



**GOUVERNEMENT**

*Liberté  
Égalité  
Fraternité*

**Inter-ministerial delegation  
for accommodation and access to housing**

# **EXPANDING THE SUPPLY OF LONG-TERM HOUSING SOLUTIONS: HOUSING-LED AND HOUSING FIRST SOLUTIONS**

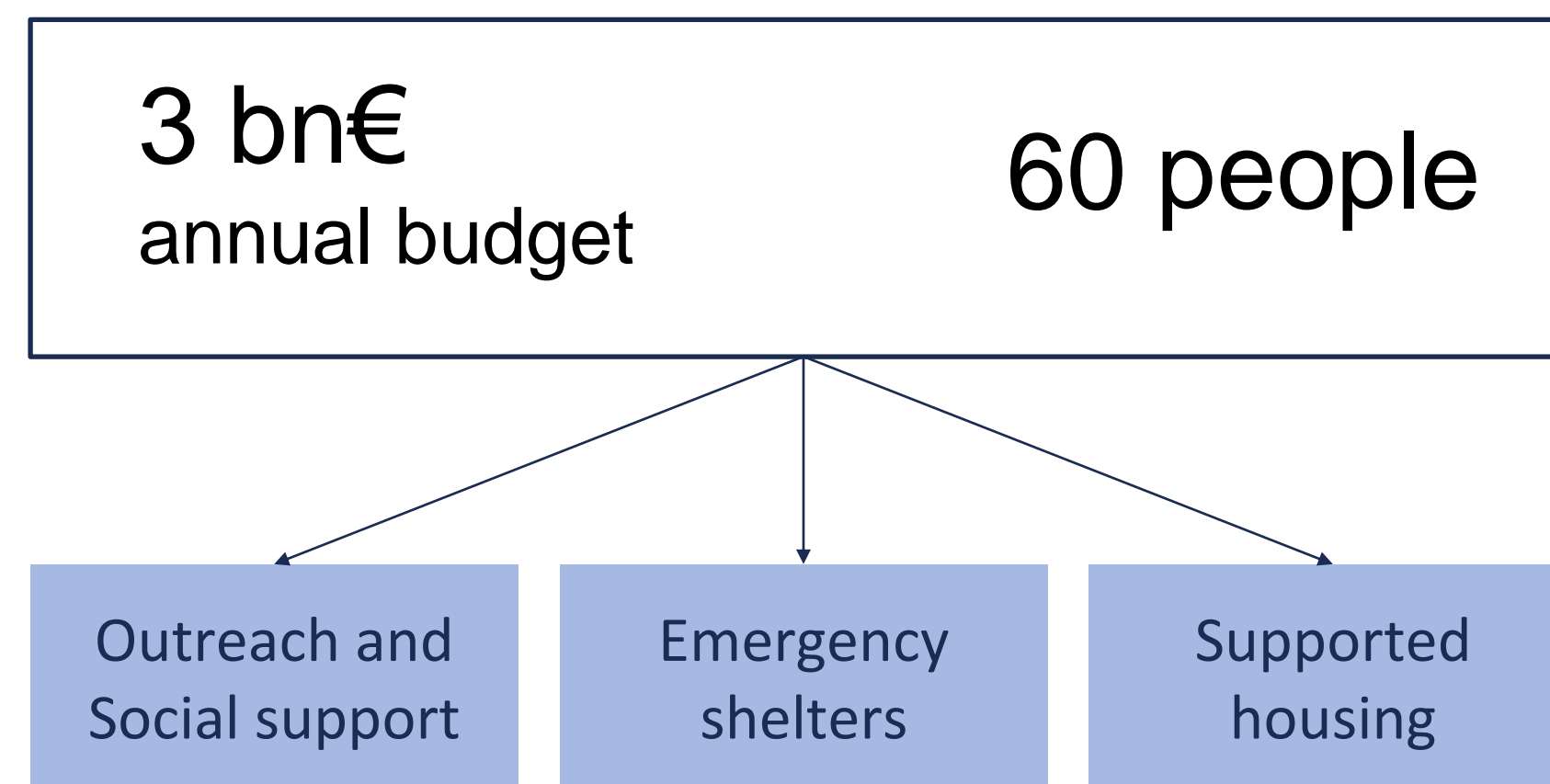
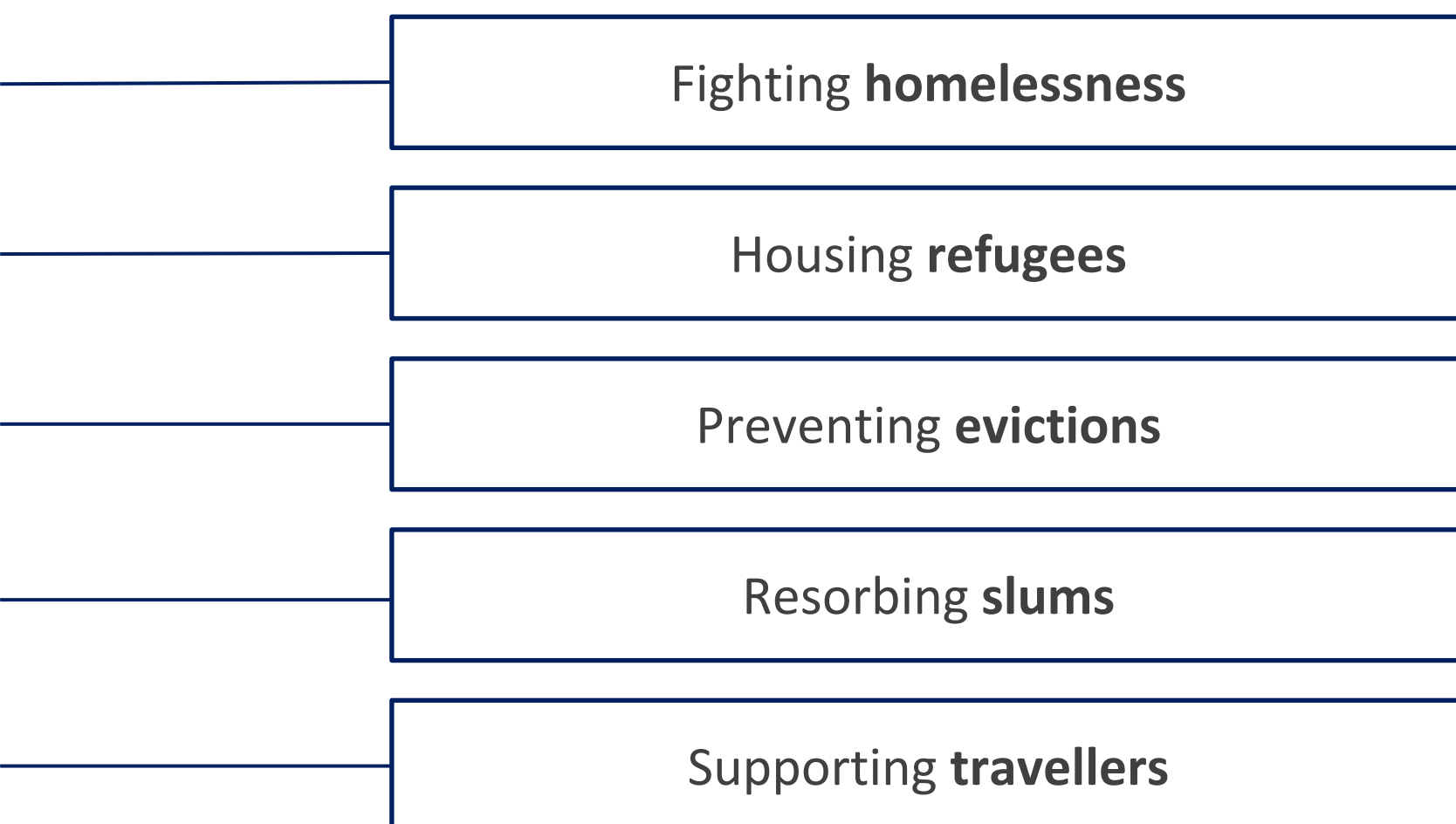
**TRANSITIONING FROM A SHELTER-BASED MODEL TO SCALE UP HOUSING FIRST**

OECD, Paris – 29<sup>th</sup> November 2023

Laure Billoret, Interministerial Delegation for Access to Housing (Dihal)

## Inter-ministerial delegation for accommodation and access to housing

- **Design and implement the national policy** to combat homelessness
- Facilitate **inter-ministerial cooperation** to coordinate et enrich public policies in the field of homelessness and poor housing
- Think forward, elaborate new proposals, promote **social innovation** in public policies



## Current situation in France



**200,000 people** living in shelters in France  
**+ 100,000 people** living in specialized shelters for asylum seekers



**About 20,000 people** living in<sup>3</sup> slums, mostly EU citizens  
**10,000 to 15,000 people** sleeping rough



**??? people** staying at relatives



Solving homelessness?

