



Denmark 2005

Preventing and Tackling Homelessness



Our Collective Responsibility.



Government Programme
for the Most Marginalized
Groups – How Did It Go?



on behalf of

 European Commission
DG Employment, Social Affairs and Equal Opportunities





Introduction

In March 2002, the Government publicised an action programme on activities targeted at the most marginalised groups – the first of its kind! The Government action programme was ambitious:

“A society can be measured by how it treats its most marginalised people. The Government is fully determined to achieve a breakthrough in its activities so that these groups’ conditions improve. The Government will therefore take an unbiased look at what is needed to break down the barriers that have so far hindered the activities.”

The goal was to improve activities for homeless people, prostitutes, drug addicts and the most marginalised alcohol misusers and mentally ill people – both here-and-now and through unrelenting efforts. The action programme established six overall aims for the Government activities:

- Strengthening the individual and respecting the individual person
- Strengthening prevention
- Improving understanding through staff training and information to the population
- Promoting co-operation between the public and non-governmental organisations
- Strengthening cross-sectoral co-operation
- Insisting on local and regional authorities’ responsibility

For each of the target groups, the action programme also described a range of actual initiatives aimed at improving the activities for the respective target groups.

The question is now how we have succeeded in realising the action programme. The overall conclusion is positive: Largely all initiatives have been realised, launched or are in the pipeline.

This paper takes stock of the Government’s action programme. *First*, it will describe some of the key results. *Then*, an overview follows describing the individual action programme initiatives.



More funds have been allocated to the activities

The last three years' rate adjustment pool agreements have continuously allocated more funds to socially marginalised people. In spring 2002, DKK 670m were earmarked for 2005 and in autumn 2002 about DKK 560m for 2003-2006. In addition, DKK 1bn was allocated for a new four-year mental health agreement, of which DKK 400m should be used for social activities primarily aimed at children and young people and people with double diagnoses. In the autumn of 2003, the rate adjustment pool parties agreed to allocate about another DKK 255m for 2004-2007 to be spent on socially marginalised groups.

A key initiative of the rate adjustment pool agreements was the pool for socially marginalised groups, set to a total of DKK 517m in 2002-2005 and earmarked for development projects concerning socially marginalised people. The bulk of the pool was put into application pools:

- *A general application pool of DKK 120m:*
The pool was distributed in 2003, in which year funds were allocated for projects aimed at creating more residential facilities, emergency services and shelters for homeless people, drug addicts, mentally ill people, alcohol misusers and prostitutes.
- *A pool of DKK 317m for Denmark's largest towns:*
Drug misuse, homelessness and prostitution are mainly big-city phenomena, so the Government prioritised targeting some of the funds for directly improving activities in Denmark's major urban concentrations. In April 2004, funds were given to projects in Copenhagen (DKK 115m), Frederiksberg (DKK 23m), Odense (DKK 39m), Aarhus (DKK 72m), Aalborg (DKK 43m) and Esbjerg (DKK 24m).
- *A pool of DKK 20m for children of socially marginalised groups:*
Children of, for instance, alcohol misusers and mentally ill people need special support to increase their chances of living normal lives. In February 2003, funds were given to projects targeted at children and their families – for instance self-help groups, family consultation and support to children in shelters.

The remaining funds of the marginalised pool will be spent on central government initiatives such as studies, methodology development, etc., as well as an overall cross-sectional evaluation of selected projects in major towns.



More places and services for socially marginalised people

The Government has made it an important objective to ensure a material boost of the services offered to drug misusers, mentally ill people, alcohol misusers, homeless people and prostitutes. Thus, much of the marginalised pool went to projects that will create more new residential facilities and emergency service offers.

In addition, a large number of projects have been launched that will serve to give marginalised groups higher quality in their daily lives. The projects focus on housing assistance and activity offers for homeless people, drug misusers, etc.

It is difficult to determine the precise number of users and thus how many new places and offers the projects will create. However, the table below provides a fairly good picture of the initiatives supported.

Number of new places/users/offers in total ¹ – supported via the general application pool and the large-town pool

Residential facilities	185
Emergency service offers	18
Alternative care home places	83
Housing assistance	197
Shelters/shelter cafés	18
Care and activity offers	306
Treatment/aftercare	118
Support and contact person schemes	15
Women's shelter	13

Status and follow-up

The support afforded by the pool for socially marginalised people to initiatives in Denmark's six largest towns and the associated regional authorities has generated an increase in the services for socially marginalised groups. Feedback from the six largest towns at status meetings indicates that the pool support coupled with local and regional authorities' own activities has paved the way

1 Shelters/shelter cafés were included as number of places – each place will have an average capacity of 25-30 people. The support and contact person schemes were included as offers, where one offer may comprise a number of users.



for giving the target group holistic offers of considerably more scope. Evidently, the pool has helped close up gaps in the service offers.

