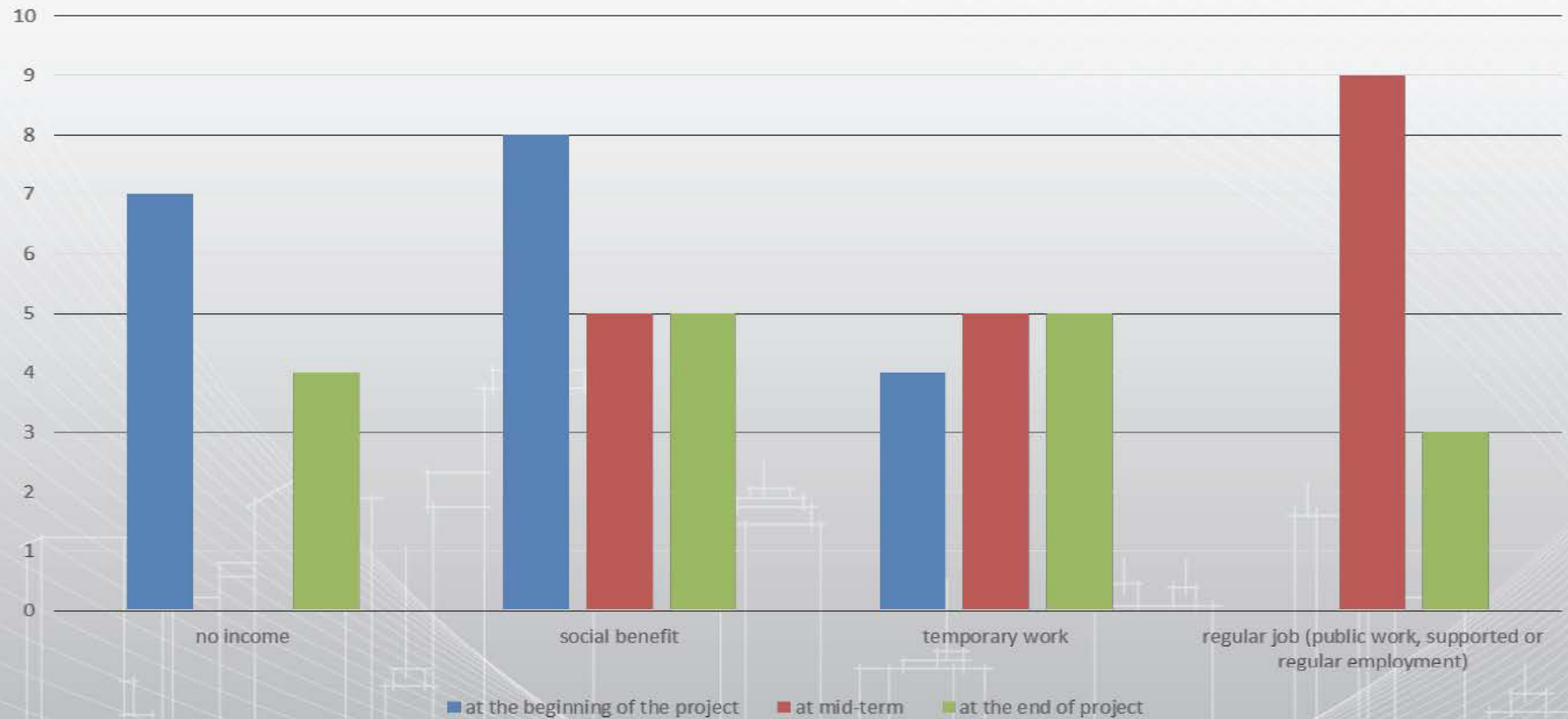
# Participants

	Program 1	Program 2	Program 3
Location	Budapest	Budapest 10	Budapest 4
Family status	7 couples + 6 singles	4 couples	2 couples + 3 singles
Income at beginning	No income (7) Social benefit (8) Temporary job (4)	No income (4) Temporary job (4)	No income? Pension (2) Temporary job?
Diagnosed psychiatric/ mental problem	5 (20) participants	3 (8) participants	6 (7) participants
Substance use	8 (20) participants	6 (8) participants	6 (7) participants

	Program 1	Program 2	Program 3
	Budapest	Budapest 10	Budapest 4
Rent	(aver) 130 eur/person	50 eur	50 eur
Project financial support	130 eur rent/person + furniture + equipment (300 eur) Food vouchers (3 months) 200 eur Transport pass (1 month)	- (renovation)	- (renovation)
Local financial support	-	10 eur housing allowance Heating allowance (winter)	10 eur housing allowance Heating allowance (winter)
Obligations	Basic cooperation	Basic cooperation + participation in renovation	Basic cooperation

# Changes after 12 months

Income of participants (Program 1)





# Changes after 12 months

- Generally better health
- Ability to maintain a household
- Program 2: more participants getting social benefits and public work
- Increase of income after being housed
- General optimism after being housed (Program 1 esp)

# Lessons learnt

- 1 year of support is not sufficient for most people to be able to sustain housing
- Stable sufficient income is a must (though not enough in itself)
- Income from work is very vulnerable for this population
- Availability of specialized help might not be enough – help should go to one's home
- Flexible work hours for staff is needed

# The ,housing' project before the works



# The 'housing' project during the refurbishment



# Before moving in



# Similarities with HF models

	Housing First	Program 1	Programs 2-3
Target group	Long-term rough sleepers, diagnosed psychiatric problems	Rough sleepers	Rough sleepers
Target group	Single people	50% single – 50% couples	Couples preferred
Length of support	Long-lasting	12 months	Some support long-lasting
Style of support	Multi-professional, home visits	Multi-professional, some home visits	Social, mixed
Approach	Client-centered	Client-centered	Regulation-centered

# Similarities with HF models

	Housing First	Program 1	Programs 2-3
Housing	Scattered private rental	Scattered Private rental	Scattered social housing
Who has a key?	Client + staff	Client	Client
Housing allowance	Yes	12 months only	Yes
Policy context	Mainstream	One-time	Pilot with growth/ mainstream potential

# Dissimilarities with HF models

- Guiding principle: household should be able to finance the maintenance costs of the dwelling (as opposed to individually tailored services)
- Floating support: very arbitrary whether taken up
- Availability of case workers: fewer home visits, other times based in an office (where additional services are also potentially available)
- Short-term programs
- Clients get mainstreamed nearly immediately (by a system that made them stay homeless for many years)



# Lessons learnt

- HU examples: cannot tackle structural deficiencies but can effectively strengthen individual pathways into housing
- Starting point: housing serving the smoother recovery of clients vs. housing for rough sleepers
- Pressure on clients and providers vs. the project cycle vs. sustainable and flexible support, as long as needed
- Target group: individuals vs. couples



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