Report on homeless migrants in Copenhagen

The problems and needs of migrants
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1. Introduction

This report is about homeless migrants who stay in the City of Copenhagen. The free movement of labour within the EU \(^1\), the expansion of the EU to the east in 2004 and 2007 \(^2\) and the slump and economic recession, which Europe has experienced over the past years, are often described as conditions which together have led to an increase in the number of homeless migrants in Copenhagen. Homeless migrants who do not have residence permits in Denmark are a group of homeless people who do not have the right to health services besides emergency help or to social benefits according to the Social Services Act, including the right to make use of public homeless programmes \(^3\).

Thus, these are homeless people who have few rights, just as this is a group of homeless people about which very little documented knowledge exists.

The background for this report is a mutual desire from the City of Copenhagen Social Services Committee as well as Fonden projekt UDENFOR \(^4\) to describe the experiences Fonden projekt UDENFOR has had in relation to homeless migrants who can contribute to qualifying the future social work. The report is financed by the City of Copenhagen Social Services Committee and prepared by Fonden projekt UDENFOR. Thus, Fonden projekt UDENFOR's considerations, conclusions and views are put forward in this report and consequently cannot be attributed to the City of Copenhagen Social Services Committee. The report builds on experiences from Fonden projekt UDENFOR's work with homeless migrants, combined with the knowledge gathered from other relevant organisations and sources.

1.1. Objective

The objective of the report is to clarify a complex social phenomenon about homeless migrants, including their number, problems and needs as well as putting proposals forward for future measures that can contribute to qualifying the future work. The objective of the report is as follows:

- To describe the diversity in the group of homeless migrants, including the legal frameworks for their sojourn in Denmark, number, nationalities and their immediate problems.
- To characterise homeless migrants’ problems, including reasons for migration, living conditions and health as well as the migrants’ needs in future social work.
- To draw up a catalogue of proposals for future measures at EU level, national level as well as municipal level.

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2 EU expansion in 2004 and 2007, respectively applied to Cyprus, Estonia, Lithuania, Malta, Poland, Slovakia, The Czech Republic, Hungary and most recently Bulgaria and Romania.
4 Fonden projekt UDENFOR is a private organisation, which since 1997 has combined street-level work among the homeless with teaching and research in homelessness and exclusion: www.udenfor.dk
1.2. Methods

The primary empirical data was obtained by semi-structured interviews with employees in 15 different social programmes, who meet homeless migrants in their work. These employees meet homeless migrants in their daily work within social, health and/or voluntary work with homeless migrants and were selected in order to broadly establish the phenomenon. The interviews were conducted in autumn/winter 2011 and contain interviews with employees from church, private or publicly financed low threshold programmes\(^5\), including night cafés, emergency overnight accommodation programmes, shelters, drop-in centres, meal programmes and health programmes as well as from public offices and training programmes.

The secondary empirical data originates, first and foremost, from Fonden projekt UDENFOR’s journals and street-level notes from the daily work with homeless migrants through the “Udeligger” project in 2011 \(^6\). This empirical data is built on journals and street-level notes of approx. 100 users. These users range between being users to which Fonden projekt UDENFOR provides long-term specific work (approx. 40%) and users who received a one-off benefit in 2011 or who have been observed in the environment (approx. 60%).

Furthermore, the secondary empirical data originates from field visits and conferences held by relevant organisations, nationally and internationally, as well as surveys and reports in Danish and European research.

1.3. Definition of homeless migrants

Homeless: The term “homeless” is understood based on the adapted Danish version of ETHOS’ classification, which was originally drawn up by FEANTSA \(^7\) and is used in SFI’s mapping of homelessness \(^8\). The basis of ETHOS is in the person’s current housing situation and covers persons who have no residence, are homeless, live in insecure and/or insufficient housing. Thus, a person is defined as homeless when he/she is in one of the following categories:

1. Sleeps overnight on the street, in stairwells, in a shed or similar.
2. Sleeps overnight in night shelters/drop-in centre with emergency accommodation.
3. Sleeps overnight in emergency/temporary housing facilities such as hostels and care homes.
4. Stays in a hotel, hostel or similar due to homelessness.
5. Lives temporarily and without a contract with family or friends/acquaintances.
6. Lives in temporary re-entry housing or similar without permanent contract.
7. Serving a sentence under the Prison Service, will be released within one month and needs housing.
8. Stays in hospital/treatment programmes, will be released within one month and needs housing.
9. Other: For example, this covers staying in allotment shacks and caravans.

\(^5\) Low threshold programmes are understood as programmes that can be used openly, anonymously and without visitation requirements.

\(^6\) Fonden projekt UDENFOR started the “Udeligger” project in 2010, which works on improving the conditions for homeless foreigners through street-level work as well as by gathering and communicating knowledge and experiences to players and interest organisations, nationally and internationally: http://www.udenfor.dk/dk/Menu/Udeliggerprojektet

\(^7\) European confederation of non-profit national organisations that work to combat homelessness in Europe: www.feantsa.org

Homeless migrants are seen in categories 1, 2, 4, 5 and 9. In using the adapted version of ETHOS’ classification in relation to homeless migrants, our basis is in the migrants’ current housing situation in Copenhagen. Among the migrants are persons who have a residence in their home country. At the same time, we do not include backpack tourists in the group of homeless migrants, who stay in Copenhagen for a shorter period.

**Migrants:** We understand the term “migrants”, as citizens from EU countries who have entered and are staying in Copenhagen according to the EU’s residency directive as well as third country citizens with residence permits for another EU country. Common to the migrants is that they do not have citizenship or permanent residence permits in Denmark. The migrants are divided into two groups in the report: Particularly vulnerable homeless migrants and homeless migrant workers.

### 1.4. Continuum for homelessness

ETHOS’ classification of homelessness is based on the housing situation and covers persons who have no place to stay, are homeless, live in an insecure and/or inadequate housing. The classification, however, does not take into consideration the person’s other social situation. Earlier surveys on homeless refugees and immigrants at shelters and housing programmes place this group of homeless people in a continuum, which spans from a shortage of housing to homelessness, and which is based on homeless people’s problems and degree of their social burden. In the same way, homeless migrants can be classified in a continuum. At the one end of the continuum, is a group of homeless migrant workers. For this group, the housing shortage due to poverty and unemployment is their primary problem and the solution to the problem is linked to precisely these conditions. At the other end of the continuum, is a group of particularly vulnerable homeless migrants. Migrants, who in addition to homelessness, have more serious social problems which, to a broad extent, resemble those that are seen with traditional Danish homeless people and where the solution to the problem, therefore, is more complex. To see homelessness in a continuum emphasises that homeless migrants are a diverse group who have different problems and needs. At the same time, the continuum helps to identify that between these two extremes, there are homeless migrants who are more or less socially burdened. Even though we divide homeless migrants into homeless migrant workers and particularly vulnerable homeless migrants in the report, the reader must be aware of the fact that the majority of migrants are between these two extremes and that they can move around in the continuum in line with the development of their situation. In this way, the groups of purely homeless migrant workers and purely particularly vulnerable homeless migrants comprise, in reality, two smaller groups at each their end of the overall group of homeless migrants.

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9 The other categories are not relevant to homeless migrants given that these categories are built on the person being in a situation, which migrants on the basis of their residency basis according to legislation cannot be in: For example, treatment programmes or at care homes.

10 This is described by, among others, Tilia, Gitte and Gordon Vincenti, 2004: Boligløs eller hjemløs? (Without a home or homeless?) Om etniske minoriteter på §94- boffer for hjemløse i København (About ethnic minorities on Section 94 forms of housing for homeless people in Copenhagen). Copenhagen: VFC Socially Marginalised.
1.5. Structure of the report

The report consists of two separate parts. The first part contains the sections ‘Description of homeless migrants’ and ‘Characteristics of homeless migrants’ problems and needs’. The second part contains the section ‘Proposals for future measures’. Together, these two parts and sections attempt to achieve the report’s objective as described in section 1.1.

Part 1:
‘Description of homeless migrants’: This describes the diversity in the group of homeless migrants, including the legal frameworks for their residency in Denmark, number, nationalities and their immediate problems.

‘Characteristics of homeless migrants’ problems and needs’: This characterises the problems and needs of homeless migrants, divided into the groups; particularly vulnerable homeless migrants and homeless migrant workers.

Part 2:
‘Proposals for future measures’: This draws up a catalogue of proposals for measures at EU level, national level and municipal level.
2. Description of homeless migrants

2.1. The legal frameworks for migrants’ residency

In the following section, we will describe the legal frameworks that mean that homeless migrants can enter and reside in Denmark. These vary depending on whether the migrants are EU/EEC citizens, citizens from the Nordic countries or from countries outside of the EU.

The largest group of homeless migrants, which Fonden projekt UDENFOR meets, are EU/EEC citizens/union citizens. Pursuant to EU’s residency directive on free movement of labour, Union citizens have the right to enter and reside in Denmark for a period of three months. According to the reside directive, the host country can demand that migrants who reside in excess of the three months must be registered. Union citizens who are seeking work and have sufficient means to provide for themselves have, therefore, the right to reside in Denmark for six months if they are seeking work and have a real possibility of finding work. Residing for more than six months requires that the Union citizen has a registration certificate. In practice, a registration certificate is achieved by the person finding work in Denmark. A job in which the migrant can earn enough money for self-support; an amount that was previously determined to be similar to a start-help rate. Since 2009, in which the East Agreement was revoked, Union citizens have had the right to seek and take up work in Denmark.

An exception to the above are Union citizens who come from the Nordic countries (Iceland, Finland, Norway and Sweden), since they have the right to freely enter and reside in Denmark indefinitely.

EU’s residency directive states that Union citizens, who are not an unreasonable burden for the hosting member state’s social system, should not be deported. Furthermore, deportation should not be an automatic result of the person using the social system unless the deportation takes place in consideration of public order or security. It is Fonden projekt UDENFOR’s experience that since the EU’s residency directive does not explain in more detail what an unreasonable burden is and that using the social system in itself is not reason for deportation, it is difficult in practice to deport or reject Union citizens from Denmark. A communication from the former Ministry for Immigration, Refugee and Integration Affairs in June 2011 also brought about a change in practice so Union citizens can no longer be rejected or deported due to insufficient funds for self-support.

Another group of homeless migrants consists of third country citizens who have residence permits for other EU countries. For this group the right to reside in Denmark as a tourist for three months out of a six-month period applies. As evidence of their residency, they must be able to produce a residency card from the country concerned in which the residence permit is issued. In the period in which homeless migrants with residence permits for other EU countries reside in Denmark, in contrast to Union citizens and Nordic country citizens, they are not allowed to freely take up employment just like that. This requires a work permit.