Many of the towns have experienced problems in finding suitable residential facilities or places for locating such facilities. Neighbours' acceptance for constructing residential facilities, etc., for the target group may prove difficult to obtain.² Further, the setting up of residential facilities may be slow owing to internal guidelines and structures in the local authorities for achieving approval from, for instance, conservation authorities.

Guarantee of extension

The six largest towns and the associated regional authorities are aware of the requirement for extension and real additional activity. All initiatives required by the allocations will be realised, according to our information. None of the six largest towns and the associated regional authorities has considered discontinuing activities corresponding to the activities granted pool co-financing. Nor do any reports indicate that the towns have discontinued or intend to discontinue existing service offers for socially marginalised groups.

Treatment guarantees issued to drug misusers

As of 1 January 2003, a treatment guarantee was introduced for drug misusers. This means that drug misusers must now be offered treatment no more than two weeks after having contacted the regional authority.

In the 2003 rate adjustment pool, funds were allocated to establish a treatment guarantee. About DKK 300m were earmarked for the period 2003-2006. In total, the treatment guarantee costs DKK 70m annually, an amount that was permanently allocated in the rate adjustment pool negotiations for 2003.

The Danish National Board of Health has stated that about 1,400 more misusers were under treatment in 2003 than in 2002. This represents an increase of almost 13 percent.

On the path to an alcohol treatment guarantee

As of 1 July 2005, a treatment guarantee was introduced for alcohol misusers.

² The National Board of Social Services has just launched a project aimed at promoting local understanding of the location of service facilities for socially marginalised groups.



The 2004-2007 rate adjustment pool also set aside DKK 140m to continue the positive development already started in this area. The means will be used to improve health treatment and strengthen social activities targeted at families affected by alcohol misuse.

Reinforced activities targeted at homeless people

Homelessness is a multi-faceted phenomenon, because it often relates to and ties in with a wide range of problems besides the mere lack of housing. Misuse, mental diseases, violence, crime, inferior labour market attachment, poor social networks and rootlessness are some of the problems often connected with homelessness.

Thus, homeless people do not constitute a homogenous group, and the group of mentally ill and the group of misusers overlap significantly.

Among homeless people, a group has emerged in recent years who are no longer able to cope for themselves. Their life of drug and alcohol misuse on the streets is so harsh that they require constant care, basically around the clock. Even though they are only 50-60 years old, these people need care home places.

Their deviant behaviour and their more or less active misuse render the facilities available at conventional care homes insufficient. The conventional services cannot accommodate the group's behaviour and misuse, a fact that has sparked the development of alternatives that can accommodate them and their unconventional behaviour.

On a national scale, Denmark currently has about 60 places with about 85 in the pipeline. However, the need for places, especially for drug misusers, must be expected to grow in coming years.

Special housing for alienated people

As an aspect of the rate adjustment pool for 1999-2003, a total of DKK 60m was allocated for a pilot scheme under the Danish Act on non-profit housing. The scheme sets up permanent housing for socially marginalised population groups – termed 'freak houses'. It encompasses a wide range of permanent housing for homeless people and socially marginalised groups who have difficulty adapting to or cannot cope with living in conventional rental housing. The National Agency for Enterprise and Construction is managing the scheme.



In the 2004 rate adjustment pool compromise, DKK 8m annually were allocated for a period of four years to extend the freak housing pilot scheme for alienated people. Another DKK 2m annually were also allocated in the same period for housing assistance to residents in the freak houses. The Ministry of Social Affairs is managing the housing assistance scheme.

In the pilot scheme period, commitment was given to 49 projects covering 360 dwellings nationwide.

Evaluations of the pilot scheme show that the 'special' dwellings are generally suitable for socially marginalised people, and that the tenants are satisfied with living in them.

Psychiatry agreement has been extended

In its action programme for marginalised groups, the Government underlines that the social activities for mentally ill people must be continuously extended and their quality further improved. Mentally ill people should also be assured the proper and best treatment.

The extension and improvement of quality are embedded in a three-year psychiatric agreement between the Government and local and regional authorities. Thus, it is of great importance that a new four-year psychiatric agreement has been concluded for the period 2003-2006, and that the 2003 rate adjustment pool compromise allocated funds to realise the agreement. As a new aspect, funds have been earmarked to strengthen activities for children and young people and for mentally ill people with double diagnoses (i.e. being both mentally ill and a misuser of alcohol and/or drugs).

