

# 2016-2020 Barcelona Plan for Fighting Homelessness

# BCN



## **Social Rights**

2016-2020 Barcelona  
Plan for Fighting  
Homelessness

Edition

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# 1. INTRODUCTION

The Municipal Action Programme (PAM) for 2016-2019 establishes a series of goals directly relating to the fight against homelessness. Notable among them are the PAM's declared aim of tackling housing exclusion among the most vulnerable groups, ensuring the entire population's basic living needs are covered and coordinating basic social services for comprehensive care, giving priority to personal autonomy.

As many as 28 citizen proposals for improving care for homeless people came out of the participatory process for drawing up the PAM and as many as 1,069 people took part in the various deliberative activities aimed at guiding municipal policies on the fight against homelessness. The proposals are grouped under a specific initiative which involves driving an action plan against homelessness that reviews the actions being carried out by the local authority and the city's social organisations<sup>1</sup>.

Public interest in the situation of people worst affected by housing exclusion has a long history behind it in Barcelona. And with the approval of the 2005-2010 Municipal Plan for Social Inclusion, the signing of the Citizen Agreement for an Inclusive Barcelona and the subsequent approval of the Municipal Care Programme for Homeless People, Barcelona City Council took on the challenge and committed itself to expanding resources and services for homeless people, strengthening the orienta-

tion of those services towards building personal inclusive itineraries and consolidating their collaboration with specialist civil society organisations, based on the joint creation of the Homeless People Care Network (XAPSLL<sup>2</sup>).

The network, which comprises thirty-two of the city's social action organisations and the City Council itself, was founded principally to strengthen the city's capacity for action and to accompany homeless people through the process of recovering full personal autonomy and re-establishing their interpersonal and social ties.

The XAPSLL's work has served to establish the foundations of a common strategy between the great majority of social players attending to homeless people in the city. The present Plan aims to formulate a city strategy where all the players feel they are participants and central figures.

So those people directly affected by the harshest forms of homelessness were involved in the process of drafting, discussing and debating it and contributing their knowledge and experience. In April 2016 a working group was set up by the Municipal Social Welfare Council, made up of people who have been or are users of Barcelona's care facilities for homeless people. This group has held five working sessions on the Plan.

<sup>1</sup> [decidim.barcelona/pam](http://decidim.barcelona/pam)

<sup>2</sup> The XAPSLL's member organisations (November 2016) are as follows: ABD; ACCEM; Amics del Moviment Quart Món Catalunya; Arrels Fundació; Asociación de Alternativas, Motivación y Acompañamiento ADAMA; Associació Dít i Fet; Associació per la Recerca i l'Acció Social Vincle; Associació per la reeducació i la reinserció social Lligam; Associació Prohabitatge; Associació Rauxa; Associació Social Yava Luisa; Caliu - Espai d'acolliment; Càritas Diocesana de Barcelona; Centre d'Acollida Assís; Centre Obert l'Heura; Companyia de les Filles de la Caritat de Sant Vicenç de Paül; Comunitat de Sant Egidí; Congregació Serves de la Passió - Llar Santa Isabel i Residència Maria Teresa; Cooperativa Suara; Creu Roja a Barcelona; Filles Caritat Fundació Social; Fundació Engrunes; Fundació Iniciatives Solidàries; Fundació IReS; Fundació Mambré; Fundació Maria Raventós; Fundació Quatre Vents; Fundació Salut i Comunitat; Grup ATRA; Parròquia Sant Miquel del Port - Projecte Sostre; ProgeSS; Sant Joan de Déu - Serveis socials; Barcelona City Council.



## 1.1. Regulatory Framework

The right to housing and tools for ensuring it, or for attending to individuals and families who are excluded, features in regulatory texts at all government levels.

The Statute of Autonomy of Catalonia establishes under Article 26 that public authorities have to put into practice a system of measures through legislation that ensures access to decent housing. It is Act 18/2007, of 28 December, which regulates everyone's access to decent and suitable housing during the various stages of their life. This Act provides for the creation of flats earmarked for social policies and measures to promote access to them by vulnerable groups.

It defines as “homeless” a person or household with a manifest lack of decent, suitable housing, because they have no home, live on the streets or in a place unsuitable for housing according to the Act's provisions, and they suffer effective social exclusion caused by social barriers or personal difficulties in living independently. Also falling under the definition of “homeless” are people who have been subject to an eviction process resulting from a duly established impossibility of meeting their rent.

Decree 75/2014, of 27 May, on the Right to Housing Plan, defines social integration housing and stipulates that it is to be allocated to people with integration problems and to tenants of substandard and over-

crowded housing properties. It also establishes that the collectives requiring special attention are homeless people, women affected by and threatened with male violence, people with drug addictions, people with mental health problems, people receiving very low benefits, young people formerly in foster care and others in similar situations who need special care, protection or specialist support.

Where individuals or families are homeless, Act 12/2007, of 11 October, on social services, states that the guarantee for meeting people's basic needs for subsistence and quality of life lies in a series of actions we call social services.

Public transfers for dealing with contingencies that can occur throughout life are regulated by Act 13/2006, of 27 July, on cash benefits. The text stipulates that, where people encounter problems that prevent them from meeting essential expenses for sustaining themselves or the individuals making up their family or household, the purpose of emergency social benefits shall be to meet basic needs such as food, clothing and accommodation.

## 1.2. Strategic planning for tackling homelessness

The evident increase in the number of people compelled to sleep on the streets in European cities over the last three decades bears testimony to the scope and growth of social vulnerability and the harsh consequences of the incapacity to realise a right to housing set out in a large part of the constitutional texts of European states. The social emergency that people who spend their nights on the streets find themselves in, and the visibility that gives them, has put the need to implement specific strategies to combat the toughest forms of housing exclusion on the political agenda.

European institutional policies for tackling homelessness are enshrined in the 2020 Strategy for fighting poverty and are accountable to the European Commission Directorate-General for Employment and Social Affairs. The Europe 2020 Strategy commits the EU to reducing the number of people below the poverty line in member states by 20 million. The European Commission's *Social Investment Package*<sup>3</sup> calls on member states to combat housing exclusion through strategies based on prevention, by revising the regulatory frameworks behind evictions and removals, and by applying housing-led strategies to homeless people. Europe thereby assumes that the cornerstone for coordinating care for homeless people rests on providing housing.

Furthermore, with the signing of the Pact of Amsterdam in 2016, the EU has launched a process for drawing up a European Urban Agenda. The first four issues to be tackled include urban poverty and housing.<sup>4</sup>

Confirmation of the housing emergency currently seen in many big European cities has aroused the interest of European institutions in policies to contain and prevent the loss of housing and reduce homelessness. The European Parliament approved a resolution<sup>5</sup> on 16 January 2014 calling on the Commission to draw up an EU homelessness strategy (reiterating what had already been stated in the European Parliament resolution of 14 September 2011). The resolution also encourages member states to design their own strategies and reminds them of their responsibility to implement policies that fight homelessness and provide care for homeless people.

Domestic and state-level strategies began to emerge in the 1990s. The high number of people sleeping on city centre streets in the UK has led the different levels of government to implement plans and programmes for purposes of coordinating and bringing coherence to the various initiatives that have been implemented since the 1980s to tackle the situation of homeless people. Taking their inspiration from North American intervention programmes,

<sup>3</sup> easpd.eu

<sup>4</sup> urbanagendaforthe.eu

<sup>5</sup> European Parliament resolution of 16 January 2014 on an EU homelessness strategy (2013/2994 [RSP]).

supra-municipal plans in the UK are driving agendas and shared goals between the various social players and promoting public-private partnerships in providing specialist social services.

By contrast, Sweden's strategy is to set structural goals, such as reducing the number of evictions and launching preventive initiatives aimed at protecting families at risk of poverty from losing their home. It also sets out precisely the initiatives that have to be implemented by local authorities to cover people's basic needs, including emergency accommodation.

Finland, a model country thanks to its success in reducing the number of homeless people over the last two decades, has focused its strategy on creating an extensive stock of social housing through cooperation between the various levels of authority and the involvement of private and third-sector players.

In most European countries, however, care policies for homeless people have been implemented by local governments with hardly any supra-municipal coordination. They have gradually created ad hoc housing solutions and services to deal with the lack of access to housing that individuals and collectives in structural exclusion situations face. Hostels, residences and shared flats with

social support and monitoring have gradually expanded the portfolio of social accommodation resources in Europe's big cities since the 1980s.

In the case of Spain, the *2015-2020 Comprehensive Domestic Strategy for Homeless People* (ENI-PSH), which was approved under a resolution adopted by the Council of Ministers on 6 November 2015, is the first and only official framework model that local and regional authorities may invoke in designing care policies for homeless people. By means of the ENI-PSH the central government proposes a basic institutional architecture for responding to the situations faced by homeless people which rests on local authorities and the Public Social Services System. The strategy is centred on care for people without a roof or home.<sup>6</sup>

<sup>6</sup> ETHOS Categories 1 to 7: 1. People living out in the open; 2. People spending the night in hostels for homeless people; 3. People living in facilities for homeless people; 4. People living in women's shelters; 5. People living in residential facilities for immigrants; 6. People in the process of leaving institutions; 7. People receiving long-term support (for having been homeless).

### 1.3. From care for homeless people to fighting homelessness

Homeless people have traditionally been regarded as a collective with distinctive features (mental illness, alcoholism, drug addiction, unadapted lifestyle) and classed under a category that was very close to social deviation. Referring to the situation as (*homelessness*) instead of speaking about homeless people strengthens the view that action by the authorities and institutions is not aimed at groups or collectives but focused on combating a situation that violates people's right to housing and assumes that what homeless people have in common is living in a situation of severe housing exclusion.

Homelessness is identified as one of the most extreme forms in which poverty manifests itself in our cities, and homeless people, who spend 24 hours a day in public spaces, are the most visible, though not the only part of homelessness. Housing exclusion appears on several levels of severity depending on the relationship people have with the space at their disposal for their personal lives. Whoever lives in a residential centre run by institutions or municipal authorities, in a shelter or in a space unfit for living in, has a roof but not a home.

For the purposes of analysing housing exclusion, FEANTSA (the European Federation of National Organisations Working with Homeless People) proposes a classification of housing deprivation situations that allows various levels of exclusion to be identified and breaks with the classic distinction between the majority in society with a roof over their heads and people who spend the night on the streets or in hostels for homeless people. This classification, called *ETHOS (European Typology of Homelessness and Housing Exclusion)* suggests there are three ways of viewing housing access: from the physical perspective, having a suitable space available belonging

exclusively to a person and their family; from the social perspective, having a private space for enjoying social relations; and from a legal perspective, having a title of ownership or a lease.