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11 EU: Belgium, Bulgaria, Cyprus, Denmark, Estonia, Finland, France, Greece, The Netherlands, Ireland, Italy, Lithuania, Luxembourg, Malta, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Great Britain, Sweden, The Czech Republic, Germany, Hungary and Austria. EEA: Iceland, Liechtenstein and Norway (+ Switzerland)
14 The East Agreement meant that for a transition period, there were requirements that employees from the new member states from Eastern Europe (Estonia, Lithuania, Latvia, Poland, Slovakia, Slovenia, The Czech Republic and Hungary) had to have a residence and work permit before they could commence work for a Danish employer.
15 Work in Denmark: http://jobcenter.workindenmark.dk/de-DK/1d6f3C%6dingle_1_Danmark/Ophold_og_adgang
The legislation is currently managed in a way that homeless migrants; EU/EEA citizens, citizens from Nordic countries or from countries outside of the EU, who do not have a Danish Central Persons Registration or who are not covered by the Social Services Act, cannot make use of homeless programmes that receive state support, including night cafés, shelters or care homes, just as according to the Health Act, they cannot receive medical treatment besides emergency treatment.

2.2. Categorising of different groups of homeless migrants

Homeless migrants can be split into different groups when it comes to the legal frameworks for their residency as well as in relation to their problems. In the following, we will place homeless migrants into two different categories: “Particularly vulnerable homeless migrants” and “Homeless migrant workers”. These categories are built on the migrants’ immediate problems. Finally, we will describe other groups of migrants who are likewise seen in the street environment under the category, “Other groups of homeless migrants”. These groups are described only because they are included under ETHOS’ definition of homelessness, but they will not be characterised further in the remaining part of the report.

2.2.1. Particularly vulnerable homeless migrants

We define particularly vulnerable homeless migrants as persons who have problems in addition to homelessness. The group of particularly vulnerable homeless migrants comprised approx. 40% of the users in Fonden projekt UDENFOR’s “Udeligger” project in 2011. The overall user group includes persons to whom Fonden projekt UDENFOR provides long-term specific work and persons who have just received a one-off benefit. The group of particularly vulnerable homeless migrants thus comprises a smaller part of the overall user group measured in relation to number. On the other hand, the group of particularly vulnerable homeless migrants comprises 100% of the user group to which Fonden projekt UDENFOR provides long-term specific work. In terms of time, this is the group that takes up most the time in Fonden projekt UDENFOR’s work and which we, consequently, have the best knowledge of.

Of the overall group of homeless migrants in Copenhagen, we assess that the group of particularly vulnerable homeless migrants comprises approx. 20%.

By far the majority of the particularly vulnerable homeless migrants come from EU countries. For this group, unemployment and poverty is not considered as the only reason for their homelessness. It is thought that other social and personal circumstances impact on their existence, including mental problems, alcohol abuse or a combination. In the group of particularly vulnerable homeless migrants from EU countries, persons from the new eastern and central European member countries are strongly represented, including especially migrants from Poland and the Baltic States. Likewise, a smaller group of migrants is seen from the original EU countries, including Italy, Germany, The Netherlands and the United Kingdom, just as a group of migrants from Scandinavia is seen. At the same time, a group of persons from other European countries is seen, including Russia and Ukraine. Under the group of particularly vulnerable

18 Cf. The Danish Aliens Act, Act no. 947 of 24/08/2011, Applicable, Chapter 1, Section 2b: https://www.retsinformation.dk/forms/r0710.aspx?id=138340
19 The Danish Immigration Service (3): http://www.nyidanmark.dk/da-dk/Ophold/arbejde/loenarbejde.htm
homeless migrants, we likewise place a smaller group of particularly vulnerable homeless migrants, who are third country citizens with residence permits for other EU countries. This is primarily men in the 30-50 year old age group, but also older persons are seen in this group. At the same time, it is apparent from Fonden projekt UDENFOR’s journals that women from the original EU countries are also seen in this group; women who are often around the age of 40.

2.2.1.1. Homeless migrants with diffuse psychological problems and/or abuse

The problems of particularly vulnerable homeless migrants vary. A large part of the vulnerable homeless migrants have diffuse psychological problems in the form of depression, anxiety, poor impulse management or PTSD-like symptoms, for example Ulysses syndrome. These are conditions that result in difficulties; for the individual and in relation to the surroundings. These conditions mesh into social and possible abuse problems and become enhanced. For others, abuse as opposed to psychological problems, is their primary problem. The conditions of particularly vulnerable homeless migrants, in all circumstances, is not relieved under the Social Services Act in Denmark, but invalidates the individual in relation to being a job seeker. This group is assessed as comprising the predominantly largest group of particularly vulnerable homeless migrants.

2.2.1.2. Homeless migrants with actual mental illness

A minor group of homeless persons, in the group of particularly vulnerable homeless migrants, has more complex psychological problems. Until now, these have predominantly been homeless migrants from the original western EU countries who have taken up residence in Copenhagen, but a few from Central and Eastern Europe and from Africa have also been seen. This group of particularly vulnerable homeless migrants are characterised by their severe delusions, hallucinations and by often separating themselves from others by their entire behaviour. They are controlled by completely other conditions than other migrants and their reasons for travelling around are thought to be without connection to anything objective and of understanding. The group of particularly vulnerable homeless immigrants with actual mental illness comprises quite a few persons. Their condition will predominantly be perceived as urgent and according to the law on health insurance for everyone, they can consequently receive treatment at a hospital.

2.2.2. Homeless migrant workers

We define homeless migrant workers as persons who, as a basis, have problems in addition to an immediate lack of housing. Fonden projekt UDENFOR’s journals show that 60% of the overall user group in the “Udeligger” project are homeless migrant workers. The proportion of homeless migrant workers in the overall group of homeless migrants we assume, however, to be greater than 60%. This is because that as a result of the organisation’s objective and regulations, Fonden projekt UDENFOR addresses the particularly vulnerable homeless immigrants on the street.

On the background of interview data and informal counts on the streets, we assess that about 80% of the overall group of homeless migrants consists of persons under the category, homeless migrant workers. However, according to section 1.4, it must be emphasised that the categorisation of homeless migrants as particularly vulnerable homeless migrants and homeless migrant workers is not definitive, but that homelessness can be seen in a continuum. Therefore, we estimate that a considerable part of this 80% is between the two extremes of the continuum.

Under the category, homeless migrant workers, different groups are seen: “Migrant workers from EU countries”, “Beggars, seasonal workers and bottle collectors” and “Migrant workers who are third country citizens”.

2.2.2.1. Migrant workers from EU countries

This group of homeless migrant workers consist, firstly, of Union citizens who have come to Copenhagen with the aim of finding permanent work and who therefore have the right to reside according to EU’s residency directive. These are persons who, led by unemployment, poverty or the prospect of higher wages, have come to Copenhagen. Fondens projekt UDENFOR’s street notes show that homeless migrant workers from EU countries are especially migrants from the post-communist countries, the new member countries after the EU expansion in 2004 and 2007, including in particular, from Romania, Lithuania, Poland and Bulgaria. A smaller group of persons from the original EU countries is seen. For example, in autumn 2011 a smaller group of Union citizens from Spain was seen by Fondens projekt UDENFOR as well as by individual interviewees who, because of the financial crisis, have gone to other countries to search for opportunities. This is about younger and often highly educated men and the assessment is that this concerns 3-5% of the overall group of homeless migrant workers. Since March 2011, the advice centre, Crossroads in Stockholm, has worked on informing and supporting migrant workers in relation to the labour market and through their work, the centre has conducted counts and has gathered knowledge about migrant workers. The counts from Crossroads in Stockholm shows that 5% (85 persons) of their users come from Spain. Among these, however, can be persons who come from third countries but have citizenship in Spain.

Fonden projekt UDENFOR’s journals show a picture of the group of homeless migrant workers from EU countries, which predominantly consists of men and most often men of working age between 30-50 years old. We assess that the group of migrant workers from EU countries comprises by far the largest part of homeless migrant workers.

2.2.2.2. Beggars, seasonal workers and bottle collectors

In this group we place homeless migrant workers who separate themselves from the above mentioned group by having another basis for movement. Beggars, seasonal workers and bottle collectors from EU countries are not, as a basis, migrants who want to stay in Denmark and get long-term work, but rather to be here for a shorter period as seasonal workers after which they return home or move on.

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22 Crossroads is an advice centre which is centrally located in Stockholm and which is financed by a cooperation between public and private organisations in Stockholm Statsmission, Salvation Army, city of Stockholm and employment service as well as EU’s social foundation. The centre addresses primarily migrant workers by offering, for example, help for job seeking, language tuition as well as action plans. http://stockholmcrossroads.se/

23 Presentation at the seminar, “EU Citizenship, Homelessness and EU Free Movement” February 2012, by Arto Moksunen, head of department, Crossroads, Stockholm
In this group, persons with Romany backgrounds often from Romania or Bulgaria are seen. Another demographic profile is seen in the group than with the group of migrant workers from EU countries. Firstly, because in the group of beggars, seasonal workers and bottle collectors from EU countries, not only men are seen, but also a few women. Secondly, the group of beggars, seasonal workers and bottle collectors from EU countries do not only consist of persons in the age group 30-50. Likewise, persons between 18 and 30 years of age and persons who are 60-years old or more are seen. The interviewees describe that only a few times have children been seen in this group. It is assumed that possible children will most often be left behind in the home country with family or neighbours instead of hiding in Copenhagen.

Large seasonal fluctuations are seen in the group and the majority of beggars, seasonal workers and bottle collectors are seen in the summer where the possibility of earning money doing these activities is the greatest. A regular ‘turnover’ is also seen in the group where new ones arrive and where others return to their home country for a period after which some return once again to Copenhagen.

2.2.2.3. Migrant workers from third countries

In this group we place homeless migrant workers who are third country citizens and have residence permits for other EU countries, in particular Spain and Italy. The basis for movement of this group is like the migrant workers from EU countries; to find permanent work. In particular for this group are migrant workers from western, central and eastern African countries including Ghana, Nigeria and Senegal as well as smaller groups from North African countries. Counts of the users of Crossroads in Stockholm in 2011 show that a little less than 20% of their users come from north African countries, half of which are from Morocco, while between 10 and 15% come from West, Central and East Africa. This group of migrant workers who are third country citizens, which the interviewees describe, consists exclusively of men similar to the group of migrant workers from EU countries. The age distribution is often between 25-50 and consequently men of working age. It is assessed that this group consists of up towards 10% of the group of migrant workers.

In 2011, Fonden projekt UDENFOR observed a minor number of persons from South American countries. We do not, however, have much knowledge of their basis for movement. For comparison, counts from Crossroads show that slightly less than 10% of the users come from South American countries, including Peru and Columbia.