## French national strategy: 2 main pillars

### 1. Implementation of Housing First since 2017

Speed up access to housing for homeless households, with appropriate support when needed.

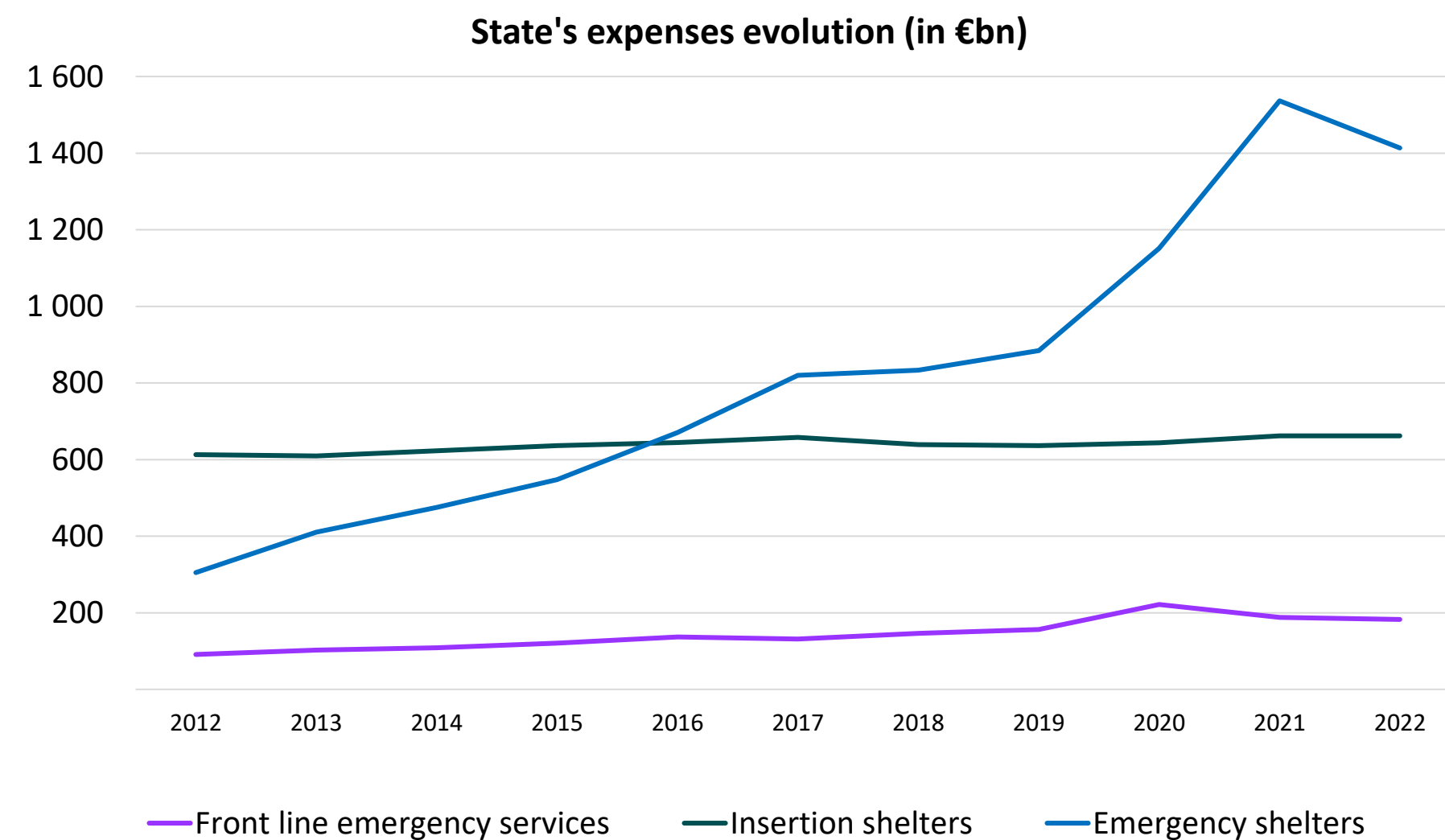
#### A new model for public action

- A shift away from the traditional “staircase model” ;
- A structural change in the State’s public policy on assistance and support for the inclusion of homeless people ;
- Moving from a response centered on accommodation to one focusing on housing...