Depending on the habitability conditions the space a person is living in has, the social and private life it allows and the legal system for using the accommodation, four situations or categories are defined:

- Without a roof: where the person has no physical place to live in.
- Without a home: where a person has a physical place, although it does not meet the necessary conditions of privacy to be considered a proper space and which the occupant has not legal title to. A person without a roof or home is defined as someone who spends the night in public facilities or social institutions.
- Insecure housing: where a person has a physical place they can live their private life in but they have no legal permission to use the accommodation.
- Unsuitable housing: where a person lives in a space that does not meet suitable conditions for habitability. They therefore have a physical place for living their private life in, with legal permission for or title to using it, but with the discomforts that arise from its deterioration.

These four categories have been made operational by identifying thirteen specific situations that cover all forms of depriving people of a right to decent housing. It is worth presenting the conceptualisation of the various typologies established within the FEANTSA framework, given that it is the classification which is being adopted around Europe by institutions and public authorities for tackling the problem of housing exclusion.

**Table 1. ETHOS classification**

Situation	Conceptual category	Operative category.	Type of accommodation
<b>Homeless</b>	Without a roof	1. People living out in the open	1.1. Public or open space.
		2. People spending the night in hostels for homeless people.	2.1. Night shelter.
	Without a home	3. People living in facilities for homeless people.	3.1. Shelters and hostels for homeless people. 3.2. Limited-stay centres. 3.3. Accommodation with support for times of transition.
		4. People living in shelters for women.	4.1. Shelters for women.
		5. People living in residential facilities for immigrants.	5.1. Temporary accommodation shelters. 5.2. Accommodation for immigrant workers.
		6. People in the process of leaving institutions.	6.1. Prisons. 6.2. Medical treatment institutions 6.3. Shelters for children and young people.
<b>Exclusion from housing</b>	Insecure housing	7. People receiving long-term support (for having been homeless).	7.1. Residences for elderly people who have been homeless. 7.2. Residential centres with support for people who have been homeless.
		8. People living in an insecure home.	8.1. With friends or family. 8.2. Subletting. 8.3. Squatting.
		9. People living under the threat of eviction	9.1. In the process of eviction. for failing to pay rent. 9.2. In the process of foreclosure.
		10. People living under threat of violence.	10.1. Households with a history of domestic violence or complaints reported to the police.
<b>Exclusion from housing</b>	Unsuitable housing	11. People living in "unconventional" and temporary structures	11.1. Mobile homes, caravans. 11.2. "Unconventional" building. 11.3. Temporary structures.
		12. People living in unhealthy housing.	12.1. Housing unsuitable for everyday life.
		13. People living in overcrowded conditions.	13.1. Housing occupied to the point of overcrowded conditions.

Source: FEANTSA

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The seriousness of the situations faced by homeless people sleeping on the streets and the increase in this reality in most European cities over the last three decades have led municipal authorities to create specialist measures within the framework of social services and civil society or to encourage organisations to tackle these problems. During the decades of expansion of welfare states and subsequently, up to the 1990s, social services tackled the problem of homelessness by putting the focus on its manifestation on the streets, by creating residential resources and designing social accompaniment and treatment programmes which, in many cases, emulated the way the health-care system worked. From the perspective that homeless people had cut their ties with social protection mechanisms in general and social services in particular, emergency shelter in hostels was regarded as a good time for establishing links with social services, developing the relationship with users by covering their most basic needs.

Barcelona City Council and the Homeless People Care Network have been working to break away from the classic approach to care for homeless people for nearly a decade now. This approach to housing exclusion as a continuum of precarious and inaccessible housing situations compels us to question the traditional view of homelessness as a social pathology, and suggest the common denominator between people afflicted by it is the fact they do not have a home. As a consequence, if the aim is to combat the situation of nearly a thousand people sleeping on the streets of Barcelona on any given night, policies will have to be designed which at least consider the problems that are described by the ETHOS categories.

### **Towards a people-centred model for fighting homelessness**

If a person is to rebuild their life following the impact of having lost everything and despite having lived on the streets, they will need financial, housing and emotional stability. Hence the good results of policies aimed at providing stable housing as a first step in the social accompaniment process. Policies which, usually under the label of “housing first”, abandon the idea that independent housing is the culmination of an inclusive process monitored and supervised by professionals.

The learning that comes from running housing-first projects is realised in what we can call housing-led policies, which guide the professional praxis of social services and institutions towards reconstructing homes in their broadest sense. People's empowerment is sought through living and residential stability and having spaces available for rebuilding emotional and social ties. Social intervention methods have to be transformed by limiting the exercise of control functions and focusing professionals on the tasks of accompanying and respecting the decisions and independence of the person they are helping.

This respect must also apply to first-contact work or the relationship of the authority and welfare institutions with people living on the streets. From the rights perspective too, the right to the city must be guaranteed for people who prefer sleeping out in the open to the alternatives offered them in their homeless everyday lives. This guarantee takes the form of fighting against policies of evicting and displacing homeless people, in an effective access to sanitary facilities and drinking water, and in keeping the door open to care circuits directly, without delay or dissuasive measures.

Empowerment through respect must also be achieved by actively listening to the people who have always been considered the object of policies. Driving measures for exercising political rights, establishing mechanisms for complaining about and reporting abuses and violations of rights, creating participatory and co-decision spaces in institutions and coordinating direct participatory spaces for people affected in designing municipal policies.

### **Towards structural prevention**

Like practically all big European cities, Barcelona has seen twenty years of steady growth in the resources earmarked for providing care for homeless people. Increased numbers of places in facilities, a broader range of public and private services and innovations in social intervention methods have paralleled the growth in housing exclusion and the number of people who find themselves with no choice but to sleep on the streets. Caring for homeless people and establishing policies that enable drastic reductions in the numbers of people living on the streets is an unavoidable political commitment in our city. However, policies focused on reversing the effects of housing exclusion have to be accompanied by preventive policies that stop people from ending up homeless.

Technical and academic literature on preventing housing exclusion distinguishes three levels:<sup>7</sup>

1. Primary prevention, which includes initiatives aimed at fighting the structural causes to housing precariousness and reducing the risk of homelessness among the population affected by impoverishment and social exclusion processes.
2. Secondary prevention, involving initiatives aimed at individuals or households at immediate risk of losing their homes.
3. Tertiary prevention, grouping together initiatives aimed at creating mechanisms for providing homeless people with access to stable housing and preventing them from relapsing into homelessness.

Of all the many factors that interact to define people's risk of suffering from severe housing exclusion, it is the structural factors that have become key to explaining the rise in the number of people without a roof or home in European cities. Labour and housing markets systematically and permanently exclude part of the population in big urban centres. The economy of global cities is subject to financialisation processes that exceed the capacity of municipalities, supra-municipal organisations and states to act. The city's attraction to high-income tourists and professionals is causing a rise in rental prices. Meanwhile, salaries are falling, jobs in the tourist industry are following their course towards job insecurity and long-term unemployment is growing.



Big cities such as Barcelona are the final destiny of migratory flows caused by the destruction of millions of people's habitats around the world. A combination of cross-border movements and increasingly restrictive migratory policies is condemning a growing proportion of these cities' residents to administrative exclusion. An administrative exclusion that poses a serious obstacle to housing or maintaining a certain housing stability.

The actions traditionally taken by organisations or specialist municipal services come under direct care for people in housing exclusion situations or in tertiary prevention areas, whereas primary and secondary prevention policies, where they exist, fall under the jurisdiction of other local authority sectors or supra-municipal areas.

Reflection on the chronification of the most extreme situations of homelessness and the relapses of people attended to has, over the last two decades, led care services to consider tertiary prevention strategies and look for more successful social-care methods when it comes to ensuring people who have lived on the streets achieve financial, housing and emotional stability. Improving cooperation between the various levels of intervention (street, area social services and centres), coordinating a portfolio of services that puts people at the centre and brings about a constant change in models and an endless itinerary for each and

every residential resource, or prioritising accommodation policies that provide stable access to housing (housing-first and housing-led policies), would be some of the tertiary prevention policies that are being implemented in Europe's big cities. Secondary prevention policies have received a considerable impetus from the recent mortgage crisis. The pressure of evictions and removals on cities has compelled organisations and local authorities to considerably expand rapid rehousing to households affected and emergency grants to pay for housing. Such initiatives are aimed at preventing people who have lost their homes from having to spend a single night on the streets. They are usually far removed from the area of action of organisations caring for homeless people and from specialist services. Blocking the exclusion paths that lead to the streets is usually a function of basic social services or part of the general support strategies of social organisations in situations of poverty.

Dealing with the structural factors causing the various types of homelessness falls under supra-municipal jurisdiction or at least requires a considerable effort in coordination between several levels of public action. An increase in the stock of social rental housing, an income-guarantee system that drastically reduced severe poverty and the growth of inequalities between the poorest members of the population and risk threshold for exclusion, as well as a change of



#### 1.4.

#### Fighting homelessness from a gender perspective

direction in migratory policies, would significantly reduce the pressure on resources for homeless people. A goal we could also reach through inter-administrative coordination in de-institutionalisation processes, which ensured that hospitalisation or incarceration would not become a preliminary step towards homelessness, and by establishing risk detection and anticipation strategies in social and health-care services.

Barcelona's strategy for fighting homelessness is based on the city's existing structures and knowledge in caring for people without a roof or home, though it also aims to go beyond the care perspective by incorporating primary- and secondary-prevention strategies and coordinating the efforts of the local authority and social entities with supra-municipal authorities to establish structural prevention initiatives. A desirable goal would be a social protection system that had an effect on the structural causes, where there were transition mechanisms following situations of institutionalisation to ensure no one was left helpless and homeless, and where, when the general protection mechanisms failed, care policies for the people affected would be activated and give priority to maintaining their independence and relationship networks.

Women are over-represented among the planet's poorest people.<sup>8</sup> When it comes to poverty in Barcelona and Catalonia, women are much more vulnerable than men.<sup>9,10,11</sup> But despite this female side to poverty, homelessness is regarded as a problem that mostly affects men. A limited perspective of the phenomenon would beg the question: how can it be, given the feminisation of poverty in our city, that only 9% to 11% of the homeless people sleeping on the streets in Barcelona are women?<sup>12</sup>

But homelessness has many faces, and while the most visible ones are mostly male, it is not true that it is a social problem that does not affect women. Female homelessness is less visible because it is manifested off the streets. Women are the central figures in private types of housing exclusion, the homelessness behind closed doors, situations of housing precariousness that do not occur on the streets but which limit their capacity to develop an independent life project and the possibilities of leaving situations of extreme poverty.