2.2.3. Other groups of homeless migrants

The following groups are included given that they are part of ETHOS’ definition of homelessness. At the same time, the groups consist of persons other organisations meet in their work, but which we in our work only have very little contact with. The groups will not be specified in further detail in the remaining part of the report.
2.2.3.1. Pushers

In this group we place persons who are third country citizens and who live on selling drugs in the drug environment around Vesterbro. A smaller group of homeless migrants is seen in the drug environment consisting of third country citizens with residence permits for other EU countries. In contrast to previously described migrant workers who are third country citizens, pushers will often not live a life on the street or seek permanent employment. The interviewees assume that pushers sleep in a form of lodgings possibly arranged by backers. The interviewees describe the pushers as migrant workers who are sent to Copenhagen with the aim of selling drugs and not as migrants who are head-hunted from the Danish homeless environment. The description by the interviewees is also that, in line with the pushers moving about in the environment and having to handle an undesirable life, they can develop minor drug abuse.

2.2.3.2. Heavy drug abusers

Among the heavy drug abusers in the drug environment, there are persons who have another background than Danish; often persons with refugee or immigrant backgrounds. Interviewees describe that in the drug environment, persons with Danish citizenship are often seen. Likewise, it is assessed that among the heavy drug abusers in the environment, there is a smaller group of asylum seekers, rejected asylum seekers and asylum seekers from other Nordic countries who either live in asylum centres and take up residence in Copenhagen or live with acquaintances. The interviewees assess that among the heavy drug abusers, a group of persons is likewise seen comprising third country citizens and, due to earlier work or studies, have the right to reside in Copenhagen and who often live with acquaintances. The interviewees describe that in the drug environment, individual homeless migrants from EU countries or third country citizens with residence permits for EU countries are seen. An assessment report on café D²⁶, which has a large proportion of drug abusers around Vesterbro, shows that almost half of the users (42%) have another ethnic background than Danish. Of users with foreign origins, the majority have backgrounds in countries outside of the EU, especially Middle-Eastern or North African countries. Only 10% originate from other EU countries and these are often persons from eastern or southern European countries. At the same time, by far the majority of users (approx.90%) have citizenship in Denmark²⁷.

2.2.3.3. Prostitutes

Interviewees in low threshold programmes describe that in their work they meet a smaller group of female prostitutes. The female prostitutes who are seen in the street environment and who come from EU countries or who are third country citizens are distributed approximately so that half are Union citizens (especially from Romania) and half are third country citizens (especially from Nigeria).

The prostitutes are often women between the age of 18-45 and it is assessed that approx. 80% of these have children in their home country. Female prostitutes sleep with acquaintances and often have a large social network with whom they can stay. Moreover, some sleep at the clinics where they work for lack of

²⁶ Café D (formerly Café Dugnad) is a café for drug abusers and homeless people located at Halmtorvet in Vesterbro, Copenhagen.
other alternatives. The female prostitutes are generally assessed as persons who are not part of the drug environment as it is the case with Danish prostitutes. Their primary problems are thought to be poverty and the requirement to pay a possible backer and the prostitutes often have a desire to obtain serious work.  

### 2.3. Number of homeless migrants

With the premises and possibilities of this report, it will not be possible to state a precise estimate of how many homeless migrants are residing in Copenhagen. This applies to numbers recorded of who resides in Copenhagen on a random day or those numbers recorded over one year. However, it will be possible to give a serious estimate on how many migrants who, as a minimum, reside in Copenhagen on a random day and over one year. To arrive at this estimate, we will use figures from several sources. Firstly, the number of migrants who are registered with journals in Fonden projekt UDENFOR’s “Udeligger” project in 2011. Secondly, figures from interviews with employees and surveys with organisations who meet homeless migrants in their work. Thirdly, the figures stated in SFI’s mapping of homelessness 2011, which are the third in the sequence, but the first which explicitly describes homeless migrants under the heading “Homeless without permanent or legal residence”. Finally, we will compare these figures with figures from other north European cities to the extent there are accessible figures and we will assess the relevant city as otherwise comparable. Our estimate will cover the following groups: homeless migrant workers and particularly vulnerable homeless migrants. Hence, other groups of homeless migrants (Section 2.2.3) will not be included in our estimate. We will, however, refer to the fact that if these groups are included, the number of homeless migrants will be significantly higher.

SFI finds that 64% of the overall number of homeless persons without permanent or legal residence in Denmark is residing in Copenhagen. This corresponds to the fact that in week 6 in 2011 69 homeless persons without permanent or legal residency have resided in Copenhagen. SFI assesses the count of homeless without permanent or legal residency as more uncertain than the count of other groups. This is substantiated by homeless people without permanent or legal residency not being able to use public homeless programmes by which they are not registered here, just as they often do not possess CPR numbers, which is methodically used in the mapping to account for double-counts.

In winter 2010-2011, there were in total 180 beds in night cafés and emergency overnight accommodation programmes in the City of Copenhagen, which could potentially be used by homeless migrants. The experience of interviewees from practice is that 80% of the available beds were used by homeless migrants. To take into account double counts that can exist in relation to the persons who are already counted in SFI, 31 persons must be deducted. The assessment therefore is that on a random day in the survey period, about 113 homeless migrants made use of an overnight accommodation programme. Fonden projekt UDENFOR has held semi-systematic night counts in the months December to March 2011 and in addition, has worked regularly at night. In our night work we see a varying number of homeless migrants who sleep on the street; ordinarily 20-35 different persons. In some periods, especially in the

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28 Information requisitioned from Ea Elsbøll, social worker, Reden International, Copenhagen


summer, far more are seen. This is because there are generally more who sleep on the street and because emergency overnight accommodation programmes are closed in this period. On average, our counts show that as the absolute minimum, 25 homeless migrants sleep on the streets in Copenhagen on a random night. There may be a convergence of our night counts of street sleepers who are counted in SFI’s mapping. Since it is not possible to account for how many this concerns, we choose to downward adjust the total number of migrants sleeping in the streets to around 20 persons.

Our estimate on a minimum number of homeless migrants on a random day is built on the above mentioned figure and therefore, we conclude that at least 200 homeless migrants reside in Copenhagen on a random day and probably in periods during the summer, the figure is higher.

Our estimate on a number must be seen as an expression for that which can be termed as a stock statement. One count performed on a random day. To arrive at a minimum estimate on the number of homeless migrants over one year, a so-called flow statement, similar to SFI we choose to take the basis that 2.4 times as many homeless people who are counted on a random day over one year will find themselves in homelessness. Therefore, we conclude that a minimum of 500 homeless migrants reside in Copenhagen over one year. Pursuant to section 2.2.1, we estimate that approx. 20% of the total number of homeless migrants consists of particularly vulnerable homeless migrants. Consequently, minimum 100 persons over one year – and 40 persons on a random day – are in the group of particularly vulnerable homeless migrants. The remaining 80%, see section 2.2.2, are, according to our assessment, homeless migrant workers. Of these, by far the majority of migrants are between the two extremes in a continuum for homelessness between purely homeless migrant workers and purely particularly vulnerable homeless migrants.

In their homeless count of Danish homeless people, SFI assesses that there is an underestimate of between 10-20%. An underestimate must also be taken into account in our estimate. Since the group of homeless migrants is more difficult to gain an overview of, this underestimate is probably at a somewhat higher number. Therefore, the above mentioned estimate is built on the minimum number which consists of the number of persons who have been seen and systematically registered. For example, we must assume that it would be improbable that the group who sleeps on the street, which includes basements, vacant houses and empty factory buildings, is not larger. At Fonden projekt UDENFOR’s Mobile Café 33, we meet about 25-30 homeless migrants daily and other users of other eating facilities for homeless people. Figures from the former Immigration Service on the number of deported and rejected EU citizens due to lack of necessary funds show that on average, 150 persons per year in 2009 and 2010 have been deported and rejected as well as 60 persons between January and July 2011. At the same time, we estimate that there is likewise a larger group who has had contact with the municipality’s homeless unit and who have been helped to get home through the municipality. It has not been possible to obtain figures on this. Furthermore, it is probable that there are homeless migrants who Fonden projekt UDENFOR and other social workers at overnight accommodation programmes do not know about. This is because they stay in shared apartments, at boarding houses or similar and who therefore are homeless according to ETHOS’ definition, but who cannot be registered. In addition to the above mentioned groups, there is a group of

33 The Mobile Cafe is part of Fonden projekt UDENFOR. Through the Mobile Cafe basic care on the street is provided by distribution of food, clothing, practical help as well as contact and presence: http://www.udenfor.dk/dk/Menu/Menu+Mobile+Cafe%3a9
34 Figures received following enquiry to the Danish Immigration Service, formerly the Ministry of Refugee, Immigration and Integration Affairs, December 2011. The figures for 2011 only cover the period January – June 2011 when the practice was changed so union citizens can no longer be deported or rejected due to insufficient necessary funds.
homeless migrants who work as prostitutes. In 2011, more than 500 foreign women in total have been counted\textsuperscript{35}, who worked the streets or worked at a clinic. Of these, there can be a number of women who are homeless based on ETHOS’ definition given that they live without contract. Added to this is a number of undocumented migrants, including rejected asylum seekers.

Our estimate must be seen as an expression of an absolute minimum of the actual figure, which is also apparent when we compare this estimate with figures from other north European cities. We are aware that figures from other cities cannot be simply compared with our estimate. However, these figures can provide a rough estimate. The advice centre, Crossroads in Stockholm, discloses that during 2011 they have registered 1700 different persons from 87 different countries\textsuperscript{36}. This figure must be downgraded in order to compare with our estimate, given that they do not only see homeless migrants. Figures from London 2010/2011 show that almost 4,000 different persons, counted over a whole year, slept on the street, in abandoned buildings or similar. Of these, 22% were from new member countries in the EU; that is about 800 persons\textsuperscript{37}. This figure must be upgraded in order to be compared with our estimate given that persons who sleep at overnight accommodation programmes, in shared apartments without contract, etc. are included. At the same time, the figure only indicates something about the group of homeless migrants from the new member countries.

In Oslo, it is estimated that between 50-100 homeless migrants sleep on the street on a random night and that in one year, there are more than 700 different persons\textsuperscript{38}. Again, this figure must be upgraded to be compared with our estimate given that persons, who overnight in another way, including shared apartments without contract, are not included. Based on the above considerations, the knowledge Fonden projekt UDENFOR has of the number of homeless migrants in Copenhagen and with reservation for the homeless migrants we do not know about, we assess that the actual number of homeless migrants who reside in Copenhagen over one year, is between the number that is seen in Oslo (700 persons) and the number seen in Stockholm (1700 persons).

We conclude that on a random day minimum 200 homeless migrants reside in Copenhagen and over one year minimum 500 different homeless migrants. We simultaneously conclude, on the background of considerations about the homeless migrants we do not know about and figures from other north European cities, that the number of homeless migrants in Copenhagen is probably higher.

\textsuperscript{35} Information requisitioned from Ea Elsbøll, social worker, Reden International, Copenhagen. Reden International provides help to foreign prostitutes through a nationwide, 24-hour manned crisis centre for victims of women trafficking, outreach social work in the streets in Vesterbro in Copenhagen as well as the establishment and operation of a meeting place for foreign women in the prostitution environment: http://www.redeninternational.dk/

\textsuperscript{36} Information requisitioned from Arto Moksunen, head of department, Crossroads, Stockholm.