### Assure an immediate response to emergency and distress situations

2.

Financing emergency / insertion shelters and front line emergency services

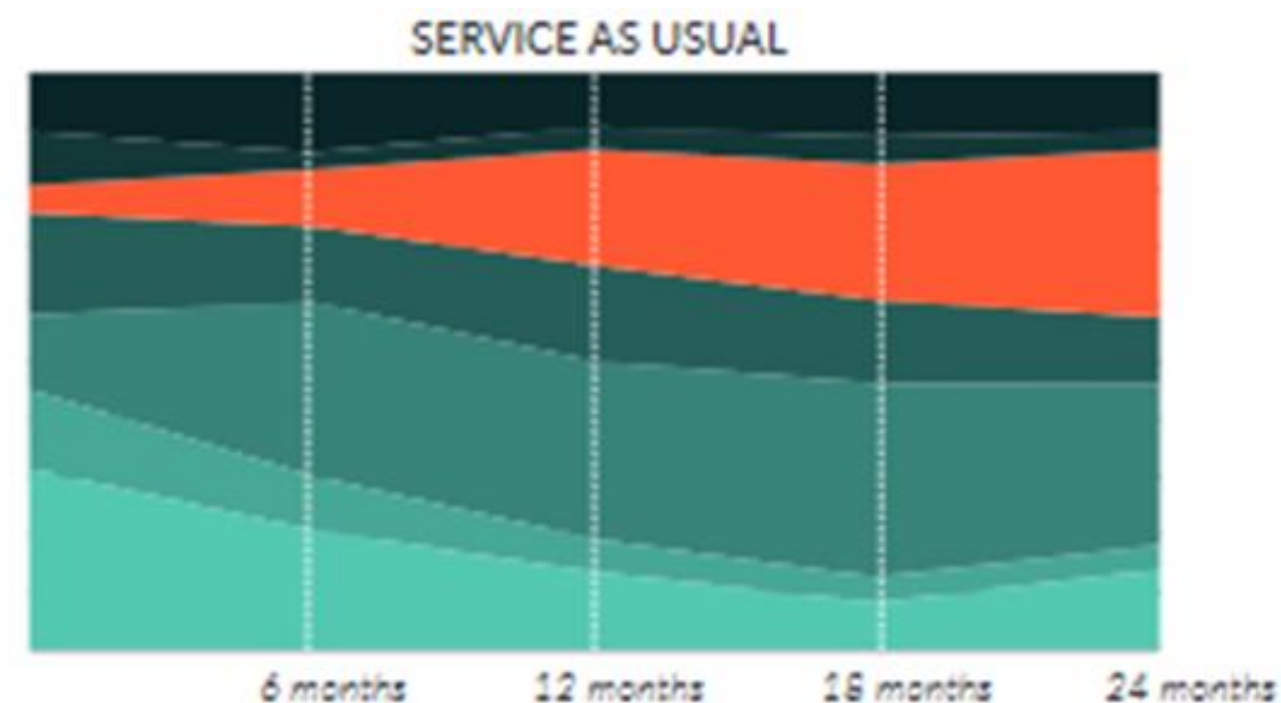


## From a specific and experimental Housing First program...

- 2010 ○ **An innovative social intervention launched in 2011, aimed at building a new evidence-based model**
- Target group: people with severe psychiatric disorder, addictions and high needs of support
  - A randomized evaluation on 703 people: 353 included in the HF programme, 350 in the control group
- **Results of the experimentation:** Access and maintenance of housing  
 After 2 years spent in the programme, more than 85% have sustained their tenancy

2016 ○

- > Hospital
- > Jail
- > **Personal housing**
- > Unstable accommodation
- > Hostel
- > Emergency shelter
- > Homeless