The housing exclusion processes that lead to homelessness operate differently between women and men. Despite the worrying lack of official data on female homelessness in the EU (womenshomlessness.org), research carried out in several countries and cities allow us to note several causes of the lower proportion of women sleeping on

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8 UN, Economic and Social Council, "Examination and evaluation of the application of the Beijing Declaration and Platform for Action and the results of the twenty-third special session of the General Assembly. Secretary-General's report".

9 Belzunegui and Valls (2014) show in their report *La pobreza en España desde una perspectiva de género* how the convergence of the rate of risk of poverty between men and women seen in Spain over the last few years of crisis is due to the worsening of the financial situation of families and does not consider intra-family distribution of resources. Using methods that approach the risk of poverty under the supposition of personal independence, the authors conclude that the rate of risk of poverty is insensitive to inequalities between men and women and that women continue to suffer poverty more intensely and more often.

10 Belzunegui, A. (2012). Socialización de la pobreza en España. *Barcelona: Icaria*.

11 Sarasa, S. & Sales, A. (2009). Itineraris i factors d'exclusió social. *Barcelona: Barcelona City Council. Barcelona Ombudsman. Recovered from*, 20(04), 2015.

12 Sales, Albert; Uribe, Joan; Marco, Inés (2015) *Diagnosi 2015. La situació del sensellarisme a Barcelona: evolució i polítiques d'intervenció*. Barcelona Homeless People Care Network.

the streets around Europe and alert us to the invisibility of female residential exclusion.

Research carried out in Ireland,<sup>13</sup> the United States and England<sup>14</sup> reached the same conclusion that women ask for help from social services to deal with housing problems only where friend and family support networks fail. In the case of women with children in their care, the refusal to accept monitoring by social services and the fear of losing their decision-making powers with regard to their children, and custody over them, explain why they seek informal solutions first and foremost. As for women on their own, stronger personal relationships than men have, and the consequent capacity for mobilising their own social capital, help to prevent them from ending up living on the streets or in shelter and hostel networks. Because of the gender roles historically assigned to them, women maintain stronger social links with their families and friends. The plurality of roles they play in their everyday lives appears to give them a greater capacity for mobilising relational resources<sup>15</sup> which, at times of extreme insecurity, could protect them from ending up on the streets<sup>16</sup> The identification of men and their role, on the other hand, much more closely linked to the labour market and receiving an income. A break with or exclusion from the labour market is more often related to a subjective perception of personal failure and emotional and

psychological disturbances that more often cause a break with family and social networks.<sup>17</sup>

While resorting to friends, family or acquaintances may be a protective factor for women against the most extreme forms of housing exclusion, it is the informal relationship networks themselves that put women, when they are unable to access housing, in exploitative and precarious situations that also represent types of homelessness, with an impact on their well-being and structure of opportunities when it comes to building a decent-life project.<sup>18</sup> Situations that are difficult to quantify or detect, such as living in over-crowded flats, confiding in the good will of whoever provides them with accommodation, living in sublet housing without legal security or any capacity to demonstrate residency, or taking refuge in the house of family members who are also experiencing situations of social vulnerability, with the tensions that entails.

The classic orientation of policies for caring for homeless people and a blinkered perspective on the phenomenon of homelessness have limited the capacity for systematising data and providing knowledge of women's housing exclusion processes. The data collected every year in Barcelona by the XAPSLL reveal a strong over-representation of men in the ETHOS categories that have traditionally been the target of intervention by organisations and

13 Mayock, P., Sheridan, S. & Parker, S. (2012). "Migrant women and homelessness: the role of gender-based violence". *European Journal of Homelessness*.

14 Passaro, J. (2014). *The Unequal Homeless: Men on the Streets, Women in Their Place*. Routledge.

15 Bourdieu, P. (2000). *La dominación masculina*. Anagrama.

16 Escudero Carretero, M. J. (2003). "Mujeres sin hogar en Granada. Un estudio etnográfico." *Colección Femenae de la Editorial Universidad de Granada*.

17 Sales, Albert; Uribe, Joan; Marco, Inés (2015) *Diagnosi 2015. La situació del sensellarisme a Barcelona: evolució i polítiques d'intervenció*. Barcelona Homeless People Care Network.

18 Baptista, I. (2010) "Women and Homelessness", in: E. O'Sullivan, V. Busch-Geertsema, D. Quilgars and N. Pleace (Eds.) *Homelessness Research in Europe* (Brussels: FEANTSA).

services specialising in care for the homeless. According to the XAPSLL, around 11% of the people sleeping on the streets in 2015 were women. Women also represented 14% of all the people who spent their nights in emergency hostels and centres. In the case of housing facilities, collective facilities and centres offering more intense social monitoring, 20% of all residents were women. As for inclusive flats and other shared housing with professional support, 23% of residents were women. And 30% of the people living in sublet housing or pensions thanks to funding from an institution or social services were women.

Based on the definition of homelessness offered by the ETHOS classification, the XAPSLL data are very accurate in accounting for the people in the categories closest to the situation of living on the streets though they suffer from serious gaps when it comes to approaching housing exclusion situations that are not traditionally considered in policies for caring for homeless people. There is a lack of data for the categories “Living in temporary accommodation reserved for immigrants and asylum-seekers”, “Living in a residential or detention institution with the aim of receiving accommodation in a definite period without a shelter available”, “Living under threat of eviction”, “Living under threat of violence from family or partner”, “Living in housing that is not suitable according to the legislation” and “Living in overcrowded housing”.

Female homelessness is a different from male homelessness and its analysis is held back by difficulties in collecting data on the housing exclusion that is experienced away from the streets and social service intervention. Adopting a broad definition of homelessness, such as the one FEANTSA proposes with the ETHOS categories, compels us to design policies that have an effect on the reality of people living in overcrowded or unsuitable housing, under the threat of eviction, or on the point of leaving a residential institution or prison without any available housing outside. As a result, we are also compelled to adopt a preventive approach, often neglected by care services for homeless people, and to pay attention to housing exclusion processes with women at the centre.

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**Table 2. Number of homeless people in Barcelona. ETHOS classification. 11 March, 2015**

	Operative category	Total number	Number of men	Number of women	Number of minors under the age of 18 (boys and girls)
Without a roof	1. Living in a public space or outdoors <sup>1</sup> .	693	89.03 %	10.97 %	0.00 %
	2. Spending the night in a hostel and/or forced to spend the rest of the day in a public space.	252	85.71 %	14.29 %	0.00 %
Without a home	3. Living in hostels or centres for homeless people. Temporary shelters.	511	68.69 %	19.96 %	11.35 %
	4. Living in shelters for women.	4	0.00 %	50.00 %	50.00 %
	5. Living in temporary accommodation reserved for immigrants and asylum seekers.	nd			
	6. Living in a residential or detention institution with the aim of receiving accommodation in a definite period without a shelter available.	nd			
	7. Living in accommodation with ongoing support for homeless people.	481	58.63 %	23.28 %	18.09 %
Insecure housing	8. Living in housing under an insecure tenancy system. Without paying rent.	424	52.59 %	30.90 %	16.51 %
	9. Living under threat of eviction.	nd			
	10. Living under threat of violence from family or partner.	nd			
Unsuitable housing	11. Living in temporary or unconventional structures <sup>2</sup> .	434	54.61 %	23.73 %	21.66 %
	12. Living in unsuitable housing according to legislation.	nd			
	13. Living in overcrowded housing.	nd			
<b>TOTAL</b>		<b>2,799</b>	<b>68.81%</b>	<b>20.08%</b>	<b>11.11%</b>

(1) Proportion of men, women and minors, according to contacts made by Barcelona City Council's Social Integration Service during the month of March 2015.

(2) Proportion of men, women and minors, contacted in settlements by Barcelona City Council's Social Integration Service in 2014.

Source: Sales et al. 2015

## Women and care policies for homeless people

By focusing on highly masculinised situations of homelessness, care policies for homeless people have established a portfolio of services and intervention methods that are better suited to needs linked to traditionally male, rather than female, lifestyles. The patterns of behaviour of men and women living in housing exclusion situations and their relationship with emergency housing resources are determined by the fact that such accommodation was designed for male residents and are mostly occupied by men. The sense of fear and lack of intimacy that losing a home causes persists very intensely among women who have to use these types of resources.<sup>19</sup>

Added to the material discomfort of residing in a male environment is the double stigmatisation that homeless women suffer from. First, the stigma of poverty experienced on the streets itself, and second, the stigma of their alleged abandonment of their role as carer in the domestic environment. Eroding family ties to the point where they are broken is experienced as personal failure by homeless women and their circle. Such breaks are prolonged and worsened when residential facilities make it hard or impossible to rebuild these ties. Failure to maintain spaces of intimacy in public or private housing resources makes the prospect of re-establishing family times more remote over time. When a homeless person is unable to regard the care facility as

their home, they are hardly likely to turn it into an intimate space.

Research carried out in Sweden<sup>20</sup> also suggests that women avoid hostels and emergency social housing resources for homeless people because of the social stigma that links living on the street to prostitution. Interviews with women who have lived without a roof over their head in Barcelona demonstrate this strong perception of a link with prostitution.

The strategies for fighting homelessness embarked on in pioneering countries include researching the neighbourhoods that expel women from residential services and resources for homeless people. The invisibility of homeless women on the streets and in specialist centres cannot be a pretext for ignoring the dramas that flow from female housing exclusion when designing policies.

## Female homelessness and violence

Male violence and female homelessness are closely connected, and this can be seen especially when we examine situations on the streets.<sup>21</sup> Where this relationship has been studied, the results show that the proportion of women who were living on the streets and had experienced situations of violence from their partners was very high. In Sweden, everything would suggest that fleeing physical assaults from partners is the main cause for homelessness among women. Work conducted in Barcelona reveals that the need to break with known spaces and so-

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<sup>19</sup> Sales, Albert; Uribe, Joan; Marco, Inés (2015) Diagnosi 2015. *La situació del sensellarisme a Barcelona: evolució i polítiques d'intervenció*. Barcelona Homeless People Care Network.

<sup>20</sup> Busch-Geertsema, V., Edgar, W., O'Sullivan, E. & Pleace, N. (2010, December). "Homelessness and Homeless Policies in Europe: Lessons from Research."

<sup>21</sup> Baptista, I. (2010) "Women and Homelessness", in: E. O'Sullivan, V. Busch-Geertsema, D. Quilgars and N. Pleace (Eds.) *Homelessness Research in Europe* (Brussels: FEANTSA).

cial networks in order to escape from male violence weakens women's capacity to resort to informal alternatives for alleviating a temporary situation of housing exclusion<sup>22</sup>.

In the United Kingdom, a woman at risk of being a victim of gender violence is legally recognised as a homeless person<sup>23</sup>. This recognition is key to gaining priority access to social housing, although recent studies suggest that women migrants married to UK citizens continue to feel extremely vulnerable to situations of homelessness arising from gender violence because of the risk of facing the loss of their residency permit and a process of repatriation<sup>24</sup>.