\textsuperscript{38} Information requisitioned from Frode Eick, health professional person in charge, Helsecentret, Kirkens Byhmisjon Oslo / Oslo Red Cross.
3. Characteristics of homeless migrants’ problems and needs

In this part of the report, our basis will be in a division of homeless migrants into two groups. Firstly, those migrants who can be characterised as particularly vulnerable homeless migrants who have problems besides homelessness. Secondly, those who are characterised as homeless migrant workers; if the basis for movement is about employment and poverty and if the situation is characterised by housing shortage.

3.1. Particularly vulnerable homeless migrants

3.1.1. Migration factors

It is important to make it clear that the push-pull factors the migrants describe as the background for their migration is about a push away in order to find work and better opportunities and not a pull towards Denmark as a welfare society. Often, it is an interplay of factors which have led to migration and therefore, this cannot be reduced to purely economic push-pull factors. For migrants, the explanation for migration to precisely Copenhagen can be found in the factor that to find a job here instead of the home country, is more financially attractive. Higher wages for similar employment in Copenhagen can, in this way, be a migration factor.

Together with a desire to find better opportunities and a job abroad, a flight away from the homeland due to divorce, family disputes, broken social network and/or a desire to “not be a burden for others” could be reasons for migration. Fonden projekt UDENFOR’s journals show that the particularly vulnerable homeless migrants, which the “Udeligger” project has knowledge of, often describe a past characterised by lack of abilities to adapt to the labour market in the home country. Their work backgrounds are characterised by many and short employment periods, just as alcohol abuse or mental problems early in life are part of the many particularly vulnerable homeless migrants’ backgrounds. Bad childhoods due to the loss of one or both parents in the migrants’ early childhood, alcohol abuse in the family, growing up in a children’s home or similar, furthermore describes circumstances that characterise the backgrounds of many particularly vulnerable homeless migrants. Another migration factor can be flight from criminal charges and prison sentences in the home country due to circumstances that stretch from financial gain criminality to inheritance disputes.

So it is often an interplay of factors, which together with lack of opportunities to be self-supporting and/or support the family in the home country that have led to migration. Most often, the particularly vulnerable homeless migrants who can be characterised as persons with more complex mental problems such as delusions and hallucinations have, on the other hand, travelled for other reasons. These are reasons, however, for which an objective explanation cannot be found.
3.1.2. Homelessness

There is often a connection between migration and homelessness for the migrants, understood in the way that they have initially experienced homelessness after their migration. Firstly, the explanation for this can be found in that the migrants are often not driven by poverty alone, but by the dream of a better life and higher wages. Secondly, it is relevant to point out that the social network has some influence on the conditions for the migrants’ earlier possibility to manage without ending on the street given that they have lived at home or with other family members. Those who have experienced homelessness in the home country will often find themselves in the group of migrants with actual mental illnesses. In this group, there are often persons who have lived a life on the streets for several years also in the home country, but often it is difficult to account for this group’s movements.

Where the interviewees often describe that the migrants have not been homeless in their home country, a division among the migrants is described as those who initially experienced homelessness in Copenhagen and those who brought along homelessness from other countries. Many particularly vulnerable homeless migrants have lived as homeless in other countries before arrival to Copenhagen. For many it appears in the way of a pattern of a life characterised by a ‘passers-by’ lifestyle 39, where the migrants drift around Europe controlled by the opportunities that present themselves. This ‘passers-by’ lifestyle for particularly vulnerable homeless migrants can mean that they no longer have contact to or have a social network and/or no longer have rights in their home country. This can contribute to an experience for particularly vulnerable homeless migrants that they no longer have a personal or legal affiliation with the home country.

The interviewees describe that among the migrants are persons who have been in Copenhagen for a longer period; for over one or several years. The same is evident in Fonden projekt UDENFOR’s journals. In this way, there is often a connection between social vulnerability and the length of the migrants sojourn on the streets. At the same time, the journals show that not all migrants have had permanent residence in Copenhagen but that in periods they have spent months or years in other countries, for example, because rumours or loose agreements on job opportunities in other countries have driven them to travel for a period. Fonden projekt UDENFOR has, moreover, seen examples of persons who have been sent home voluntarily or deported due to the lack of funds for self-support, but who after a longer or shorter period have returned 40.

3.1.3. Education and work

The educational background of the migrants varies. Persons who have higher education are seen among the migrants, just as persons without education and with minimal job experience are found. By far the majority of migrants in Copenhagen have a background in the construction industry, tradesmen industry, service industry, transport industry or similar.

39 See, for example, Mostowska, Magdalena (2010): Migration networks and homelessness. Pathways through rooflessness of Polish migrants in Oslo. University of Warsaw, Poland.
40 The same is shown in Kofoed’s Kælder’s evaluation of the project on Eastern European homeless people in Christensen, Louise and Marketa Kubickova (2011): Assessment report on Eastern European homeless people in Copenhagen. Kofoeds School.
Persons are seen among the migrants who before the journey to Copenhagen have been promised work. However, upon arrival many have not been offered employment. This could be because the migrants’ dream of finding better opportunities have drifted them to Copenhagen on the basis of a loose agreement and not an actual job offer. All things being equal, by far the majority of particularly vulnerable homeless migrants describe that despite their problems, they have a desire to find work.

The dream of a CPR number likewise exists for many of the migrants and getting a health insurance card is thought to be connected to high status. This is seen among migrants who have previously had work in Denmark and who therefore possess a CPR number. Where having a CPR number is of great importance to the individual, it is not synonymous with the fact that those who have previously had employment and thus have the right to, e.g. social security get it. Many migrants do not know about or check their rights and welfare options in Denmark. In this connection, it is also relevant to point out that among the migrants persons are seen who have previously worked in other countries and who have unclear circumstances in connection with previous jobs and insufficient payment of wages in these countries. These examples indicate something pivotal about the basis on which migrants travel, i.e. that they often do not know about welfare options and that the dream of a CPR number therefore cannot be perceived as a desire to get welfare benefits. At the same time, it says something about their problems. Maneuvering around the Danish system can be experienced as difficult and bureaucratic and particularly vulnerable homeless migrants can, without the correct guidance and support due to their limited language skills, knowledge of the system and, not least, their social problems, have difficulty taking action in the system. Particularly vulnerable homeless migrants can also, as a result of aberrant anti-social behaviour or high alcohol consumption, have difficulty in living up to the expectations that exist for qualifications, starting times or social conventions at the individual workplace.

3.1.4. Language

The language barrier in the meeting with migrants is a problem that is described by several interviewees. Fonden projekt UDENFOR’s journals show that approx. 60% of the total user groups can communicate in English. On the other hand, only 9% communicate in Danish/Scandinavian, while 13% can speak German. Fonden projekt UDENFOR’s journals show furthermore that 18% of the users have their national language as the preferred language. This is a language that is neither English, German nor Danish/Scandinavian. The relatively high number of migrants who can communicate in English, German or other can be connected to their often travelling around in other countries for longer periods and working in other countries. It can likewise have a demographic explanation given that among the particularly vulnerable homeless migrants, migrants from western countries are often seen by which their language skills must be assumed as being better. The interviewees describe that it is often the Romanian and Bulgarian-speaking migrants who are the most difficult to communicate with given that they often only speak their national language. Persons are likewise seen among the migrants who speak other “major” languages.
such as Italian, Spanish and French because often they have worked in these countries or because they come from, e.g. a former French or Spanish colony. The few who can speak intelligible Danish/Scandinavian will often be persons who have worked and lived in Denmark or who come from other Scandinavian countries.

3.1.5. **Survival and self-support**

Particularly vulnerable homeless migrants often have difficulty covering their basic needs, including obtaining food and a place to sleep. Therefore, a large part of particularly vulnerable homeless migrants is also seen sleeping outside. Particularly vulnerable homeless migrants use private low threshold programmes to a smaller extent as a survival strategy. This can be because they feel insecure in the tough and competitive environment that can exist in these places since as a result of their alcohol consumption they become aggressive and can end up being quarantined or that they cannot cope being indoors and/or close to other people.

Many particularly vulnerable homeless migrants use bottle collecting as a means to achieving the resources they need. Begging is seen among the substance abuser migrants, often in a hidden form where they stop people on the streets to ask for money. Several of the substance abuser migrants likewise earn a little money by, for example, cheating with the registration of bottles in the bottle refund machines.

Petty theft is likewise seen among the migrants. Significant resources are often not acquired in this way, but for instance, stealing a bottle of wine or a packet of bread in the supermarket. A smaller group of particularly vulnerable homeless migrants feed themselves by selling “Hus Forbi”. Since being a “Hus Forbi” sales person requires a CPR number, only a few of the migrants have this possibility. Fonden projekt UDENFOR has likewise knowledge of a few persons who have gained employment in the homeless environment or through our partners, either of a voluntary or paid character.

3.1.6. **Health and de-route**

The general description by the interviewees who know the group of homeless migrants, is that the migrants, as a basis, arrive with the same problems and have the same healthcare needs as the rest of the population. This concerns toothache, infections, pain in the musculoskeletal system, pain due to a fall, but also more serious illnesses such as blood clots. It is assumed however, that because of their possibility of getting treatment is less than the possibilities for the normal population, the migrants will often go untreated for longer periods.

In line with the length of their living on the street, migrants can be at risk of living through a de-route, which can be connected to their life on the street and being stuck in the homeless environment. The interviewees find that among particularly vulnerable homeless migrants, a de-route can occur due to

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41 In line with the positions that are seen with traditional homeless people, various types of homeless people are seen in particularly vulnerable homeless migrants, who because of their problems cannot use existing programmes. See Flyverbom, Anna Lilje, Carina Wedell Andersen and Laura Helene Højning, 2008: Analysis of homeless programmes in Copenhagen. Prepared by Kuben Byfornyelse Danmark.
increasing resignation by not being able to find work and sending money home to the family who are dependent on or expect to receive money. For many this can lead to contiguous problems. Because many migrants think their situation is exclusively on a downward track.

This is described by interviewees in low threshold healthcare programmes, that when particularly vulnerable homeless migrants turn to these programmes, it is not only for the health care, but a just as important reason is the desire to speak with someone and look for solicitude instead of treatment. This can be interpreted as an expression of the loneliness and exposure that can be connected to a life on the street.

Frequently, an increased alcohol consumption is seen with particularly vulnerable homeless migrants who have been in the homeless environment for a longer period. At the same time, a smaller proportion is seen who also have a misuse of benzodiazepine – various mind-numbing and anxiety calming preparations. Fonden projekt UDENFOR’s journals show that in the majority of cases where Fonden projekt UDENFOR’s street-level workers have helped users to get into contact with the health authorities have, most often, been for referrals related to alcohol. This is about help for direct alcohol-related problems such as stomach pumping and detoxification, just as it can be about indirect alcohol problems such as fall injuries, fights in intoxicated condition, chronic liver damage or similar.