Towards an action plan for prostitutes

It often proves difficult to establish contact with and help prostitutes, because they are not prone to contact public authorities and ask for help. Thus, the Government has found it especially important to support the work of developing methods for reaching and helping prostitutes.

Through pilot and model projects, the Ministry of Social Affairs has started compiling knowledge on how best to help prostitutes who want to leave prostitution. The Government's goal is to present an action plan on social and ho-



listic activities before the end of 2004. The action plan will detail activities, scope, responsible players, structure and model on the national scale.

In this paper, we can briefly list the contents of holistic activities:

- outreach work targeted at prostitutes of both genders
- offers of anonymous counselling and guidance on social and health aspects
- offers of social, medical and psychological support
- information to young people on risks related to prostitution
- special updating courses, knowledge dissemination and guidance for key people at institutions for young people
- activities focused on customers of prostitutes

Foreign women in prostitution constitute an especially disadvantaged group. Such women have often, against their will, been trafficked into prostitution in Denmark. Therefore, the Government has adopted an action plan to combat trafficking in women, currently being realised.

Council for Socially Marginalised People

The establishment of the Council for Socially Marginalised People provided socially marginalised groups with dedicated spokespeople.

The Council has taken part in the political debate, has launched studies and put users' needs on the agenda. Specifically, the Council has submitted consultation responses to bills, discussion papers and press releases and has participated in public hearings. The Council has also given speeches around Denmark, during visits to residential facilities, shelters, etc., for socially marginalised people, and organised the Users' BaZar in June 2004.

People have become aware of the Council for Socially Marginalised People's existence, and know that the Council keeps an eye on all issues related to socially marginalised people. And, not least, users know that they have an advocate.

The second annual report of the Council was publicised in Danish on 16 September 2004.

Prevention

If we are to prevent the number of socially marginalised people from growing and also remedy the damage already done, other sectors must step up their



activities. The social sector cannot handle this task alone. The structure and inclusiveness of the labour market, the education sector and the health sector are key elements in the system of multi-agency activities targeted at socially marginalised people. The cultural sector, the housing sector, the judicial sector and integration policy are other key elements in a policy aimed at stopping the number of socially excluded people from growing and remedying damage already done.

The seeds of social marginalisation are often sown in people's childhood and youth. Thus, efforts to reduce intergenerational transmission and other child and youth initiatives have an impact on the influx into socially marginalised groups.

This is also the reason why the Welfare Research Programme comprises preventive aspects. Allocated in the 2004 rate adjustment pool negotiations, the pool of activities targeted at young hashish misusers constitutes a component of prevention.

Information and knowledge on marginalised groups

Homeless people, prostitutes, misusers, etc. often live lives that diverge from conventional ideas of a good and normal life. This is why the Government wants to improve information on the most marginalised groups. The aim is to teach the population more about who the homeless and mentally ill people are, in that way creating better understanding of the most marginalised groups and the conditions under which they live.

The Ministry of Social Affairs has supported the production of four television features on homeless people, shown by Danish Broadcasting Corporation. The programmes show the daily life of homeless people.

Strengthening of voluntary social activities

In its action programme, the Government underlines that it wants to strengthen voluntary social activities and promote the interaction of public and voluntary organisations – not least because voluntary organisations are often good at renewing and developing social activities for marginalised groups.

The 2002 rate adjustment pool agreement allocated DKK 50m to set up the 'Grant Programme for Development of Voluntary Social Work and Improved Information and Guidance Work'.



Of the total pool, DKK 30m was distributed via an application pool, to which voluntary social organisations could apply for support for development projects. Concrete support was granted to 28 development projects running in the period 2003-2006. The projects are model projects that can inspire new social activities and improve the quality of voluntary activities.

The remaining DKK 20m are earmarked for various central initiatives. A nationwide information campaign will be launched on voluntary social work, and the Volunteer Centre in Denmark has received funds to improve its information to and guidance of voluntary social work.



List of all activities in 'Our collective responsibility. Government programme for the most marginalised groups'