Once women are living on the streets, violence and sexual pressure continue to be problems they perceive much more strongly than men. Fear and a sense of insecurity seem to be determining factors for seeking alternative strategies to sleeping in public spaces, and even accepting rejected institutional support when the social support networks had been effective<sup>25</sup>. Women who have spent short periods living on the streets talk of fairly frequent and intense situations of harassment. These women are at the receiving end of extreme sexual pressure, be it physical or verbal. Women living on the streets often resort to group strategies to increase their sense of security, whether by grouping together with other women or joining men's groups.

Women residing in homeless care facilities also frequently mention having been victims of sexual harassment and almost always assert they feel at risk<sup>26</sup>.

### Gender mainstreaming in fighting homelessness

If we are to develop policies to fight homelessness from a gender perspective, we shall have to consider the phenomenon in all its complexity and broaden our understanding of the processes of social exclusion. Preventive initiatives that detect and combat the housing exclusion suffered by people living in substandard housing, overcrowded flats or sublet rooms make homeless women visible, while also preventing the flow of more people into situations of living on the streets.

When designing measures aimed at people who no longer have a home, an approach that is focused on individuals rather than portfolios of services will enable care to be provided from a gender perspective and with greater quality and respect towards people's dignity. Implementing policies to provide housing as a first step in the process of linking up with social services has proved to be a more effective strategy than one which initiates intervention in hostels and collective housing facilities. The Housing First programmes and the creation of small cohabitation units with a high component of self-man-

22 Sales, Albert; Uribe, Joan; Marco, Inés (2015) *Diagnosi 2015. La situació del sensellarisme a Barcelona: evolució i polítiques d'intervenció*. Barcelona Homeless People Care Network.

23 Busch-Geertsema, V., Edgar, W., O'Sullivan, E. & Pleace, N. (2010, December). "Homelessness and Homeless Policies in Europe: Lessons from Research." In *Conference on Homelessness* (Vol. 9, p. 10).

24 Mayock, P., & Sheridan, S. (2012). "Women's Journeys' to Homelessness: Key Findings from a Biographical Study of Homeless Women in Ireland". *Women and Homelessness in Ireland, Research Paper*, 1.

25 Escudero Carretero, M. J. (2003). "Mujeres sin hogar en Granada. Un estudio etnográfico." *Colección Feminae de la Editorial Universidad de Granada*.

26 Sales, Albert; Uribe, Joan; Marco, Inés (2015) *Diagnosi 2015. La situació del sensellarisme a Barcelona: evolució i polítiques d'intervenció*. Barcelona Homeless People Care Network.

agement present clear advantages for women who have lost their homes to rebuild their social links.

Feminist demands to “put lives and people at the centre” can help us not just to highlight the respective, differing needs of men and women but also to propose public action that takes account of the complexity of the situation homeless people experience and the multiple needs of each person left without a home, whether material (housing and food) or emotional and psychological.



## 2. METHOD OF PREPARATION

The process of drawing up the Plan involved the following participatory, preparatory and consensus spaces:

**Discussion and debate open to the public** and collection of proposals from the PAM preparatory process. A city debate on homelessness was held on 30 March 2016, as part of the PAM preparatory process. Sixty people took part in it, including professionals and voluntary organisation workers, people who had suffered or were suffering from homelessness and members of the public interested in the problem.

Deliberation on the part of municipal teams: specific meetings and preparation of reports by each of the services at the Department of Care for Vulnerable People and the Department of Social Intervention in Public Spaces. The process began in May 2016 and ended in August. Thirteen municipal teams took part in it:

Department of Social Intervention in Public Spaces:

- SIS Detection
- SIS Treatment
- SISFA - Rom
- OPAI
- Department of Care for Vulnerable People. Primary shelters (Zona Franca, Sarrià, Nou Barris).
- Medium-stay centres (Meridiana, Hort de la Vila, Creu dels Molers, Horta, Sta. Lluïsa Marillach, Can Planes).
- Day centres (Meridiana, Poble Sec, Horta, Sta. Lluïsa Marillach).
- Sanitation Service, Inclusive Housing (team), Housing First programme (team).
- Other relevant services given their knowledge of the situation: Overnight Emergency Care Centre (CANE), Social Emergencies Centre (CUESB) and Dispute Management Service (SGC).

XAPSLL member organisations deliberated, drew up proposals and reached agreements. The process was monitored by the Standing Committee and four working sessions open to all the organisations were held in September and October 2016, during which the proposals were debated and formulated which were afterwards ratified at the plenary meeting of 11 November 2016.

A working group was set up, composed of people who had been through situations of homelessness, which has been discussing, debating and putting forward proposals at the Municipal Council of Social Welfare since April. Made up of 18 people, this group held 6 working sessions between April and November 2016.

### **1st session, 28 April:**

Introduction and welcome with the Deputy Mayor for Social Rights.

### **2nd session, 23 May:**

Working session on residential facilities with municipal managers.

### **3rd session, 4 July:**

Working session on housing policies with municipal managers.

### **4th session, 14 September:**

Internal group working session to formulate proposals.

### **5th session, 4 October:**

Internal group working session to formulate proposals on street care teams and communication policies for fighting stigmatisation.

### **6th session, 23 November:**

Discussion of the draft Plan.



### 3. DIAGNOSIS

#### 3.1. Housing exclusion and homelessness in Barcelona

The XAPSLL has been working since 2008 to establish a data-collecting system that enables the situation of homelessness in Barcelona to be monitored, along with the initiatives that organisations and the local authority implement to attend to people affected by severe housing exclusion. In 2008, the XAPSLL's organisations and the City Council carried out their first count of the number of people sleeping on the streets and in accommodation intended for providing care for homeless people. Basic social and demographic indicators were gathered and brief surveys conducted on a sample of the people contacted on the streets. A total of 700 volunteers helped to provide a preliminary reading of the situation of homelessness in the city, carried out during a single night to avoid duplications in the count.

A second count was done in 2011, in which 750 volunteers took part. Once again, this involved getting the number of people who spent the night on the city's streets and in specialist facilities during a single night. This count was the starting point for successive diagnostic reports on homelessness in 2013 and 2015, when the XAPSLL continued to systematically collect the number, and social and demographic profiles, of people accommodated in various resources on one night, replacing citizen counts with estimates based on data from Barcelona City Council's Social Integration Service (SIS).

XAPSLL organisations and the City Council made a further one-night count on 18 May 2016, with the intention of guaranteeing a four-year se-

ries to monitor the trend in the number of people living on the streets, supplementing the data and knowledge available to the SIS through its day-to-day detection and care work.

This diagnostic work has not just been one of the XAPSLL's key projects for joint policy production and coordination, it has also enabled Barcelona to have fairly full data on the development of the problem at its disposal and to create spaces for sharing information and knowledge among all the players committed to providing care for homeless people. The state of the situation presented in the following paragraphs completes the reports published by the XAPSLL with the results of the 2016 count and other data provided by several municipal services.

#### Increased pressure on housing resources intended for homeless people

The number of people in Barcelona sleeping in specialist housing resources belonging to social organisations and the local authority grew by 60% between 2008 and 2016, from 1,190 people provided with accommodation in various types of resources on 11 March 2008 to 1,907 on 18 May 2016. At the same time, the counts done in the city and the data from the City Council's Social Integration Service suggest a growth in the number of people sleeping on the streets. While the first exhaustive count carried out on 11 March 2008 recorded 658 people spending the night in public spaces, the second on 18 May 2016 recorded a figure of 941. That would represent an increase of 37% in 8 years<sup>27</sup>.

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<sup>27</sup> Data from 2011 taken from Sales et al. (2015); data from 2016 provided by the Barcelona Homeless People Care Network based on the count carried out on 18 May.

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Despite its increased capacity for providing housing services of various types, the network is under increasingly intense pressure from people falling into housing exclusion situations. At the same time, the people

they attend to face serious difficulties in achieving housing and financial stability, which prolongs their relationship with those services and the time they spend in facilities of every type.

**Table 3. Trend in the numbers of people sleeping on the streets according to SIS Detection data from the 2008-2016 citizen counts**

	Estimate according to SIS data	Count results	Deviation
March 2008	562	634	12.81 %
March 2009	669		
March 2010	619		1
March 2011	711		
November 2011	726	838	5.43 %
March 2012	731		
March 2013	870		
March 2014	715		
March 2015	693		
May 2015	709	892	25.81 %
May 2016	873	941	7.79 %

NB: settlements are not included.

Counts from 2008, 2011 and 2016 done by the XAPSL network.

Count from 2015 done by the Arrels Fundació.

**Table 4. Number of homeless people in Barcelona (2008 - 2016)**

		People sleeping on the streets	Settlements (according to SIS reports)	People put up in XAPSLL residential resources	Total number homeless people
2008	According to the count done on the night of 11 March, 2008.	658	265	1,190	<b>2,113</b>
	According to the SIS estimate	562	265	1,190	<b>2,017</b>
2011	According to the count done on the night of 8 November 2011.	838	695	1,258	<b>2,791</b>
	According to the SIS estimate	726	695	1,258	<b>2,679</b>
2013	According to the SIS estimate	870	595	1,451	<b>2,916</b>
2014	According to the SIS estimate	715	423	1,562	<b>2,700</b>
2015	According to the SIS estimate	693	434	1,672	<b>2,799</b>
2016	According to the count made on the night of 18 May 2016.	941	383	1,907	<b>3,231</b>
	According to the SIS estimate	892	383	1,907	<b>3,182</b>

Sources: Counts by the XAPSLL network. SIS record and reports.

### Uneven territorial spread of people spending the night on the streets

Four districts account for 72% of the people who spend the night outdoors. Ciutat Vella, Eixample, Sants-Montjuïc and Sant Martí are the districts

with the highest number of people sleeping on the streets. Their distribution has nothing to do with the location of care resources but rather the availability of transport interchanges and the urban and economic centrality of the districts.

**Table 5. Number of people located sleeping on the streets in the count done on 18 May 2016 by district. Barcelona**

	Men	Women	Unknown	Total number	Locations
Ciutat Vella	157	8	20	185	117
Eixample	150	15	55	220	147
Sants	103	7	34	144	61
Les Corts	39	4	2	45	28
Sarrià-Sant Gervasi	41	2	15	58	43
Gràcia	37	1	10	48	28
Horta-Guinardó	21	0	6	27	21
Nou Barris	18	6	6	30	17
Sant Andreu	15	1	2	18	15
Sant Martí	97	8	30	135	81
Parks and Gardens	26	4	0	30	7
<b>TOTAL</b>	<b>704</b>	<b>56</b>	<b>180</b>	<b>940</b>	<b>566</b>

Sources: Counts by the XAPSL network. SIS record and reports.