For the substance abusing migrants, the de-route will often show itself by their alcohol misuse becoming worse and leading to more complications. For example, migrants go from having periods where they keep their alcohol consumption down because they have gained temporary employment, to being in a life where they have not had actual work for several years. During this period they have, on the other hand, gradually built up an alcohol intake that stretches over the whole day and where a few hours without alcohol can lead to withdrawal symptoms. Increased alcohol consumption makes it even more difficult to support oneself and to send money home and particularly vulnerable homeless migrants can, to a higher degree, get stuck in a life where it is a matter of managing here and now.

In the understanding of the migrants’ health condition, culture is a key aspect. For example, there is believed to be a connection between the use of a stimulant and what is culturally accepted. For a few particularly vulnerable homeless migrants who are third country citizens, using crack or hash is seen more often than alcohol consumption. On the other hand, in Europe and in particular in the eastern part, alcohol is believed to be more culturally acceptable as opposed to narcotics. Narcotics, however, are believed to be taboo but in The Netherlands and England, among others, an increase in heroin and cocaine abuse is seen among young Eastern European men. This is a tendency that can also be assumed to come to Copenhagen. Of the particularly vulnerable homeless migrants for whom Fonden projekt UDENFOR has journals or knows about, it is apparent that only a few have taken narcotics and that they have all been inexperienced in relation to taking drugs. Among our users, Fonden projekt UDENFOR has also experienced a single death in 2011 as a result of a combination of alcohol and drugs and because of

the fact that the person did not know about drugs and their effect. With the group of particularly vulnerable homeless migrants with an actual mental illness, substance abuse is rarely seen. However, this group will often go untreated for their complex mental problems for many years and their condition will consequently often only become worse. Without treatment other problems will also be encountered, e.g. malnourishment and physical illnesses. It can be seen in a few cases that migrants with actual mental problems have been released from psychiatric and somatic treatment without follow-up work here or in the home country, hence they are left as homeless without follow-up and without continued treatment for their illness.

3.1.7. Culture on the street

Particularly vulnerable homeless migrants often have a limited or no social network outside of the homeless environment. Particularly vulnerable homeless migrants will often have relationships internally in the environment in the form of alcohol fellowship. The alcohol fellowship can be of great importance to particularly vulnerable homeless migrants given that they often do not have other networks besides the environment and because the fellowship is also a contributing survival strategy. The fellowship is often built up around the distribution of resources internally, especially in the form of alcohol. The fragile network for the particularly vulnerable homeless migrants means that it is difficult to be a part of this community if you do not drink. At the same time, the environment on the street is also described, however, as being characterised by competition and internal disputes due to jealousy or misunderstandings, which in some cases also leads to violence in the group.

Due to their problems, particularly vulnerable homeless migrants are often especially exposed on the street when it comes to violence, assault and theft. Fonden projekt UDENFOR’s street notes and journals show that one of the services that is most frequently provided in our street-level work is assistance to acquire passports and papers for migrants who have lost these. Either because they have thrown them away while under the influence, or because the documents have been stolen by others in the environment.

3.2. Homeless migrant workers

3.2.1. Migration factors

The interviewees describe homeless migrant workers as persons who are driven by the idea about being able to find better opportunities abroad. For homeless migrant workers, economic push-pull factors are important to their choice of migration. For some, migration is a matter of an actual push away from poverty. This applies especially to large groups of homeless migrant workers from Romania. For some, migration is about wanting to be able to support the family in the home country here and now. This is seen especially among beggars, seasonal workers and bottle collectors who often do not have a desire for
long-term employment in Copenhagen, but are here for shorter periods after which they return home or travel further for a period. For some, migration is a matter of finding long-term employment and a future with work and family here. This applies especially to homeless migrant workers who are third country citizens, who in their search for a future here also have a dream of finding a Danish wife. For many homeless migrant workers, it can also be assumed that all three push factors have been of importance to their choice to migrate.

By far the majority of migrants do not know the Danish welfare system. However, it is described that migrants have travelled to Copenhagen because they have heard about the possibility of finding a good job. Stories about Denmark as a country with low unemployment has been of importance to the migrants’ choice of precisely Copenhagen as their destination. The migrants have heard these stories in the media in their home country or their country of residence. Others have heard about Copenhagen as a good place to live and work from acquaintances or ‘pioneers’ who have either personally had success in finding a life in Denmark or who have heard of someone who has.

3.2.2. Education and work

The education and work qualifications of homeless migrant workers vary, as is the case for the particularly vulnerable homeless migrants. Registrations from Crossroads in Stockholm show for comparison, that by far the majority migrant workers there have an education. 70% have vocational training, most of them as construction workers, carpenters or mechanics. However, 15% do not have anything other than the equivalent of primary and secondary school education, while the last 15% have a university degree. Most often these are migrant workers within the practical professions and it will often be within these professions that homeless migrant workers in Copenhagen will look for employment.

In job application situations, homeless migrant workers meet a number of barriers including language barriers and the requirement to be able to speak Danish, insufficient qualifications, lack of certificates from home or translated certificates and ignorance about the demands that are put on job seekers in Denmark. The moment the migrants possibly find work, a number of barriers come up associated with registration and payment of wages. Getting wages paid means that you need a bank account in Denmark, which can only be obtained by showing a Danish health insurance card. To get a health insurance card, you have to be registered as an employee at the state administration by producing wage slips for three months’ work together with the employment contract. Since the migrants cannot have their wages paid, they cannot produce wage slips. To get a health insurance card, you have to have an address registered with the National Register of Persons. But since the migrants cannot have their wages paid into a bank account, neither can they rent a place where they can get an address. Such bureaucratic circular argument can make the migrants’ possibility of performing a possible job difficult.

Those who do not find actual work can, in the hope of nonetheless finding work, be especially exposed in

43 Presentation at the seminar, “EU Citizenship, Homelessness and EU Free Movement” February 2012, by Arto Moksunen, head of department, Crossroads, Stockholm
relation to being exploited on the Danish labour market in the form of cash-in-hand work, no payment of wages or unreasonable conditions. The desire to find work can mean that they put up with a lot, just as their previous work experience from other countries on wages and employment conditions can make it appear attractive to work under terms which Denmark does not normally offer employees.

For homeless migrant workers who are third country citizens, there are also barriers associated to their possibility of beginning to work even though they have found a job. Migrants who are third country citizens cannot, like migrants who are EU citizens, work without a work permit. This is one thing migrants do not often know about given that they do not get or look for individual guidance and information about their possibilities and rights at job centres, for example.

3.2.3. Survival and support

Problems in finding cheap accommodation means that many homeless migrant workers live a life on the street. However, this can complicate their possibilities of finding work. Over time, being part of the homeless environment can make it difficult to maintain an appearance as attractive labour and a motivation and belief that a job can be found. The shame of one’s life and not being able to send money home can result in homeless migrant workers being particularly vulnerable to developing complex social problems. The description by interviewees is that the fact that the migrants having access to bathing facilities and second-hand clothing through social programmes is an extremely important survival strategy for homeless migrant workers. Through their outer appearance, homeless migrant workers can try to hide their alternative life by being nicely attired in clean clothes and in so doing separate themselves from an identity as homeless, but rather appear as attractive labour\(^4\). Having the possibility to bath and to have clean clothes can contribute to migrant workers retaining their dignity and appearing clean and neat can be essential for homeless migrant workers to actually find employment. At the same time, the access to overnight accommodation is important to being able to perform a job.

As a survival strategy, homeless migrant workers use private low threshold programmes in the homeless environment in order to get food, medical and health services as well as overnight accommodation. The interviewees describe that often a distribution of different groups is seen in the various programmes. This distribution occurs naturally in the user group according to nationality and ethnicity. For example, homeless programmes that are found in the same street environment often have different users distributed according to nationality. Some programmes, for example, have a large group of Romanian homeless migrant workers while others experience having a large group of homeless migrant workers who are third country citizens. However, this also varies in periods when new groups appear. In this way, homeless migrant workers operate around in the homeless environment by passing information on to each other. There appears to be solidarity internally in the various groups of homeless migrant workers. In so doing, many homeless migrant workers have strong social internal networks and they often also have

\(^4\) This is described by Kastanje, Maj and Jeanett Schmidt, Henrik Nielsen and Kristine Juul, 2012: Til bunds i metropolen – hjemløse udlændinge i København, (To the bottom of the metropolis – homeless foreigners in Copenhagen) in Andersen, John and Marlene Freudendal-Pedersen, Lasse Kofoed and Jonas Larsen (ed.) (2012): Byen i bevægelse - Mobilitet, politik, performativitet (The city on the move – Mobility, policy, performativity) Roskilde University’s Publishing House
acquaintances besides the homeless environment. Culture among the migrants and insufficient knowledge of the Danish welfare culture is of importance to the migrants’ appearance in the public domain and in the individual social programmes. This is the result of migrants not knowing the rules of the game that exist in the social welfare system. For example, with some migrants ‘hoarding behaviour’ is seen of food, clothing or similar, which can seem offensive in relation to the Danish culture. Such behaviour can originate in the factor that they do not understand how we normally distribute equally, that in the shelter, for example, there is enough food for everyone and that you cannot take everything for yourself just because you are at the front of the queue.

Homeless migrant workers will often be caught between the expectation of having to send money home while having a hope of finding long-term employment. Like the particularly vulnerable homeless migrants, many homeless migrant workers support themselves with bottle collecting. Begging in various forms as well as petty theft of bicycles, telephones, etc., which are resold in the homeless environment is likewise seen among homeless migrant workers. The interviewees also describe how collected metal can be sold for money, which is a survival method used by some homeless migrant workers.

Having to survive on the street, send money home here and now, and plan long-term strategies to find work does not always harmonise with each other. The migrants must use homeless programmes in order to cover their daily needs and, for example, they have to collect bottles at night to be able to send money home. This does not harmonise with the fact that in order to gain employment in the long term, they have to do other time-demanding activities such as apply for jobs, get language tuition or similar. Fonden projekt UDENFOR’s experience is that the longer the migrants find themselves in this precarious position, the greater the risk of ending in the group of particularly vulnerable homeless migrants.

3.3. Needs of homeless migrants

In the prior section, we have characterised a number of problems of the group of homeless migrants. With the basis in these problems, in the following section we will characterise which needs we have found with homeless migrants split into the groups; particularly vulnerable homeless migrants and homeless migrant workers.