## ... to a global and national Housing-led strategy

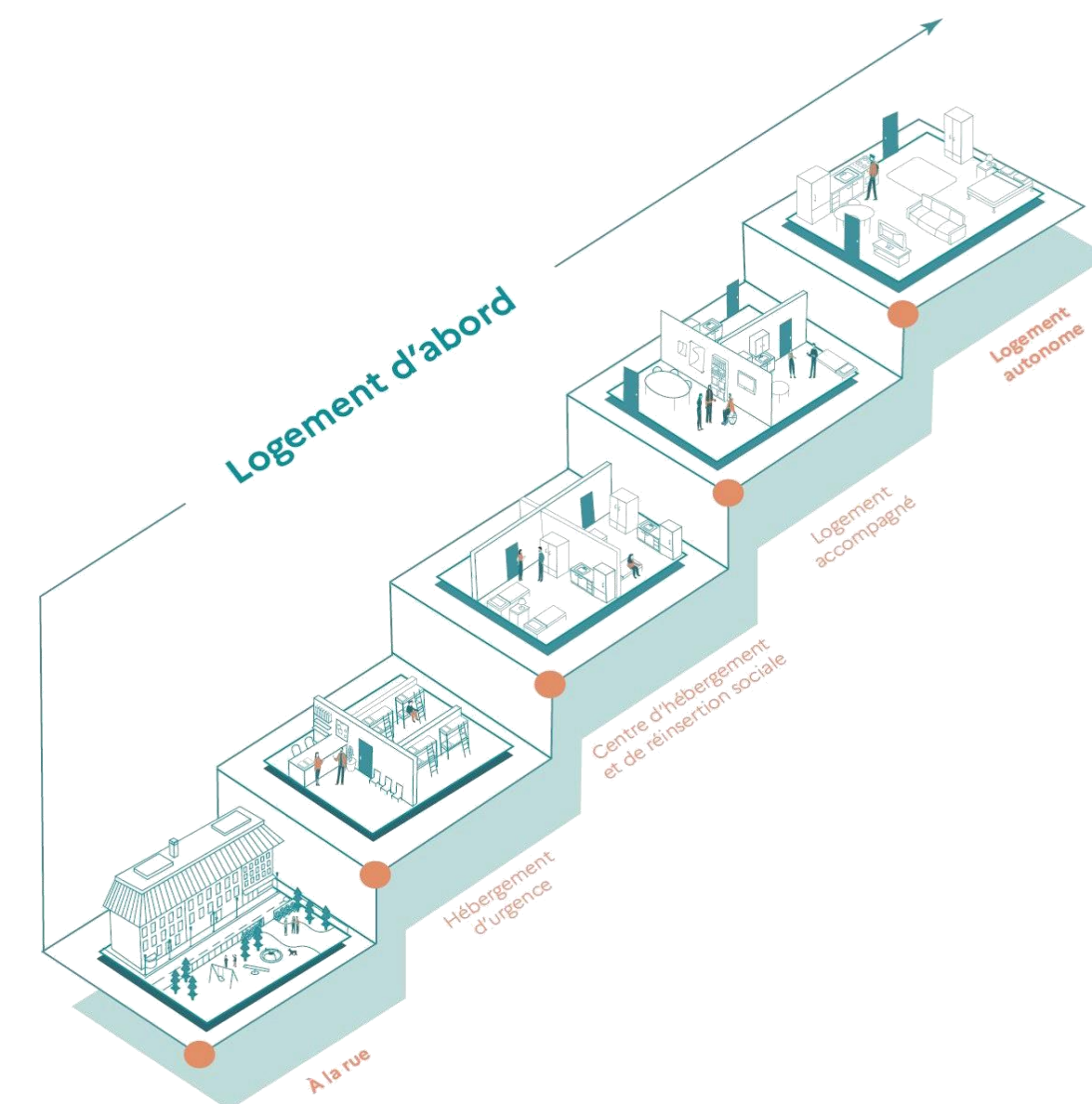
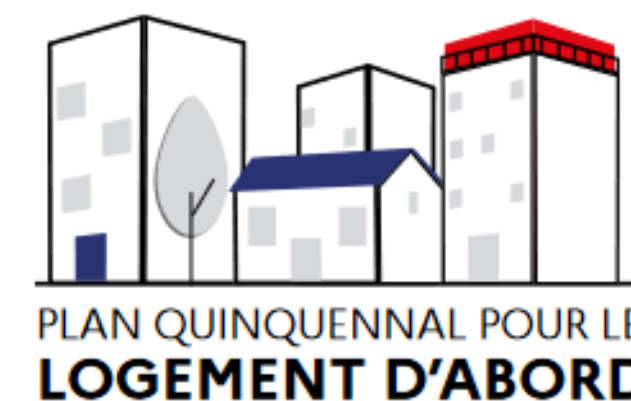
### 2017 ○ **First Housing-led plan (2017 – 2022)**