### **The tip of the iceberg of housing exclusion**

The 3,000 homeless people (over 900 sleeping outdoors and more than 2,000 in various facilities) recorded by the XAPSLL in the count done on 18 May 2016 are the most visible part of the city's severe housing exclusion.

When we combine all the housing exclusion cases known to the various public authorities in 2014, we arrive at a figure of over 12,000 people in situations typified by the ETHOS categories. The fine lines separating situations of insecure housing, unsuitable housing and having no home or having no roof can be very easily straddled.

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**Table 6. Estimated number of housing exclusion cases in Barcelona according to ETHOS categories. 2014**

	Operative category	Number of cases	Font
Without roof	1. Living in a public space or outdoors.	1,542	Barcelona City Council Department of Social Intervention in Public Spaces Data referring to the number of people detected over the year by street teams.
	2. Spending the night in a hostel and/or forced to spend the rest of the day in a public space.	1,599	Barcelona City Council Department of Social Intervention in Public Spaces Data referring to the number of people attended to at primary shelters (CPA) throughout 2014.
Without home	3. Living in hostels or centres for homeless people. Temporary shelters.	1,614	Barcelona City Council Department of Care for Vulnerable People. Data referring to the number of people sheltered in housing centres over the year.
	4. Living in shelters for women.	233	Barcelona City Council Department of Feminisms and LGBTI Affairs. Data referring to the number of women attended to in emergency shelter resources (144), to the number of women attended to in emergency shelter resources for human trafficking for the purposes of sexual exploitation (25) and to the number of women sheltered in pensions attended to by SARA (Women's Care, Recovery and Shelter Service) because of gender violence (64).
	5. Living in temporary accommodation reserved for immigrants and asylum seekers.	424	Barcelona City Council Department of Community Action. Data referring to the number of Unauthorised Settlements Plan Office (OPAI) users referred to residential centres (232) and the number accommodated in boarding houses and social boarding houses (192).
	6. Living in a residential or detention institution with the aim of receiving accommodation in a definite period without a shelter available.	nd	
	7. Living in accommodation with ongoing support for homeless people.	401	Barcelona City Council Department of Care for Vulnerable People. Data referring to the number of people attended to in municipal inclusive housing under the Homeless Programme (including the 10 under the Housing First programme) (333). Barcelona City Council Department of Community Action. Data referring to the number of people put up in inclusive flats belonging to the Unauthorised Settlements Plan Office (OPAI) (68).
	8. Living in housing under an insecure tenancy system. Not paying rent.	3,266	Barcelona Housing Consortium. Data referring to the number of cohabitation cases/units in sublet rooms (2,279) and to the number of cohabitation cases/units in other circumstances (987).
	9. Living under threat of eviction.	1,958	Barcelona Housing Consortium. Data referring to the number of emergency cases by eviction order (311) and to the number of special emergency grants for outstanding housing payments (1,647).
Insecure housing	10. Living under threat of violence from family or partner.	1,169	Department of Feminism and LGTBI Affairs. Data referring to the number of women attended to by SARA (Women Victims of Gender Violence Care, Recovery and Shelter Service) as a result of gender violence not sheltered in housing places.
	11. Living in temporary or unconventional structures (2).	247	Barcelona City Council Department of Social Intervention in Public Spaces Data referring to the number of family units using the Social Integration Service for Families of the ROM collective (82)* Unauthorised Settlements Plan Office. Data referring to the number of family units occupying unauthorised settlements (165).
	12. Living in unsuitable housing according to legislation.	369	Barcelona Housing Consortium. Data referring to the number of cohabitation cases/units in uninhabitable or inaccessible housing, in an unsuitable ratio or in dilapidated housing.
	13. Living in overcrowded housing.	82	Barcelona Housing Consortium. Data referring to the number of cohabitation cases/units.
TOTAL		12,904	

## Duration of stay on the streets

Data from the Barcelona City Council Social Integration Service allow us to estimate the duration of stays on the street of people who spend the night outdoors. The SIS records the number of months that the people they have contacted have lived on the streets during their lives. The figures

gathered therefore correspond to the total amount of time people have lived on the streets and not their latest episode.

Of the 1,634 people sleeping in the city's streets in 2015 who were contacted by the SIS, 76.4 % had spent over a year in that situation during their lives.

**Table 7. Duration of stay on the street of people contacted by SIS Detection. 2015**

	Fr.	%
< 3 months	12	0.7
3-6 months	85	5.2
6-12 months	288	17.6
12-36 months	821	50.2
> 36 months	428	26.2
<b>Total</b>	<b>1,634</b>	<b>100</b>
Average amount of time on the streets	30.9 months	

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### 3.2. Care for homeless people in Barcelona

Despite the pressure over the last few years, the commitment to small facilities and personalised treatment is being consolidated. In addition to the rise in number of inclusive flats and the launch of the Housing First programme, collective facilities have been put into operation with individu-

al or family privacy spaces, earmarking investment for housing centres geared towards providing services that respect the diversity and independence of the people attended to.

**Table 8. People put up in facilities providing care for homeless people according to type. Barcelona, 2008-2015**

	March 2008	March 2009	March 2010	March 2011	November 2011	March 2012	March 2013	March 2014	March 2015
Residential centres	500	489	489	488	515	515	608	711	767
Flats	182	213	239	247	342	348	344	498	481
Pensions	224	176	142	152	120	177	155	160	169
Sublet rooms (3)	284	412	404	343	279	521	344	192	255
<b>Total</b>	<b>1,190</b>	<b>1,290</b>	<b>1,274</b>	<b>1,230</b>	<b>1,256</b>	<b>1,561</b>	<b>1,451</b>	<b>1,561</b>	<b>1,672</b>

Source: Sales et. al.; 2015

**Table 9. Number of people put up in resources according to type of accommodation. Barcelona**

		Men	Women	Minors
Residential centre	616	501	103	12
Sublet room or pension	533	243	176	114
Flat	758	437	173	161
<b>Total</b>	<b>1,907</b>	<b>1,181</b>	<b>452</b>	<b>287</b>

Source: XAPSL



## 4. ACTION PLAN

The initiatives envisaged commit Barcelona City Council's government team on two levels. A central part of implementing the Plan involves reviewing, improving and expanding the services that are accountable to the Directorate of Social Intervention Services (part of the Area of Social Rights and responsible for the Department of Care for Vulnerable People and the Department of Social Intervention in Public Spaces). But the Plan also commits other areas of the local authority, such as urban planning, mobility and security and prevention, and the whole of the City Council as a player in a network of institutional relations that has to be coordinated and to assume joint responsibility with other public authorities.

The approach of a city plan also responds to the determination to give Barcelona City Council a facilitator role for co-producing policies with the XASPLL social organisations, which will use the Plan as a means for expressing their commitment to action and the lines that will govern their joint work in fighting homelessness between 2016 and 2020.

The Barcelona Plan for Fighting Homelessness is structured around 9 strategic areas, with 24 goals and 70 initiatives which are set out in detail below.

### AREA 1. Recognising the rights of and protecting people living on the streets

#### Goal 1.1.

**To ensure the safety of people living on the streets**

**1. Launching measures to prevent hate crimes against homeless people and aporophobia.**

The last few years have seen the Centre Assís working actively in the HATENTO28 project to report incidents linked to the growing

phenomenon of aporophobia and the situation of extreme vulnerability of homeless people faced with physical violence.

According to the latest study by the Hatento Observatory, almost half the number of homeless people interviewed had been victims of hate crimes.

The XAPSLL network, led by the Centre Assís, will be pushing for victim prevention and care protocols to be drawn up and joint discussion, debate and working spaces to be set up with the police forces.

**2. Raising police awareness of the reality faced by people living on the streets and of their needs and rights.**

During the last year, municipal staff responsible for social intervention services in public spaces have been holding specific training sessions with the Guàrdia Urbana (GUB, city police) on the situation of people living on the streets.

The content of these sessions will be shared with the rest of the XAPSLL organisations, which will join in the training, and the Generalitat (Catalan government) will be asked to repeat the sessions with the Mossos d'Esquadra (Catalan police).

#### Goal 1.2.

**To ensure homeless people's basic needs are covered**

**3. Ensuring homeless people's access to sanitation services. Reviewing the quantitative and geographical suitability of the sanitation services for homeless people**

The XAPSLL Sanitation Committee has drawn up a study on meeting the sanitation service needs of

people in socially vulnerable situations in the city. The study notes that it is a highly appreciated service, both generally and specifically in each homeless facility, and that the people who use the service remain loyal to the resource, contrary to the impression that they become loyal to a particular service and do not change.

The sanitation services are often the gateway to primary social care and/or detecting situations of extreme vulnerability.

The XAPSLL organisations will improve their networking to spare service users the need for having to explain their situation to different professionals and to improve their capacity to establish bonds of trust that enable social accompaniment.

To ensure access to these services, the City Council's sanitation services will be opening on Saturdays and weekday public holidays as from 1 January 2017.

Several organisations expanded their opening times in 2016.

#### 4. Promoting and monitoring the increased availability of toilets in Barcelona's public spaces.

People who spend large amounts of time in public spaces are those most affected by the lack of free public toilets in Barcelona. They often face situations that are personally very unpleasant, as well as fines.

The XAPSLL will therefore monitor the municipal commitment to extend the availability of public toilets in the city.

#### 5. Drawing up a map of organisations distributing food and establishing relations with them.

With the outbreak of the crisis and an increased awareness of poverty situations in Barcelona, there has been a growth in the number of citizen groups and organisations distributing food prepared for consumption on the streets. The number of these initiatives is unknown and it is very hard to establish the interaction between demand, supply and need.

Barcelona City Council's Dispute Management Service contacted all these collectives and organisations in August 2016, conducting a qualitative and quantitative study with the aim of mapping the phenomenon and making this knowledge available to the local authority and the XAPSLL, to adjust supply, demand and need, thereby initiating a process of dialogue with the social players involved.

Depending on the conclusions reached by the study, they will decide whether it is appropriate to expand the number of soup kitchen places available at night.

#### 6. Boosting the relational function of soup kitchens and the link they provide by extending their opening times and linking them to day centres.

All municipal soup kitchens will open in the morning in 2017, to facilitate activities and create spaces for interaction between users.

### Goal 1.3.

**To realise the political rights of homeless people.**

#### **7. Improving administrative procedures for registering as a resident without a home**

In 2016, Barcelona City Council improved its administrative procedures to ensure every city inhabitant, including those without a home, could register as a resident. Registering while homeless is a right that opens the doors to social care from the local authority and is the first step towards realising other citizenship rights.