3.3.1. Particularly vulnerable homeless migrants

Particularly vulnerable homeless migrants have a number of complex social problems associated to alcohol abuse and mental illness. In order to accommodate the migrants’ individual problems, it is therefore essential that they are met by coordinated and professional work, instead of temporary ad hoc solutions depending on private organisations as well as emergency funds.
It is often an interplay of factors that have led to the migration of particularly vulnerable migrants including shortage of job opportunities, family disputes, broken social networks, etc. These circumstances, together with the shame of having to “be a burden on others” and the experience of no longer having a personal or legal affiliation to the home country can keep particularly vulnerable homeless migrants from returning home. Furthermore, mental illness can lead to particularly vulnerable homeless migrants not wanting to return home. In order to ensure a successful return home, particularly vulnerable homeless migrants have a need for social work in addition to the financial support for a ticket.

Particularly vulnerable homeless migrants often describe a desire to find work. Lack of qualifications and the ability to live up to the expectations of starting times and codes of conduct as a result of deviant anti-social behaviour or a high alcohol consumption can make the opportunities for particularly vulnerable homeless migrants to find work difficult. Persons among migrants are seen who have previously worked in Denmark for shorter or longer periods and who therefore have a right to social benefits. However, the migrants often do not know about or look for their rights and welfare options in Denmark. Therefore, the migrants need support and guidance in relation to both finding work as well as getting the welfare benefits they perhaps have a right to.

The homeless environment is often difficult for particularly vulnerable homeless migrants to navigate in and they are often the victims of theft. Therefore, they need a safe place to store their personal property. A connection between the length of the stay on the street and social exposure is seen with homeless migrants. For those who have been here for the longest time, another illness picture as well as increased social problems is seen. Particularly vulnerable homeless migrants often have a limited or no social network outside of the homeless environment due to alcohol abuse and mental illness. These complex social problems mean that they often have difficulty covering their basic needs. Consequently, they have a need for basic help such as food, medical and health services and overnight accommodation. These problems also mean that they have difficulty using the private low threshold programmes to which they have access. Particularly vulnerable homeless migrants, therefore, have a need to be met by work on the street and through existing homeless programmes, which aim at building bridges to health programmes, accommodation programmes, etc. as well as to their home country.

In addition to the elementary health needs, particularly vulnerable homeless migrants also have a number of other needs due to their aberrant lifestyle, including a need to be met by solicitude and support that stretches beyond the basic help. In future, coordinated and professional work, they need a relation-oriented effort where they are met on the street as well as through existing homeless programmes. Under a coordinated effort, particularly vulnerable homeless migrants with severe health programmes will also need not just emergency treatment but release to another type of programme instead of release to the street if an improvement in the situation is to happen.
3.3.2. Homeless migrant workers

Homeless migrant workers are described as persons who have migrated due to financial push-pull factors, the dream of being able to support the family here and now and/or finding long-term employment. Denmark is chosen because of our relatively low unemployment or other people’s stories about Copenhagen as a good place to find work. To counteract a de-route of the migrants there is a need for fast clarification of their problems upon arrival to Denmark. Homeless migrant workers’ problems are linked to poverty, unemployment and they need fast clarification in relation to the opportunities on the Danish labour market. Advice in relation to the labour market, including applying for jobs as well as work to break down language barriers between the migrants, and a system with interpreters and teaching is important for the migrants to be able to find work. Advice in relation to registration, including applying for a CPR number is also important for the migrants in those cases where they find work and can also perform this work. Furthermore, the migrants need to have access to basic help including bathing facilities, laundry, etc. so they have a real possibility of finding work. Access to cheap overnight accommodation away from the established homeless environment and where there is calm and quiet to plan long-term strategies, sleep during the day so they can work at night, etc., is likewise important so that homeless migrant workers have a real possibility of being able to find work and consequently prevent a possible de-route.
4. Conclusion

This report has been prepared by Fonden projekt UDENFOR on the basis of our experiences from practice, interviews with employees in the relevant organisations and is financed by City of Copenhagen’s Social Committee. In the report we have described the group of homeless migrants in Copenhagen; the legal frameworks for their residency and an estimate of the number of homeless migrants in Copenhagen on a random day and observed over one year. We have, furthermore, categorised various groups of homeless migrants on the background of their problems, nationality and ethnicity. These categorisations have led to a characteristic of the problems that are seen with two groups of homeless migrants; particularly vulnerable homeless migrants and homeless migrant workers, including their migration factors, education and work backgrounds, health, etc. On the basis of these problems we have also characterised the various needs we find with these two groups.

The migrants’ problems and needs form the basis for our proposals for measures for homeless migrants in part two of the report, which can contribute to qualifying the future work.
5. Literature list - part 1

5.1. Surveys and texts


Tilia, Gitte and Gordon Vincenti, 2004: Boligløs eller hjemløs? (Without a home or homeless?) Om etniske minoriteter på § 94-boformer for hjemløse i København (About ethnic minorities on Section 94 forms of housing for homeless people in Copenhagen). Copenhagen: VFC Socially Marginalised.
5.2. Legislation


The Danish Immigration Service (3): http://www.nyidanmark.dk/da-dk/Ophold/arbejde/loenarbejde.htm

The Danish Aliens Act, Act no. 947 of 24/08/2011, Applicable, Chapter 1, Section 2b: https://www.retsinformation.dk/forms/r0710.aspx?id=138340

Work in Denmark: http://jobcenter.workindenmark.dk/da-DK/Udl%C3%A6ndinge_i_Danmark/Ophold_og_adgang

5.3. Websites

Crossroads, Stockholm: http://stockholmcrossroads.se/

FEANTSA: www.feantsa.org

Fonden projekt UDENFOR: www.udenfor.dk

Fonden projekt UDENFOR’s “Udeligger” project: http://www.udenfor.dk/dk/Menu/Udeliggerprojektet

Fonden projekt UDENFOR, The Mobile Café: http://www.udenfor.dk/dk/Menu/Den+Mobile+Café%3a9

Reden International: http://www.redeninternational.dk/
Appendix 1: Four cases from practice

MARIK FROM POLAND

Marik is a 39-year old Polish man who has lived on the streets in Copenhagen for almost four years. Marik has grown up in a suburb of Krakow and lived with his father, mother and a half-brother. Through Marik’s childhood, his father had heavy alcohol consumption and Marik has also been a steady drinker since he was about 14-years old. Marik has tried several times to complete an education programme as a building engineer, but he has never succeeded in finishing his education. Marik has had numerous jobs both in his home country and abroad. For example, he has worked as a self-taught paver, painter and bartender. Marik has never been married, but at one point he had a relationship with his mother’s girlfriend and from that relationship he has a son of around 20-years old. Marik has not seen his son since the child was 10-years old. At that time, Marik left Poland to travel to England to work. The main reason for choosing that time to travel was that Marik had a dispute with his family when his father chose to hand-over his entire carpenter business to the brother, while Marik got nothing. This led to Marik having a vehement discussion that ended in a violent clash with his brother, who later filed a court case against Marik.

After six years in England with a total of three years on the labour market, Marik had built up an alcohol abuse which has meant that he often cannot attend to a job for a longer period than a few months at a time. He decided to travel to Germany where he had heard that they needed labour within the industrial sector. Therefore, Marik travelled to Hamburg four years ago. Marik arrived at the Central Station in Hamburg and after a few days he met another Polish man who told him that he had connections in Copenhagen. Connections that could get them work. Marik and the other Polish man collected bottles the whole night in order to purchase two train tickets to Copenhagen.

However, it soon proved that there were no jobs for them upon arrival to Copenhagen. Marik slept on the street for the first night in Copenhagen and after a short while he met a street-level worker from Fonden projekt UDENFOR who helps him find overnight accommodation at an emergency overnight accommodation programme. After two days, Marik is quarantined since he in connection with his alcohol intake has become violent towards one of the other users. Marik then again slept on the street and made himself comfortable in a parking basement where he slept together with a Polish man. Shortly after his arrival to Copenhagen and while under the influence, Marik falls in the street and severely hits his head. The fall means that Marik loses his short-term memory and no longer feels that he can perform a job. Despite this, he still has a dream of being able to support himself. Therefore, he lives on collecting bottles.

Marik drinks every day and goes in and out of the casualty ward because he is in very poor physical condition. The doctors tell him that there are indications that his liver is about to stop functioning. For the past two years, Fonden projekt UDENFOR has helped Marik to and from emergency admissions several times. Within the same period, Marik has been admitted up to twenty times for everything between emergency detoxification to month-long emergency admissions due to his liver damage. After the second hospital admission, Marik is put in a taxi which takes him to a bus going to Poland so he can go home for rehabilitation. Marik, however, does not want to return home since he has big problems with the family and also does not have the financial scope to pay for rehabilitation in Poland. Therefore, he does not board the bus, but returns to the Copenhagen streets. In those instances where Marik’s health has been critical after release, a street-level worker from Fonden projekt UDENFOR tried to help Marik get a temporary bed where there were some conditions that made restitution possible and helped him to follow his post-treatment in the form of purchasing and taking medicine.

Marik is aware that he cannot continue drinking in the way he is currently doing. Despite Marik having several emergency admissions as well as detoxification, he cannot refrain from drinking from the moment he returns to the streets. Marik has no contact with his family in his home country and he also has no plans to return home given that he will perhaps be taken to court by his brother. Marik has an old friend in Krakow from whom he receives emails now and again, but generally he finds he does not have anyone or anything to return to. To him, Copenhagen has become his home.
ERIC FROM BELGIUM

Eric is a 47-year old man from Belgium who has lived in Denmark for about seven years. Eric lost both his parents when he was a teenager; both died from illnesses. Since he was 13, Eric lived with his only sister who is somewhat older than him. Eric lived with his sister until he got a university degree in philosophy twenty years ago. Shortly afterwards he was thrown out of his sister’s house with the message that he must go on his own. Eric then travelled to Switzerland where he found a job and worked in a kitchen for two years. Later, he travelled to Italy, France and Germany to work and his life became characterised by working for periods and living in an apartment and during other periods, living on the streets. In the same way, Eric has travelled around for the past twenty years and almost seven years ago he came to Denmark. Eric’s first encounter with a street-level worker from Fonden projekt UDENFOR was five years ago. At one point he lived on the streets and made a living cycling around and collecting bottles. He is polite and a little shy in his appearance.

After several meetings with the street-level worker, Eric explains that he would very much like to find a job, but that he has problems finding his way around the Danish system. The street-level worker helped Eric to find work in a cleaning company just like he is assisted in finding a room. Three months later, the street-level worker meets Eric who tells that he longer has a job. He explains that he was fired because the boss was displeased with him. Fonden projekt UDENFOR’s street-level worker called the old boss who explained that Eric had not been fired but that one day Eric just left and has not returned since. Eric subsequently seems very depressed and tells the street-level worker that he feels that everyone is against him. In the subsequent period, he begins to drink a lot, which he normally does not do. After a few months, Eric is thrown out of his room since he has not paid rent and he ends up on the street again. In the following month, Fonden projekt UDENFOR’s street-level worker cannot get into contact with Eric, but suddenly one day he calls and asks for help to get a new passport and new documents since he has lost all his possessions.