#### **5 priorities :**

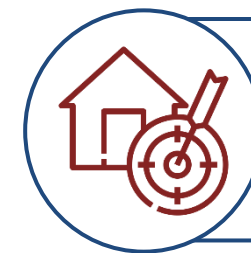
1. Producing and mobilising affordable and suitable housing
2. Accelerating access to housing
3. Providing person-centred support
4. Preventing housing ruptures
5. Mobilising key stakeholders and territories (LAs)

### 2023 ○ **Launch of the 2<sup>nd</sup> Housing-led plan (2023 – 2027)**

→ To pursue and consolidate the **structural reforms** undertaken







## First Housing-led plan (2017 – 2022) : 5 years of policy transformation in the fight against homelessness

Concrete and measurable **results** for homeless people and people at risk to be homeless



**440 000**

Homeless people accessed housing *between january 2018 and december 2022*



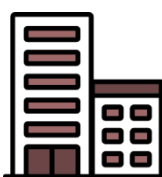
**122 300**

Social housing allocated to sheltered or homeless, *an increase of +43% compared with 2013-2017*



**+67%**

Increase in the share of sheltered and homeless households in total social housing allocations *in 2022 compared with 2017 (6.6% compared with 3,9%)*



**40 000**

new units have been mobilized in the private rented sector for the most vulnerable households through the use of social rental intermediation tools

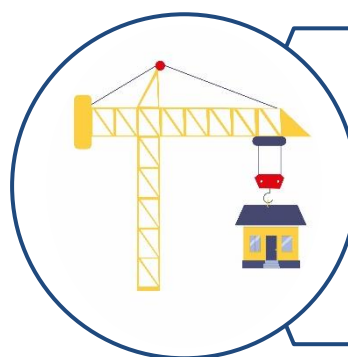


**7 200**

units have been built in supported housing, i.e. small buildings with independent flats, shared rooms and social support on site



## Second Housing-led plan (2023 – 2027): based on 6 priorities



**1. Producing and mobilising affordable and suitable housing**



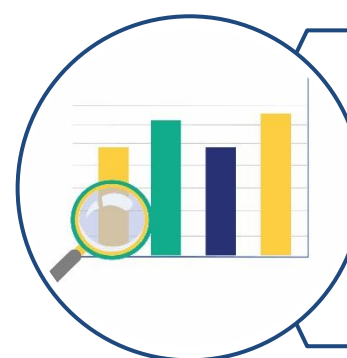
**2. Improving housing tenure, preventing breakdowns and prioritising rapid intervention to avoid the deterioration of situations**



**3. Speeding up access to housing and providing more effective support tailored to needs and local territories**



**4. Improve the quality of the stock of accommodation, using Housing First principles, and maintain it at a sufficient level to respond to social emergencies**



**5. Optimising the implementation of HF: increasing data-driven and results-based management, mobilising the entire sector and territories, helping to incorporate the HF into practices**