The XAPSLL will carry out a joint evaluation of the improvements at the end of 2017, identify continuing problems and notify the Municipal Population Register Office of any changes it deems necessary to guarantee homeless people's right to the city.

#### **8. Establishing a campaign to encourage homeless people's participation in electoral proceedings.**

The XAPSLL organisations will conduct an internal campaign in 2018 to inform homeless people of their political rights and the procedures for exercising their right to vote in elections.

#### **9. Strengthening the mechanisms for reporting abuses suffered by homeless people. Initiating a joint evaluation process of the activity of the Barcelona Ombudsman's Office to defend the rights of homeless people before the city authorities.**

The XAPSLL will drive the process by appointing a small group of responsible people who will report to the Standing Committee.

Meetings with the ombudsman's team will start during the second half of 2017.

#### **10. Giving continuity to the CMBS working group on homelessness.**

The Municipal Social Welfare Council (CMBS) homelessness working group was set up for the purposes of incorporating the contributions of people who have suffered from housing exclusion at first hand, and have been or were users of the XASPLL's services, into this Plan.

The dynamics of the group's interaction with other social players through the CMBS and its work with the Municipal Care for Homeless People Programme managers leads to the view that it should continue as a tool for the direct participation of homeless people.

The group will monitor the initiatives envisaged in this Plan and take part in the normal functioning of the CMBS, offering the perspective of people suffering from homelessness on the issues dealt with by the Council. The group will receive its impetus from the CMBS Technical Secretariat.

### Goal 1.4.

**To promote homeless people's access to culture and recreation**

#### **11. Campaigning with the workers of general public facilities on the needs and rights of homeless people.**

In 2018 the XAPSLL will launch an active campaign on the situation and needs of homeless people among library, civic centre and public sports centre staff.

**12. Promoting participation in cultural events and sports activities.**

The XAPSLL organisations will continue to increase the social participation of homeless people being cared for in the community network by involving them in cultural and festive activities.

They will also continue pushing for the extension of the “Apropa Cultura” programme. And the range of sports activities available to centre residents will be expanded.

**Goal 1.5.**

**To give people without a roof or home access to transport**

**13. Distributing discounted travel cards, according to certain requirements**

The distribution of public transport travel cards will be extended to homeless people. Barcelona City Council will promote new agreements with Transports Metropolitans de Barcelona (TMB) to extend the categories for free public transport travel cards to include the specific situation of homeless people.

**AREA 2. Preventing homelessness in de-institutionalisation processes****Goal 2.1.**

**To prevent young people formerly in DGAIA foster care from ending up on the streets**

**14. Establishing an action agreement with Children's Support Teams (EFIs)**

The teams at Barcelona City Council's Department of Social Intervention Services will review their relationship with Children's Support Teams and propose new protocols for detecting risk situations.

**15. Boosting care for people formerly in foster care at their places of origin, sparing them unnecessary uprooting and relocation to Barcelona.**

The teams at Barcelona City Council's Department of Social Intervention Services will be systematising the knowledge of situations of people formerly in foster care forced to move to Barcelona. Information mechanisms of cases will be established in supra-municipal authorities and municipalities of origin.

**Goal 2.2.**

**To prevent coming out of prison from becoming a factor in homelessness**

**16. Reviewing accompaniment resources for people leaving prisons**

In 2017 the XAPSLL will review resources earmarked for people released from prison as well as its relationship with care resources for homeless people, to identify shortcomings and submit proposals to the Catalan government (Generalitat) under the framework of the Comprehensive Strategy for Care for Homeless People. A start will be made on drafting that strategy midway through the coming year.

**17. Studying the possibility of creating a community accompanying programme for homeless people who have been released from prison.**

If the Comprehensive Care Strategy for Homeless People opts for prevention in de-institutionalisation processes and the Directorate-General of Prison Institutions agrees to create lines of collaboration, the XAPSLL's organisations will launch a pilot community accompaniment project.

### Goal 2.3.

**To prevent the custody that authorities put immigrants under from becoming a factor in homelessness**

**18. Opening up mechanisms for coordination with other authorities that are causing immigrants to move to Barcelona**

The XAPSLL will compile cases of forced transfer of immigrants to Barcelona who end up homeless, so it can open up channels for inter-authority cooperation and ensure people are attended to at their cities of arrival.

**19. Opening up mechanisms for coordination with organisations and authorities that accompany refugees and asylum seekers.**

The XAPSLL will make its services and operations known to organisations and authorities that accompany refugees and asylum seekers to prevent people ending up on the streets.

### Goal 2.4.

**To prevent people who are discharged from hospital from ending up on the streets**

**20. Establishing a protocol for when homeless people are discharged from hospitals.**

The XAPSLL's member organisations and Barcelona City Council will spearhead the drafting of a protocol on homeless people discharged from hospital (paying special attention to public hospitals) under the framework of the draft Comprehensive Care Strategy for Homeless People in Catalonia.

**21. Creating a specific protocol for when homeless people with mental-health problems are discharged from hospital.**

The XAPSLL's member organisations and Barcelona City Council will be spearhead the drafting of a protocol for when homeless people with mental health problems are discharged from hospital, under the framework of the draft Comprehensive Strategy for Care for Homeless People in Catalonia.

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## AREA 3. Health and access to health-care systems

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### Goal 3.1.

**To ensure homeless people have access to the health service**

**22. Establishing a register of cases of obstacles to the admission of homeless people to the health services.**

A register of cases of obstacles to the admission of homeless people to health services will be set up to enable collaboration between the Catalan Health Service (SCS) and the XAPSLL's organisations. These situations will be documented and shared with the competent supra-municipal authorities so that the protocols can be improved through specific examples.

**23. Holding training sessions for CUAP and CAP medical and social staff.**

Specific training sessions on the reality and needs of homeless people will be held for staff at the city's Primary Health-Care Emergency Centres and Primary Health-Care Centres in 2017, building on the experience that began with the staff of Barcelona City Council's Department of Social Intervention in Public Spaces in 2016.

**Goal 3.2.**

**To ensure access to suitable mental health care**

**24. Expanding the Mental Health Team for Homeless People (ESMESS).**

The current Mental Health Team for Homeless People, consisting of seven professionals and funded by the Catalan Health Service, will be taking on a further seven as part of an expansion planned by Barcelona City Council in 2017. The expansion will have an annual cost of 387,000 euros.

**25. Opening a new residential centre for homeless people with mental health problems.**

A residential centre for homeless people with mental health problems will open at the start of 2017. It will be a centre with 41 places partly funded by the Sant Pere Claver Hospital Foundation, with Barcelona City Council allocating an annual budget of 1,149,750 euros.

**26. Increasing resources to provide emotional accompaniment for people in centres.**

Homeless people need economic, housing and emotional stability to get over their situation. Spaces will be created for sharing experiences and good practices in emotionally accompanying people helped by the XAPSLL organisations.

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**AREA 4. Reducing the number of people who end up in severe housing exclusion situations (preventive policies) and minimising the time people spend living on the streets (preventing long-term homelessness).**

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**Goal 4.1.**

**To eradicate long-term homelessness and reduce the time homeless people spend living on the streets**

**27. Expanding the capacity of the Social Integration Service (SIS) for action and care.**

The new contract for Barcelona City Council's Social Integration Service will allow considerable expansion of the service in 2017, with the number of staff rising from 43 to 57. The SIS's annual budget will grow from the 1,800,000 euros of the contract that finishes at the end of 2016 to 2,846,492.91 euros (depending on the award of the new contract).

SIS Open Environment, a service aimed at providing care on the streets for people affected by situations of severe social exclusion that involve spending the night in public spaces or activities directly linked to situations of extreme poverty, will be expanded by a further 11 social educators (taking the team up to 28). They will take on a psychologist who will make the first appraisals and contact the mental health network, where necessary.

On a methodological level, they are adopting a broader perspective of the dynamics of social exclusion in public spaces (not just spending the night in the open) and adding a community dimension.



SIS Care and Treatment, a service provided by the social services centre for homeless people is also expanding its capacity for action. The new contract will include situations of substandard housing and where there is no territorial link as part of the service's work. The intervention circuit will be the same as that of a Social Services Centre, with initial reception and follow-up/treatment.

To boost the two teams' capacity for action they will be taking on a legal adviser and a medical adviser for 6 hours a week, along with a full-time admin support worker.

### **28. Creating a specific SIS detection and intervention programme at transport interchanges.**

SIS Open Environment plans to set up a social detection and intervention programme at the Sants and Nord stations (and at the La Sagrera station as well, once it is operational). This is inspired by the experience of the team currently operating every day at Barcelona Airport. Working at stations will enable them to spot vulnerable situations quickly.

### **29. Creating new spaces for forming ties (non-residential facilities, the SIS space, CANE).**

Methods will be reviewed to build ties with the people attended to in non-residential facilities (such as soup kitchens and showers). The new SIS premises will offer laundry, information and internet-connection services. Non-intrusive, relationship-building methods that respect people's independence will also be applied where these services are offered.

Relationship-building and accompaniment spaces will play a bigger role in the day centre processes for getting people out of homelessness.

### **30. Cutting down waiting times for entering primary shelters (CPAs).**

Primary shelters should be the gateway to the care system and provide immediate service to people who decide to go there. The last few years have seen a steady growth in waiting lists and it is presently not possible to let people in directly who turn up at the door. The reason for this situation is the lack of places caused by the failure of other accommodation and housing solutions. Difficulties in accessing other facilities, inclusive housing or the housing market force people to stay longer in CPAs.

The priority goal of the revised residential model is to restore the capacity of CPAs to respond immediately, without expanding their number of places, by investing in dignifying the centres and expanding other resources.

### **31. Expanding Housing First programmes**

When it comes to increasing resources, the XAPSLL organisations give priority to homelessness housing responses based on housing-first methods.

Barcelona City Council succeeded in getting 50 flats up and running in 2016 under the Housing First programme, and is also funding 15 more as part of the RAIS Foundation's Habitat programme. One of the main difficulties of the Housing First programme is that the contract which came into force in the middle of 2015 forces the organisations running it to let flats on the market.

Increased rent prices in the city and high demand have caused the programme to grow more slowly than expected.

It will grow by a further 50 flats by incorporating public housing from the Municipal Housing Trust in 2017 and 2018. And yet another 50 will be added to the programme between 2019 and 2020.

### **32. Establishing a reserve of flats for situations of homelessness in the quotas of social housing flats awarded by Barcelona City Council.**

A quota will be established for reserving flats from the social housing stock created in the city, to be earmarked for situations of homelessness through special quotas.

### **33. Designing a low-demand, relation-building method at CANE.**

The Overnight Emergency Care Centre, which opens for three months for Operation Cold, is a low-demand centre that offers a service to people who are often on the margins of the rest of the care system. An analysis was carried out in 2016 to establish CANE's potential as a relation-building space through health care and indirect accompaniment. The centre will undergo alterations in 2017 and open for nine months of the year in 2018.