The street-level worker helps Eric to get new documents and Eric also asks for help to find a new job. The street-level worker succeeds in finding a job for Eric through a recruitment company that finds jobs for persons with special needs. Eric also gets an apartment. After six months, Eric tells that he is not happy at his new workplace because the others are against him and he tells he wants to stop. The street-level worker advises him to continue, but Erik has decided not to go to work anymore and is therefore fired. Fonden projekt UDENFOR helps Eric to apply for cash benefits, to which he is entitled since he has had a job. Eric is given cash benefits, but after a year the municipality assesses that Eric no longer has the right to cash benefits and that he has exceeded his legal residency and must leave Denmark.

While Eric waits to be deported, he has a mental breakdown. Fonden projekt UDENFOR consequently helps Eric to get contact with a psychiatrist with whom he has a shorter treatment period. Eric receives an answer to his case and is told that he must leave Denmark and is sent home. Eric is sent home on a Thursday in December 2011 and come Saturday, he is back in Denmark again. He does not want to be in his home country, but is determined to remain in Denmark, which he considers his home. However, he no longer has his apartment and must therefore live on the street. Eric is given help to acquire a bicycle and a bicycle cart so he can collect bottles and find a permanent place for overnight accommodation by Nørreport Station. When the street-level worker meets Eric after one month, Eric tells that he is pleased with his new residence. However, he is upset that he has again lost all his possessions, including his passport and his documents since they were stolen again. The street-level worker helps Eric to acquire new documents and Fonden projekt UDENFOR pays so he can lock his possessions in a luggage box at the main station.

The four cases are based on concrete street journals but are made anonymous so that there will be changes in relation to names, nationality, age and personal information.
PETRA FROM…?

Petra is a 45-year old woman who speaks German and English. Petra stays around Copenhagen Main Station where she sits on the same bench every day and reads free newspapers. However, she often holds them upside down. Petra has also been seen, several times, sleeping at night on the bench in Ørsteds Park. Petra constantly carries a large bag. This is also the case when she stays around the main station or goes around the lakes, which she often does in the mornings. Petra is eye-catching in her attire in such a way that she often appears incorrectly dressed in relation to the weather. For example, she goes around in a large down jacket, but a scarf that almost hides her face and with large gloves, even though it is 25 degrees Celsius. A street-level worker from Fonden projekt UDENFOR repeatedly makes contact with Petra in April 2011. She seems nervous and chaotic and will not speak with the street-level worker. After a week of the street-level worker introducing herself to Petra every day, she asks if she may talk to her and is finally allowed. The street-level worker then regularly meets with Petra to create a relationship and Petra always has a lot to tell at their meetings. She tells that she has been in Copenhagen for several years and came here from her home in Switzerland to hide from her family. She often tells that her family is out to kill her and is conspiring with all taxi drivers in the city who are looking for her and chasing her around the city to kill her or just irritate her. She also tells that she is afraid that her hands will fall off because they are very sore and red and that is why she needs to wear gloves. Petra is certain that this is because she has been poisoned. The street-level worker is allowed to see her hands, which are almost without skin and she is willing to let a doctor take a look at them. The doctor does not believe that her condition is due to poisoning, but that the sore and red hands can be a result of excess use of soap and the fact that she washes her hands too much.

The street-level worker is also worried about Petra’s reaction to her surroundings given that she becomes verbally aggressive if people come too close to her and she often shouts at other people. In July 2011, Fonden projekt UDENFOR’s street-level worker gets a psychiatrist to evaluate Petra and she is committed to a psychiatric ward where she receives psychological diagnosing. Upon admission it becomes apparent that Petra does not have any documentation on her identity and therefore, it is difficult to find information about her and her basis for residency. She explains that she is from Switzerland, but does not provide any information that can confirm this. After three months’ at both the closed and open psychiatric ward, the hospital no longer assess that Petra needs to be admitted again and the Swiss embassy cannot confirm her nationality, they choose to release Petra. Since she has nowhere else to go, this means that Petra is released to the streets. Without having consulted Fonden projekt UDENFOR, the hospital chooses to note the street-level worker as Petra’s contact person when she was released. This means that Fonden projekt UDENFOR’s street-level worker is thus given the responsibility that Petra gets her medicine once every month through the district psychiatric centre. To prevent Petra from ending on the streets again, Fonden projekt UDENFOR contacts a women’s shelter which agrees to accept Petra even though they do not know her basis for residency.

Petra is pleased to live in the new place and she also tells that she would like to go home to Germany soon. The street-level worker asks more questions about this and Petra discloses her full name and that she really comes from Germany. The street-level worker then contacts the German embassy, which will not pay for Petra’s journey home but instead, refers to an agreement between Denmark and Germany which according to the German embassy means that it is Denmark’s obligation to pay for the journey home. For the first time, Petra is keen on going home to her home country and Fonden projekt UDENFOR assesses that she should go home as soon as possible. A journey home through the public system can take a long
time, which means that she can only receive help to travel home if this means admission to a psychiatric ward again. Fearful of further commitment worsening her situation, Fonden projekt UDENFOR decides to help her to get home. Consequently, the street-level worker finds a place for her at a private and church-financed shelter in South Germany where she comes from. This programme offers to accept her for free and immediately, and help her apply for sick benefits in her home country and to ensure that she gets her medicine. In November 2011 Petra travels home – accompanied by and paid for by Fonden projekt UDENFOR.
**MANUEL FROM NIGERIA**

Manuel is a 34-year-old Nigerian man with a permanent residence permit for Spain. Manuel comes from a small town and has grown up with his mother and three sisters. Since Manuel was a young boy, his father has worked in Spain on a wharf. His father, however, died in an accident when Manuel was 17. When Manuel turned 21, it was decided that he should go to Europe to work. Manuel’s uncle lives in France and he gets Manuel to France with the intention to work for him. However, the uncle does not have any work for Manuel and since Manuel does not succeed in finding work in France, he decides to go to Spain to try his luck there. He ends up in Barcelona where he meets three younger Nigerian men who live as street sellers of souvenirs to tourists. Manuel begins selling together with the others and they rent a small room. After a while, Manuel finds seasonal work at a vineyard outside of the city where he can earn enough money to be able to send a little home to his family as well. Later, Manuel gains employment as a driver for a larger company, a job he has for about seven years. Just over two years ago, Manuel loses his job when the company in which he is employed fires half of its employees. Manuel still has his residence permit in Spain, but is not aware of the fact that because he has had legal residency in Spain for a number of years, he may be a candidate for citizenship. Manuel just wants to get a job, and he looks for one for a period, but finally he has to give up. He consequently decides to travel on to Denmark where he has heard that unemployment is low.

Manuel arrives at Copenhagen Main Station and accidentally meets a Nigerian man who takes him to a church-financed night café where this man stays overnight as well. Manuel looks for work and he goes to a Copenhagen job centre several times per week. Manuel has no education. Even though he is ready to work and motivated for all the work he can get, he comes to the realisation that the crisis has also reached Denmark and that his options of finding work are minimal. After two months, he decides to go back to Spain to look for work. After two months in Spain without finding work, Manuel returns to Copenhagen where he intends to stay for three months to see if he can find work. In the meantime he sleeps at the night café when there is room and uses his days looking for work at restaurants and other companies around the city and his evenings collecting bottles.

Manuel finally succeeds in getting a job offer of 30 hours per week as a package delivery man. Manuel is happy, but his employer is a little uncertain about being able to just employ Manuel. Manuel seeks help at Fond for projekt UDENFOR to get a work permit. A street-level worker checks his circumstances and has to tell him that as a third country citizen, he cannot get a work permit unless he is “uniquely qualified”, that his case has to be evaluated and he can end up being deported from Denmark. At the same time, he is told that in the period while he waits for his work permit he is not allowed to begin work, by which his only option is to work with payment “under the table” while he waits for the decision. The employer, however, says no to this and another person is employed for the job. Manuel is distraught about the employer’s decision. He has promised his family in his home country that he would send money to them now that he has a job.
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Report on homeless migrants in Copenhagen
The problems and needs of migrants
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1. **Introduction**

This publication is part two of the “Report on homeless migrants in Copenhagen”. Where part one has the aim of describing and characterising the problems and needs of homeless migrants, the aim of part two is to set up a catalogue of proposals for future measures, which through our experiences with homeless migrants in Fonden project UDENFOR 1, find relevant. In order to reach a deeper clarification of the aim of the report, please see part one of the report.

1.1. **Contents**

This part of the report will, like part one, deal with homeless migrants; persons who, based on ETHOS’ definition 2, find themselves in one of eight situations of homelessness 3 (related to their housing situation in Denmark) and who, pursuant to the Social Services Act, do not have the right to social benefits. Part one of the report describes the diversity in the group of homeless migrants and categorises two types of homeless migrants; particularly vulnerable homeless migrants and homeless migrant workers who find themselves at each extreme of a continuum for homelessness. Homeless migrant workers are characterised as persons for whom lack of housing due to poverty and unemployment is their primary problem and where the solution to the problem is linked to precisely these circumstances. Particularly vulnerable migrants are, on the other hand, persons who in addition to being homeless have more serious social problems such as substance abuse or mental disorders and where the solution to the problem is more complex. Based on this continuum, particularly vulnerable migrants can be considered persons who, in relation to their complex situation, resemble traditional Danish homeless persons. However, it is relevant to point out that the distribution between particularly vulnerable migrants and homeless migrant workers must not be understood as “either or”, but that the migrants must be regarded based on a continuum in which homeless migrants are seen between the two extremes who are more or less socially burdened and that homeless migrants can move around on the continuum in line with the development of their situation.

This part of the report will consist of a catalogue of proposals for future measures. The proposals for suggested measures are built on the experiences from Fonden project UDENFOR’s work with homeless migrants via street-level work and knowledge gathering through the past two years in the ‘Udeligger’ project 4. The proposals will be divided into measures at three different levels: Municipal level, national level and EU level. It is Fonden project UDENFOR’s understanding that measures at all three levels are necessary in order to be able to qualify the future work.

The following proposals for measures will, as a basis, target the group of particularly vulnerable homeless migrants, but a few proposals will also be measures that target homeless migrant workers.