## How do we make the shift from a shelter-based system to a housing-led system ?

> *Transform...*

Culture and habits

Skills and jobs

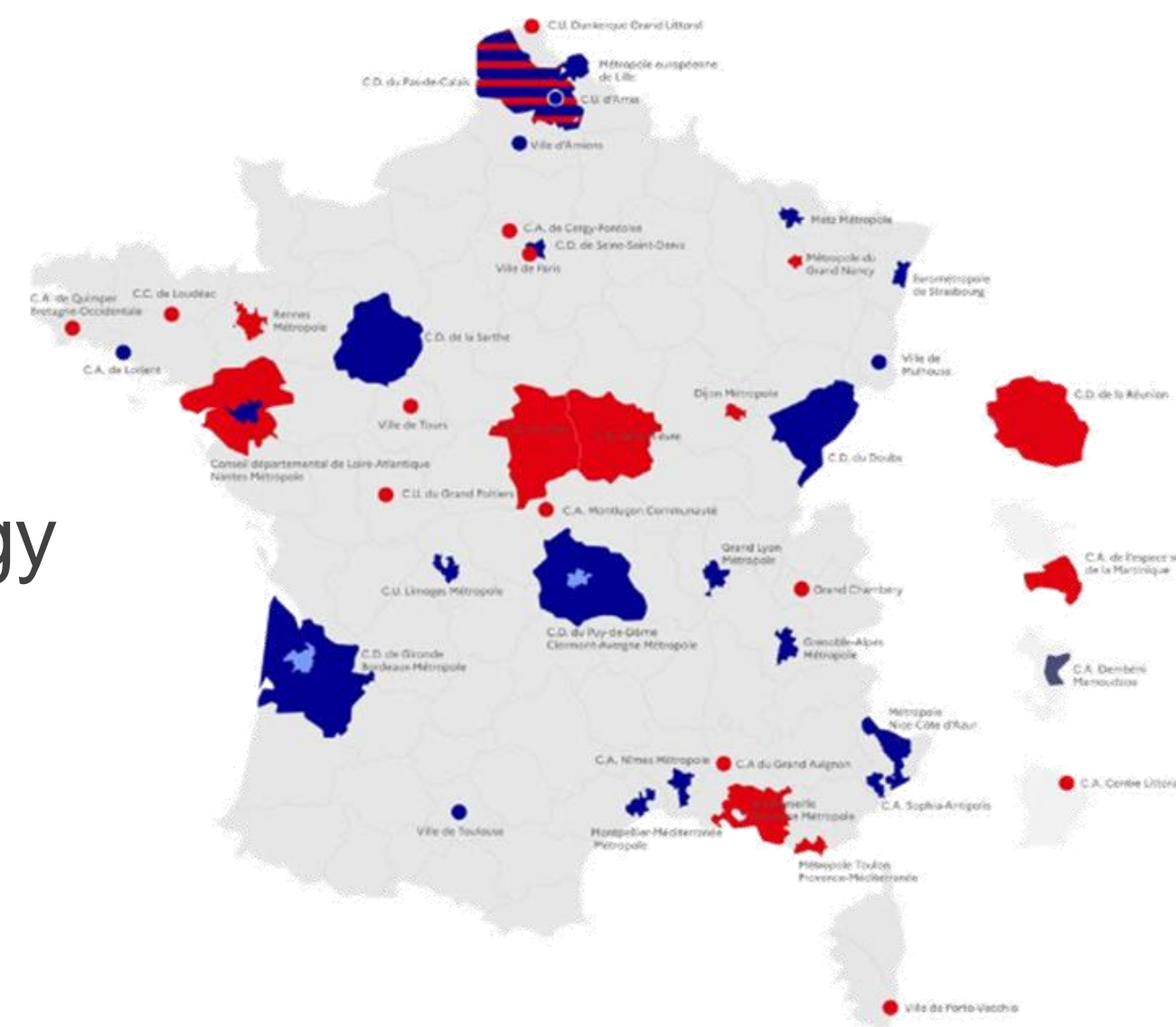
Economic models

Assets (buildings, ...)

Partnerships  
Governance

### Some feedback on the French experience since 2017 in terms of methods and strategy:

1. Ensure political support and set up a national strategy
2. Set principles and share them
3. Make it concrete through objectives and monitoring
4. Build partnerships on the ground