## **Goal 4.2.**

**To reduce the possibility of relapses among people who leave situations of homelessness**

### **34. Creating housing-access accompaniment programmes.**

Many of the XAPSLL's organisations have long experience in accompanying people they deal with in the process of looking for independent housing solutions: rooms for rent, spaces in shared flats or their own flats. Big difficulties in achieving a stable income through the labour market or the social protection system, rejection and mistrust from owners, and the initial financial investment required to gain access to a lease are just a few of the obstacles that people have to overcome to escape residential exclusion.

So social organisations and the City Council will be launching projects to accompany them in seeking access to housing, evaluating and sharing the results.

### **35. Creating a shared housing programme with low-key social intervention.**

Difficulties keeping flats in market conditions and the precariousness and insecurity that come with living in sublet rooms are risk factors that can trigger a return to severe housing exclusion situations.

Shared housing programmes with low-key social intervention will therefore be promoted for people who do not require a lot of social accompaniment but who still have difficulties in keeping their home.



### 36. Creating an SIS-notification protocol for unexpected drop-outs from the care system.

A protocol will be created so homeless facilities inform the SIS when they lose contact with people they have helped, so that street teams are aware of the cases when they re-establish relations with them in the open.

### 37. Launching a project to develop occupational plans for people in vulnerable situations.

In 2016, Barcelona City Council's Department of Social Intervention Services and the local development agency Barcelona Activa revised their tools for creating job opportunities, to adapt the way they work to the needs of people in extremely socially vulnerable situations. Pilot projects will be run in 2017 and 2018 to accompany people looking for jobs who have come out of homeless situations.

#### Goal 4.3.

**To detect risk-of-homelessness situations at an early stage**

### 38. Establishing collaboration and prevention mechanisms with the IMSS.

Barcelona City Council's Area of Social Rights will spearhead the creation of mechanisms in Social Service Centres for identifying risk-of-homelessness situations as well as helping to create collaboration mechanisms between Basic Social Services and social organisations.

### 39. Starting a community programme for detecting risks of severe housing exclusion.

The XAPSLL will study examples of community homelessness-risk-de-

tection programmes to be run as pilot projects in Barcelona.

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## AREA 5. Accommodation and housing-access model

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#### Goal 5.1.

**To adapt the service portfolio to people's needs (to improve their quality of life and prevent their exclusion)**

### 40. Opening a new facility for young people formerly in foster care.

Barcelona City Council will open a new centre with 20 places for homeless young people in 2017 to deal with their specific needs. Putting this centre into operation will require an extra annual budget of 500,000 euros.

### 41. Opening a new facility for people with mental health problems.

A residential centre for homeless people with mental health problems will open at the start of 2017. It will be a centre with 41 places partly funded by the Sant Pere Claver Hospital Foundation, with Barcelona City Council allocating an annual budget of 1,149,750 euros.

### 42. Reviewing and making temporary stay times more flexible in homeless facilities.

The strain on most residential centres has forced them to review temporary stays. The difficulties residents have in finding residential solutions have increased the average time spent in every temporary and emergency facility. So the temporary criteria will be reviewed to systematise them, make stay times more flexible and adapt them to the needs of each individual.

#### 43. Revising the intervention and accompaniment model in inclusive flats.

The Department of Care for Vulnerable People will lead the way in the debate on revising the social intervention and accompaniment model in inclusive flats to ensure that the regulations and methods are adapted to the needs of the large diversity of residents.

#### 44. Opening spaces for discussing and debating the XAPSLL's residential and accommodation model.

The XAPSLL will discuss and debate its accommodation model and establish the transition framework from a social care system to a housing access system (giving priority to housing-led policies).

#### Goal 5.2.

**To improve living conditions in homeless facilities and prevent overcrowding**

#### 45. Launching a structural reform programme for residential centres based on the recommendations and proposals of the CMBS working group on homelessness.

Barcelona City Council's Department of Care for Vulnerable People will launch a method and investment reform programme to improve living conditions in facilities for homeless people. This programme will be based on the recommendations and proposals of the CMBS working group on homelessness, which has met service managers on several occasions between April and November 2016.

### AREA 6. Reducing the risk of homelessness linked to administrative exclusion among immigrants

#### Goal 6.1.

**To coordinate the efforts of social organisations and the municipal authorities so that no one is excluded from social care because of their origins or nationality**

#### 46. Identifying limitations on the part of the authority in caring for homeless people in an irregular administrative situation.

The XAPSLL and the City Council will incorporate an identification system in their 2017 Diagnosis of the legal and operational limits to providing social care for people in an irregular administrative situation.

#### 47. Establishing coordination spaces between social organisations and the local authority for providing care in cases of administrative exclusion.

Coordination mechanisms will be established between the local authority and social organisations to ensure that no one is left without care because of their administrative situation.

#### Goal 6.2.

**Creating specific itineraries for regularising homeless people in an irregular administrative situation**

#### 48. Creating coordination spaces with Barcelona Activa and economic promotion agencies

In 2016, Barcelona City Council's Department of Social Intervention Services and Barcelona

Activa reviewed their tools to create job opportunities and adapt the way they operate to the needs of people in extreme socially vulnerable situations. One of the resulting measures from this review was the creation of 12-month job plans to facilitate regularisation processes. The XASPLL will discuss the implementation of these plans in 2017 to find strategies for cooperation between social organisations and municipal economic promotion agencies.

#### **49. Exploring self-employment through cooperative initiatives that enable regularisation processes.**

The XASPLL's organisations will create spaces for self-training in cooperative entrepreneurship and establish relations with the Catalan Solidarity Economy Network to explore methods for creating cooperative self-employment systems.

#### **50. Expanding the capacity for legal support and accompaniment in the OPAI's regularisation processes.**

The Unauthorised Settlements Plan Office (OPAI) has a resource programme that includes legal support, training and skills acquisition for job placements and regularising homeless people in irregular administrative situations. The OPAI's capacity for action will be expanded under the new contract, which comes into force in May 2017.

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### **AREA 7. Generating knowledge to improve policies and transform the social perception of homelessness**

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#### **Goal 7.1.**

**To incorporate a gender perspective into the planned alterations at collective residential facilities**

#### **51. Applying the resulting recommendations of the working group on women living on the streets.**

The XASPLL's working group on women living on the streets has been working in the course of 2016 on specific proposals to introduce a gender perspective into care and designing services for social organisations and the local authority. The results of these first six months of work will be presented, discussed and debated at a conference during the last week of November.

#### **52. Creating long-stay places in individual flats reserved for women.**

Organisations that expand their number of residential places, in particular the long-stay ones, will ensure some are for single women.

The Centre Assís will open the "Dones amb Llar" residential centre in 2018, which will have 10 flats with shared services for women living on the streets. The centre will be partly funded by Barcelona City Council.

**Goal 7.2.**

**To ensure there is a gender perspective in drawing up violence prevention protocols**

**53. Incorporating care services for women victims of violence in the drafting process of protocols against violence towards homeless people.**

The XASPLL's working group on women living on the streets will ensure the views of the care services for victims of violence and experts are incorporated into the process of drafting protocols against aporophobia and hate crimes against homeless people.

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**AREA 8. Generating knowledge to improve policies and transform the social perception of homelessness**

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**Goal 8.1**

**Combating the social stigma of people without a roof or home**

**54. Launching a XASPLL awareness-raising communication campaign.**

The XASPLL has organised a campaign from the end of 2016 through the first few weeks of 2017 entitled "It could be you" to challenge stereotypes that mask the reality of homeless people.

**55. Publicising the recommendations and the guide for media treatment of homelessness.**

The XASPLL's communication committee published two documents in November 2016 on the media's treatment of homelessness. These were intended for training communication professionals. In 2017 the

documents will be disseminated among journalists and students of journalism.

**56. Promoting community work among street teams (local authority and social).**

The municipal (SIS and OPAI) and social teams working on the streets with volunteers will meet to discuss, debate and promote community work and awareness-raising among the city's residents.

**57. Creating spaces for raising public awareness through counts.**

There will be extra training and awareness-raising spaces for people taking part in the counts planned for 2017, 2018 and 2019.

**Goal 8.2.**

**To broaden the XASPLL's knowledge of all forms of homelessness that affect people in the city**

**58. Conducting an annual count of people sleeping on the streets and in centres.**

Barcelona City Council will ensure annual counts of people sleeping on the streets and in centres are carried out until. The SIS will provide material and human resources, while the counting methods and process will be coordinated by the XASPLL's diagnostics committee.

**59. Compiling a diagnostics report every two years that enables data to be collected, new knowledge acquired and an analysis made of the situation of homelessness in the city.**

The series of statistics XASPLL generates from the counts will be complemented with studies aimed at increasing knowledge of the sit-

uation of homelessness in the city. These will be published in the Diagnostics Report every two years.

#### **60. Publishing an issue of the journal *Barcelona Societat* focusing on homelessness.**

In 2016 Barcelona City Council's Area of Social Rights will relaunch the social knowledge journal, *Barcelona Societat*. The first issue will be dedicated to homelessness and policies to tackle it.

#### **61. Incorporating data on all the ETHOS categories into the annual data the XAPSLL collects.**

Barcelona City Council's Area of Social Rights will systematise the information available from the local authority and other public authorities to provide an annual appraisal of housing exclusion situations in the city according to the ETHOS categories.

#### **62. Conducting and sharing an independent evaluation of the Housing First programme.**

Barcelona City Council's Department of Care for Vulnerable People has commissioned an independent evaluation of the Housing First programme. An evaluation of the social return on investment that will be carried out by IVALUA in 2016, 2017 and 2018 (at a cost of 40,000 euros).

The City Council is also co-funding a research project with the University of Barcelona on the changes that housing-first methods are producing in the professional approach to the problems of homelessness. The aim is to generate useful knowledge for transforming social workers' professional praxis by implementing programmes from a rights-guaranteeing per-

spective. The project will be carried out between 2016 and 2019 and cost a total of 610,529 euros, of which the City Council will contribute 264,875.

#### **63. Sharing knowledge on settlements with the XAPSLL.**

The SIS will incorporate both qualitative and quantitative information on the development of settlements and other situations of substandard housing in the monthly reports that it shares with the XAPSLL's organisations.

#### **64. Editing and publishing a diagnostics report on Barcelona City Council's Municipal Care Programme for Homeless People services.**

Barcelona City Council will publish and share a diagnostics report with the XAPSLL's organisations on the services and facilities provided by the Municipal Care Programme for Homeless People. It will be based on the discussion process held with the professionals for the design of this Plan.