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1 Fonden project UDENFOR is a private organisation, which since 1997 has combined street-level work among the homeless with teaching and research in homelessness and exclusion: www.udenfor.dk
3 1. Stays overnight on the street, in stairwells, in a shed or similar, 2. Stays overnight in night shelter/drop-in centre with emergency overnight accommodation, 3. Stays overnight at emergency/temporary housing programme such as shelters and care homes, 4. Stays at a hotel, hostel or similar due to homelessness, 5. Lives temporarily and without contract with family or friends/acquaintances, 6. Lives in temporary re-entry housing or similar without permanent contract, 7. Serving a sentence under the Prison Service, will be released within one month and lacks a housing solution, 8. Stays in hospital/treatment programme, will be released within one month and lacks a housing solution, 9. Other: For example, this covers staying in allotment shacks and caravans.
4 Since 2010, Fonden project UDENFOR’s “Udeligger” project has worked on improving the conditions for homeless foreigners through street-level work as well as by gathering and communicating knowledge and experiences to players and interest organisations, nationally and internationally: http://www.udenfor.dk/dk/Menu/Udeliggerprojektet
2. Measures at municipal level

2.1. Homeless migrants must be ensured a coordinated and professional effort

The work with which homeless migrants are met today can be characterised as an ad hoc solution, which depends on privately financed and voluntary organisations’ possibilities and frameworks. Within these frameworks it is often only possible to provide basic help instead of a more coordinated and professional social effort. In a coordinated effort, homeless migrants must be met by professionals on the streets, in homeless programmes or in advice programmes, who have the expertise to support and advise the migrants. To make this possible, we propose that a coordinating group is established in the public system which will be responsible for coordinating various efforts in relation to homeless migrants and to prepare homeless strategies for the group.

2.2. Homeless migrants must be met on the street by outreach street-level work

Through outreach and outgoing work with particularly vulnerable homeless persons, it is our experience that vulnerable homeless migrants are not different from traditional, Danish homeless persons in their needs for care and support. Outreach work that is based on the needs the homeless person expresses and where work is done on developing a trustful relationship, are fundamental to building bridges between particularly vulnerable migrants and the system. This applies when this is about building bridges to health programmes, overnight accommodation programmes, job seeking programmes, etc., as well as building bridges to the home country, including supporting the migrants in re-establishing contact to their social network in the home country, arrange contact to consulates and embassies. We propose, therefore, outreach street-level work for the group of particularly vulnerable migrants as a measure that is fundamental to creating the building of bridges between homeless migrants and the system.

2.3. Homeless migrants must have the possibility of access to basic help

Particularly vulnerable homeless migrants often have difficulty covering their basic needs. The fact that the migrants cannot cover their needs can contribute to a worsening of their situation and resulting in a de-route. We propose, therefore, that particularly vulnerable homeless migrants must have access to food, medical and health services as well as overnight accommodation options. This could be an initiative in future measure in an advice centre, just as it can be ensured that particularly vulnerable migrants can get access to existing homeless programmes.

2.4. Homeless migrants must have access to existing homeless programmes

Particularly vulnerable homeless migrants have difficulty becoming part of traditional user groups at the private low threshold overnight accommodation programmes to which they have access. We propose,
therefore, that particularly vulnerable migrants must have access to existing homeless programmes including Section 110 programmes, which have the expertise in relationship work and bridge-building between the homeless and the system.

2.5. **Homeless migrants must be ensured access to an advice programme**

For homeless migrants, it can be problematic to find their way around the Danish system, including looking for work, but also living a life on the streets can make the possibility of finding work more difficult. We propose that an advice programme is established as part of a coordinated and professional effort for homeless migrants, inspired by, among others, the advice centre that exists in Stockholm. We propose that an advice programme should have two functions. Firstly, the programme must be able to advise and teach homeless migrants in relation to the labour market and to finding their way around the system, including the offering of training in relation to job seeking, language tuition and in cooperation with ICS, ensure that the migrants get the correct documents in those instances where they have gained employment. Secondly, the programme must be able to improve the migrants’ possibilities of finding work by ensuring access to bathing facilities, laundry, etc., so they have a real possibility of finding work. In the programme, they should also be met by interpreters who can speak the migrants’ national languages and who, through their knowledge, also function as cultural communicators. As part of the work in an advice programme, there could also be access to getting basic help such as food and access to medical and health services.

We propose that an advice programme should be able to accommodate particularly vulnerable migrants as well as homeless migrant workers. Therefore, it could be an advantage for an advice programme, in the physical sense, to not consist of just one programme, but of smaller units which work to advise and improve various groups of homeless migrants and their possibilities of finding work. The units must be financed by the public and be part of the overall coordinated work in relation to homeless migrants.

2.6. **Homeless migrants must be ensured “a good send-off”**

So that the “good send off” is possible, homeless migrants must be met with an effort that prepares and advises them in relation to the “good send-off”. Experiences from the private organisation, Thames Reach, in London with the sending home/reconnection shows that the “good send-off” is most effective if it includes a process of several links, which begins the moment the migrant is motivated for and personally expresses a desire to return home. At the same time, the migrant must have the correct documents before departing, have contact to the social network in the home country and have the possibility of getting detoxified as well as an overnight accommodation option for the period in which the migrant is waiting for the return journey. The journey home must take place to or in cooperation with a receiving centre and/or the social network in the home country which can help the migrant to get the possible welfare services the person has a right to, including alcohol rehabilitation treatment, psychiatric treatment and help to find housing, etc.

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5 Crossroads is an advice centre which is centrally located in Stockholm and which is financed by a cooperation between public and private organisations in Stockholm Statsmission, Salvation Army, city of Stockholm and employment service as well as EU’s social foundation. The centre addresses primarily migrant workers by offering, for example, help for job seeking, language tuition as well as action plans. [http://stockholmcrossroads.se/](http://stockholmcrossroads.se/)

6 International Citizens Service can be found in Aalborg, Aarhus, Copenhagen and Odense and is a programme for foreign labour and employers in Denmark who want to employ foreign labour. In ICS, the state administration, the Danish Immigration Service, Work in Denmark, SKAT and the municipalities’ citizen service centres are gathered under one roof making it possible for foreign labour to get order in their documents: [http://icitizen.dk/](http://icitizen.dk/)

We propose that particularly vulnerable migrants are offered the “good send-off” as part of the coordinated work. It must be possible to offer migrants social and financial support for the journey home with public funds. The “good send-off” can be performed by public as well as private organisations, just as it can take place in cooperation with public or private organisations in the migrant’s home country. It is essential, however, as with the other measures that it must be a public task to finance and coordinate the “good send-off”.

2.7. **Homeless migrants must be ensured secure storage boxes for their possessions**

Experiences from Fonden project UDENFOR’s work show that homeless people are frequently exposed to theft in the homeless environment. We propose, therefore, that secure storage boxes are established in which homeless migrants who do not have safe overnight accommodation, can leave their personal possessions. This could, likewise, be part of an advice programme. We propose this measure for both particularly vulnerable migrants as well as homeless migrant workers.

2.8. **Homeless migrants who are admitted by emergency with severe health problems must not be released to the streets**

In a few instances it has happened that particularly vulnerable homeless migrants among Fonden project UDENFOR’s user group with severe psychological and somatic health problems, have been released from hospital to the streets. We consequently propose that as with traditional Danish homeless people, it must be ensured that homeless migrants are not released to the streets. If the public cannot ensure continued admission, the migrants must be offered either to be sent home to a treatment programme in the home country, release to respite care or another relevant programme.

2.9. **Homeless migrants must be ensured access to cheap overnight accommodation**

Through lack of alternatives, homeless migrants are often left to sleep on the streets and become part of the existing homeless environment. In order to prevent this de-route, which can be connected to being part of the homeless environment, we propose that cheap overnight accommodation programmes are established for migrants outside of the established homeless environment. This programme will be for the homeless migrant workers especially.
3. Measures at national level

3.1. It must be possible to use public funds for homeless migrants

It is a humanitarian societal task to take care of the particularly vulnerable homeless people on the streets. Therefore, we propose that it must be possible to apply for and use public funds from emergency pools and other state pools to work with vulnerable homeless migrants. Firstly, we propose that funds in emergency pools for overnight accommodation for foreign homeless persons must be able to be used for other purposes than temporary overnight beds. For example, existing homeless programmes must be able to establish more permanent beds for homeless migrants or apply for funds to use in work such as outreach street-level work, advice programmes or similar. Secondly, we propose that state pool funds must be able to be applied for to use more permanently in the work with homeless migrants.

3.2. Funds must be reserved for the gathering of knowledge

Knowledge about homeless migrants is fundamental in order to qualify the future work. Purely in terms of numbers, Denmark has a limited challenge and it is clear that all of Europe, especially the southern countries like Italy, Greece and Spain and larger Western European countries such as England and Germany, have far greater challenges than Denmark. Therefore, it must be presumed that Denmark could learn from the experiences that have been gathered in other countries about the work with homeless migrants. We propose that public funds are reserved for the gathering of knowledge from other countries about homeless migrants and that knowledge is continuously developed on the basis of Denmark’s experiences.
4. Measures at EU level

4.1. A number of minimum rights for homeless migrants must be established

In line with FEANTSA, we propose that a common EU homeless strategy is established, which is long-term and not just continues handling problems in a non-sustainable and unacceptable way. The proposal for such a strategy is also described by the European Parliament in a declaration to the European Commission in 2011. This strategy must form a common basis for the individual member states and ensure that particularly vulnerable homeless migrants, who live on the streets in any EU country, must have food, medical and health services as well as overnight accommodation options. In this way, a number of basic minimum rights must be set up by the EU for particularly vulnerable homeless migrants in Europe and it must be up to the individual member state to ensure that the migrants are ensured these rights.

4.2. A common EU foundation must be created which must function as reimbursement system

The problem with homeless migrants is not only a Danish problem, but it is a problem that must also be tackled at EU level. We propose, therefore, that an EU foundation is established into which the individual member states pays and where the countries can also get reimbursement of their costs or parts of their costs for particularly vulnerable homeless migrants. This EU foundation could function in the same way as the state reimbursement system on the homeless area in Denmark.

4.3. The individual member states must take responsibility for their own citizens

The individual member states must take responsibility for their own citizens. We propose, therefore, that the individual member states must establish targeted efforts or receiving centres so returning/deported homeless migrants can be received in a proper manner. The Barka Foundation in Poland is an example of a private organisation which functions as a form of receiving centre for returning migrants who, for example, need help for detoxification, social work and employment.

We propose that the individual member states are instructed to establish receiving centres and that this can be part of an overall future EU homeless strategy.

We furthermore propose an increased effort in the individual member states within migration to ensure that migrants are given the information, advice and improvement of their qualifications that are necessary in order to perform successful migration. However, it is uncertain whether this information will reach the right target groups and we propose the measure, therefore, as relevant for a smaller group of the more resource-strong homeless migrant workers.

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8 European confederation of non-profit national organisations that work to combat homelessness in Europe: www.feantsa.org
5. Literature list - part 2

5.1. Surveys and texts


5.2. Websites


Crossroads, Stockholm: http://stockholmcrossroads.se/

FEANTSA: www.feantsa.org


International Citizens Service: http://icitizen.dk/

Fonden project UDENFOR: www.udenfor.dk

Fonden project UDENFOR’s ‘Udeligger’ project: http://www.udenfor.dk/dk/Menu/Udeliggerprojektet

Thames Reach: http://www.thamesreach.org.uk
Report on homeless migrants in Copenhagen

The problems and needs of migrants