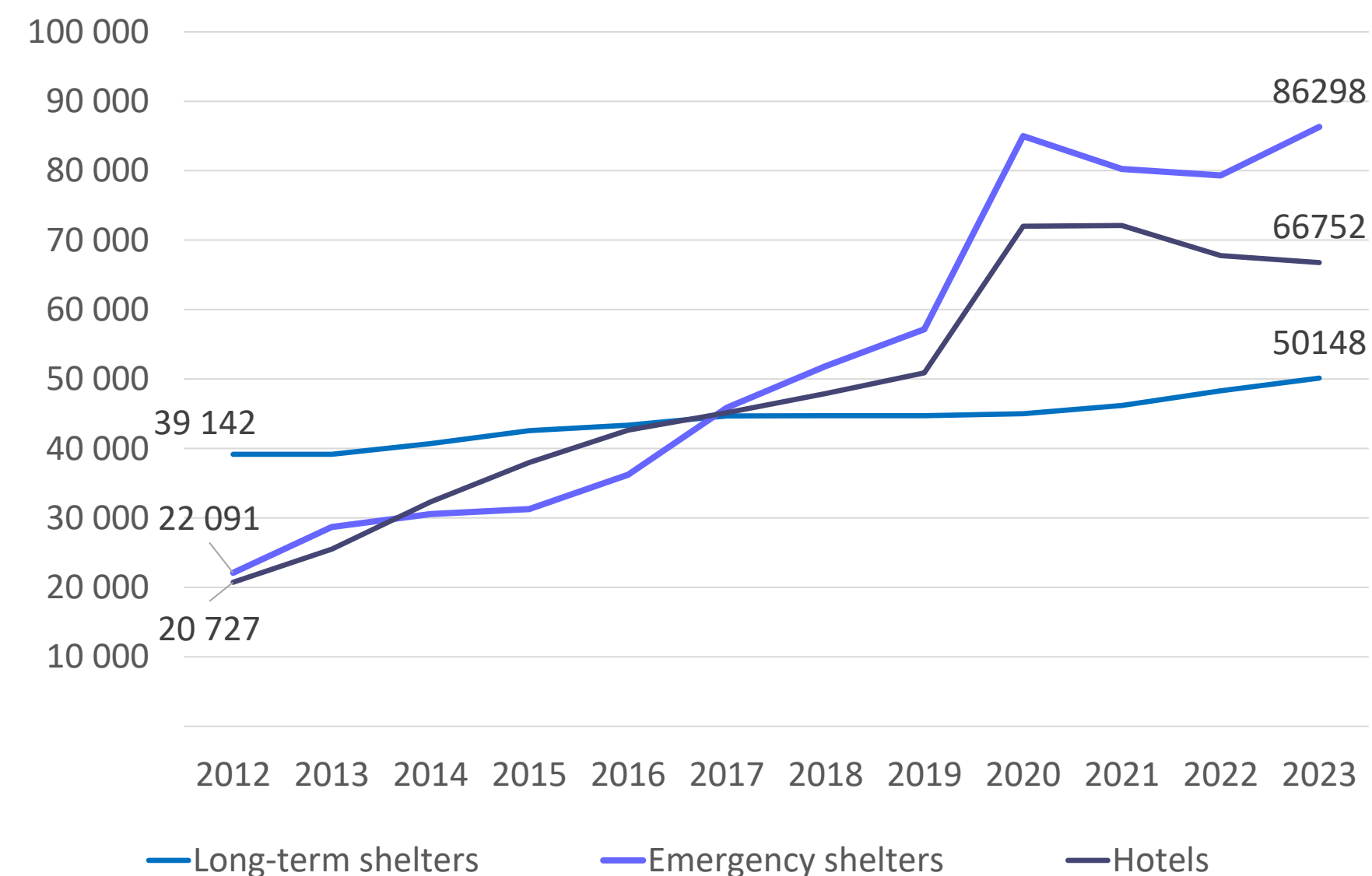


## Transitioning? The need to ensure a strong investment in both pillars

→ Growing pressure on the accommodation stock due to the combined effect of persistently high demand and low fluidity.



Evolution of units in shelters and hotels, funded by the State



## Next challenges?

### Challenges

- Support service providers in planning structural transformation
- Strong interdependence with other public policies and external factors
- A sector historically structured for and by the accommodation segment
- Relative weakness of support in housing
- Multiple services but lack of shared local governance for support
- Low attractiveness of the social work professions vital to policy implementation



### Ways forward

- Ensure visibility on several years → **Multi-annual programming of State expenses?**
- Reinforce the coordination & coherence between the different public policies → **Shared goals & priorities**
- Ensure more **training on core principles** and on practices
- Streamline local governance** for better coordination and more efficiency
- Reinforce the attractiveness of the sector**