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### **AREA 9. Co-responsibility and networking**

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#### **Goal 9.1.**

**To enable the XAPSLL organisations to get to know each other and the resources the city offers homeless people**

#### **65. Increasing the Network's knowledge by boosting knowledge circulation**

The XAPSLL will update the service catalogue and design a process for having up-to-date information available on its webpage about the services offered by member organisations.

**66. Spearheading a shared database project on service users.**

In 2017 the XAPSLL will study the legal and technical feasibility of creating a shared database on service users.

**67. Debating and drafting a social intervention model with homeless people in Barcelona.**

In 2017 and 2018 the XAPSLL will create spaces suitable for systematising its own social intervention model for attending to people without a roof or home in the city.

**Goal 9.2.**

**To establish discussion and advocacy mechanisms between the XAPSLL and other public authorities**

**68. Creating spaces for coordination and dialogue with the health services (Generalitat of Catalonia).**

The organisations that are taking part in the process of drafting a comprehensive Catalan care strategy for homeless people will push for the creation of spaces that enable coordination and dialogue with the Catalan Health Service.

**69. Creating spaces for coordination and dialogue with the Mossos d'Esquadra (Catalan police)**

The organisations that are taking part in the process of drafting a comprehensive Catalan care strategy for homeless people will push for the creation of spaces that enable coordination and dialogue with the Mossos d'Esquadra (Catalan police).

**70. Creating spaces for coordination and dialogue with the Directorate-General of Prison Institutions.**

The organisations that are taking part in the process for drafting a comprehensive Catalan care strategy for homeless people will push for the creation of spaces that enable coordination and dialogue with the Directorate-General of Prison Institutions.

**71. Creating discussion and debate spaces in the XAPSLL for establishing a shared communication strategy on the impact of alien-status legislation on homeless in the city.**

The XAPSLL will create discussion spaces to establish a shared communication strategy on the impact of alien-status legislation on homeless in the city. It will concentrate its research and diagnostic efforts on the effect administrative exclusion has on the risk factors of homelessness, the results of which will be published and disseminated in the 2019 Diagnosis.

**Goal 9.3.**

**To establish coordination and joint-working mechanisms with the Inclusive Housing Network**

**72. Ensuring collaboration and the circulation of information with the Inclusive Housing Network.**

The Inclusive Housing Network was reactivated in 2016, under the framework of the Citizen Agreement for an Inclusive Barcelona. Given that it is intended to play an active role in arranging the use of housing for projects aimed at homeless people, close collaboration will be maintained through municipal staff and the organisations in the two networks.



## 5. MUNICIPAL COMMITMENTS AND ECONOMIC RESOURCES

The list of initiatives listed in Section 4 commit and involve, to varying degrees, all Barcelona City Council areas and the organisations of the Care Network for Homeless People. Most of the initiatives requiring an increase in financial resources and investments fall to the Area of Social Rights. The implications of this Plan and the allocation of resources to policies fighting homelessness spearheaded by this area are summarised below.

### 5.1. Planned investments for 2016-2019

Barcelona City Council plans to invest 5 million euros in improving and expanding facilities intended to provide care for homeless people.

The Zona Franca and Sarrià Primary Shelters (CPAs) will undergo alterations designed to improve privacy conditions by reducing the number of people per room and expanding the spaces where they can interact and take part in activities.

The dormitory area in the Zona Franca CPA will be converted into smaller rooms and the areas for activities and interaction expanded. The number of places in the Sarrià CPA will be increased and its dormitories converted into small rooms. Although an increase in the number of places is planned, the aim of the alterations is to improve residents' living conditions.

Part of the investment will be allocated to improving the Overnight Emergency Care Centre (CANE) so the opening hours can be extended.

## 5.2. Forecast growth of the Municipal Care Programme for Homeless People

The Municipal Care Programme for Homeless People is increasing its residential resources and its capacity for care through the Social Intervention Services in Public Spaces.

### Growth in the number of facilities

November 2016 saw the opening of a shelter on Carrer de St. Pere més Baix offering individual accommodation and communal services for families with 48 places and an annual budget of 230,962.94 euros.

Cal Muns will be a residential centre with 41 places allocated for homeless people with mental health problems. This is a centre jointly funded with the Sant Pere Claver Foundation. It will open during the first quarter of 2017, with an annual budget of 1,149,750 euros.

A residential centre with 20 places for young homeless people will open at the end of 2017 with an annual budget of 500,000 euros.

A residential centre with individual accommodation and communal services will be built by the end of the year on Carrer de Tànger. It will open in 2018

Another residential centre with individual accommodation and communal services will be built by the end of the year on Carrer Alí Bei. It too will open in 2018

### Growth of the Housing First programme

Barcelona City Council succeeded in getting 50 flats up and running in 2016 under the Housing First programme, and is also funding 15 more as part of the RAIS Foundation's Habitat programme. One of the main difficulties of the Housing First programme is that the contract which came into force in the middle of 2015 forces the organisations running it to let flats on the market. Increased rent prices in the city and high demand have caused the programme to grow more slowly than expected.

In 2017 it will grow by a further 50 flats by incorporating public housing from the Municipal Housing Trust. And yet another 50 will be added to the programme between 2018 and 2019.

### Growth and improvements in the social intervention services in public spaces

#### Improvements in the new Social Integration Service new contract

The new SIS contract comes into force in January 2017. It means a significant expansion in the service with the annual budget rising from 1,800,000 euros under the previous contract to 2,846,492 euros under the new one, which is for 2 years and renewable for a further 2 years.

The staff will increase from 43 to 57. Of these, 56 will be employed full-time throughout the year and 3 for 4 months, to carry out the technical coordination of the counts in 2017, 2018 and 2019.

The improvements planned in running the SIS Open Environment Team (public space intervention team) are listed here:



## 1. Human Resources

- a. A coordinator is being taken on with a team management role.
- b. A further 11 social educators are being taken on, making a total of 28.
- c. A psychologist is being taken on for the first time, to make an initial vulnerability assessment and coordinate with the mental health network.

## 2. Methodology and functions

- a. A broader approach will be taken to exclusion dynamics in public spaces.
- b. A community perspective will be adopted in interventions.
- c. Intervention models will be designed for areas of the city with a special impact, such as transport interchanges.
- d. The annual count will be included as one of the tasks to be carried out in collaboration with the XAPSLL and a number set for the SIS professionals who will be released from their other duties for 4 months.
- e. The role of Observatory will be incorporated so problems in the city can be analysed and intervention strategies found.

## 3. Spaces and infrastructures

- a. A new, more user-friendly space will be established for the referral service. It will be a workspace designed to attend to users: a room with a café area, a free laundry service, internet connection, etc.
- b. The mobile devices there will be tablets.

The improvements planned in the running of the SIS Treatment Team are listed below:

## 1. Human Resources

- a. Operative and functional internal management workspaces are to be created in the team.
- b. New social intervention treatment tools are to be provided.

## 2. Methodology and functions

- a. The subject matter of the contract is to be extended to include other situations of substandard housing and lack of territorial ties.
- b. A care circuit similar to the CSS is to be developed: administrative / primary shelter / monitoring and treatment.
- c. The service is to be defined as a municipal model and primary care network.
- d. Protocols with the CSS, CUESB and facilities for vulnerable people are to be revised and updated.
- e. The role of Observatory is to be incorporated to encourage reflection in the city's spaces.

Improvements affecting both teams:

## 1. Human Resources.

- a. A legal adviser is to be taken on for 6 hours a week.
- b. A medical adviser is to be taken on for 6 hours a week.
- c. An admin worker is to be taken on full-time.

## 2. Other resources

- a. The same criteria as the SSBB' are to be set for providing financial support, though the budget will be smaller: 140,000 euros.
- b. Part is to be kept for special contingencies: 24,000 euros.

### 3. Spaces and infrastructures

- a. There will be more mobile units than under the previous contract: two, one of them adapted.

#### Improvements in the Unauthorised Settlements Plan Office (OPAI)'s new contract

OPAI was incorporated as a service in the Department of Social Intervention in Public Spaces at the end of 2015, as unauthorised settlements are regarded as an expression of homelessness.

The new contract for this service will be awarded in May 2017 and based on the following functions:

- Observing settlements and their dynamics in the city, exploring, analysing, designing and implementing projects.
- Centralising information and a model source of data on and flows and trends of settlements and settlement dynamics on the city level.
- Social and educational care, with its own programme of resources.
- Referring and coordinating with municipal social-care services (SIS, SAIER, SISFA rom) to attend to and deal with social needs.
- Community approach to the environment of the settlements to encourage positive community life and social cohesion.

An annual budget increase of 274,000 euros is planned as soon as the new contract comes into force.

Improvements planned in the next contract are as follows:

#### 1. Human Resources

- a. The number of workers is to be extended from the current 6 to 9 or 10.
- b. Social educators are to be incorporated for social and educational care.

- c. An element of flexitime is to be introduced to respond to settlement needs during evening and/or night-time slots.
- d. Male/female teams are to be organised for exploring and providing care.

### 2. Methodology and functions

- a. Care is to be extended to people living in settlements or other substandard housing with settlement dynamics.
- b. OPAI's own service programme is to be defined, to mark out its areas of intervention.
- c. Work plans are to be incorporated as a crucial method for interventions. They will be appraised and implemented by social educators, then communicated to and agreed with the people attended to.
- d. Referrals to other social care services are envisaged, to formulate joint work plans and enable a more comprehensive intervention. That will require more systematic coordination.
- e. Referrals in the other direction, from social care services to OPAI, are also envisaged. That will require a joint work plan, as with the other referrals.
- f. A community approach is to be incorporated into both the exploration and the care stages.
- g. The City Council will provide the methodological tools for running the activity: models, criteria, indicators, etc.
- h. The necessary protocols and procedures will be established for coordinating the new functions with the other services that intervene in any facility.

### 3. Spaces and infrastructures

- a. These will be moved to the Carrer de València building mezzanine, with a more independent entrance from the rest of the management and with greater accessibility for users.

### 5.3. Research and knowledge

Barcelona City Council is committed to funding the XASPLL counts in 2016, 2017, 2018 and 2019 and to introducing them into the budget and functions of the SIS Open Environment team.

An appraisal will be made on the social return of investment in the Housing First programme in 2016, 2017 and 2018. The study will be carried out by the Catalan Public Policies Evaluation Institute (IVALUA) with a budget of 40,000 euros.

The City Council is also co-funding a research project with the University of Barcelona on the changes that Housing First methods cause in the professional approach to the problems of homelessness. The aim is to generate useful knowledge for transforming the social workers' professional praxis by implementing programmes from a rights-guaranteeing perspective. The project will be carried out between 2016 and 2019 and cost a total of 610,529 euros, of which the City Council will contribute 264,875.

**BCN**

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