INITIATIVE	STATUS
<p>Multi-agency initiatives:</p> <ul style="list-style-type: none"> • Establishing 300 temporary residential places and 75 alternative care home places • Housing assistance aimed at maintaining the home • Establishing more easily accessible offers of emergency help – outside normal opening hours • Strengthening voluntary work, including user organisation and development of partnership forms • Improving basic staff training and ongoing training • Supporting studies, etc., under the Council for Socially Marginalised People 	<p>In mid-May 2003, support was given to establish 185 new residential places and 83 alternative care home places</p> <p>In mid-May 2003, support was given to about 195 offers of housing assistance. When the pilot scheme concerning freak houses for alienated people was prolonged, means were also allocated for housing assistance.</p> <p>In mid-May 2003, support was given to 18 new emergency service offers</p> <p>The Government has launched: development projects, quality project for volunteer bureau, model project on partnership, idea catalogue on partnerships</p> <p>When concrete development projects are launched, training is a key element</p> <p>Funds allocated from the 2004 rate adjustment pool</p>
<p>Drug misusers:</p> <ul style="list-style-type: none"> – Treatment guarantee for drug misusers – Establishing an additional 100 24-hour treatment places and 300 day care places – Establishing 10 new shelters – Supporting establishment and additional qualification of work in shelters for both drug misusers and drug-free people. – Preparing common complaint guide in co-operation with the Ministry of Health to improve legal protection of drug misusers – The DANRIS system will be extended to cover the whole of Denmark – Local and regional authorities' qualification of the action plan work must be strengthened as an aspect of ongoing training of professionals in local and regional authorities 	<p>Bill adopted 11 December 2002. Funds allocated in the 2002 rate adjustment pool</p> <p>In mid-May 2003, support was given to 118 treatment and aftercare offers</p> <p>In mid-May 2003, support was given to 18 new shelters/shelter cafés</p> <p>Pool support for management training allocated for three-year period</p> <p>Awaits proposal from the Ministry of Interior Affairs and Health</p> <p>For 2004 and onwards, DKK 1.8m has been allocated annually via the rate adjustment pool to continue and upgrade DANRIS. Centre for Alcohol and Drug Research is handling this task.</p> <p>Done by Order no. 398 of 26 May 2004 on quality standards for social treatment for drug misuse under section 85 of the Act on Social Services.</p>
<p>Alcohol misusers:</p> <ul style="list-style-type: none"> – Alcohol treatment guarantee – Establishing 20 24-hour places or 12 24-hour places and 60 treatment places – Initiating pilot projects in which local authorities jointly with medical consultants can refer to relevant treatment offers 	<p>Means for improved activities allocated in the 2004 rate adjustment pool</p> <p>Project not initiated as no means were allocated for the project in the 2004 rate adjustment pool negotiations. Further, the project was overtaken by the ideas of launching a treatment guarantee and the Danish structural reform.</p>



INITIATIVE	STATUS
<p>Mentally ill people:</p> <ul style="list-style-type: none"> - Evaluating ongoing projects for people who are both mentally ill and misusers (in preparation for subsequent nationwide survey on offers for this group) - Clarifying social authorities' responsibility for social activities concerning people who are both mentally ill and misusers - Initiated pilot project in 2002, where the recovery perspective becomes the pivot - (1) Survey to reveal how many regional authorities have prepared a relatives policy - (2) to be followed up by concrete proposals for strengthening family work - Survey of need coverage for support and contact persons - Possibility for introducing binding treatment agreements must be considered. 	<p>The National Board of Social Services is preparing a project outline for tendering. The Danish Association of County Councils is concluding a survey of double diagnoses, whose results should be included in the tender material. Tender material distributed in early autumn of 2004. The initiative is tied in with preparation of quality standards in the area of misuse.</p> <p>The regional authority of Aarhus has launched a pilot project supported by the Ministry of Health and the Ministry of Social Affairs. The survey is complete. Currently, considerations focus on what step to take next.</p> <p>Survey launched April 2003 and finished in April 2004. Reports made on support and contact person schemes in small local authorities and schemes for ethnic groups. Still being deliberated.</p>
<p>The homeless:</p> <ul style="list-style-type: none"> - Maintaining six high-priority aspects of the homelessness plan: housing assistance, emergency service offers, alternative emergency rooms, alternative care homes, special efforts for young homeless people and for homeless drug-addicted prostitutes 	<p>Realised through the pool for the socially marginalised and prolongation of pilot project of freak houses for another four-year period.</p>
<p>Prostitutes:</p> <ul style="list-style-type: none"> - Supporting voluntary street-work activities targeted at marginalised misusing prostitutes (Reden) - Supporting ongoing model projects in regional authorities aimed at developing and improving local public authorities' social and health activities for prostitutes - Continuing the activities of the PRO Centre after 2004 - Supporting launch of methodology development work in 2002 in relation to counselling of foreign women in prostitution (refer to action plan to combat trafficking in women) 	<p>Allocations earmarked from 1 January 2004 and one more year.</p> <p>Means set aside in 2002 rate adjustment pool.</p> <p>Allocations earmarked up to and including 2005. The task of launching methodology development activities transferred to the Department of Gender Equality. More activities in the action plan launched: emergency places for victims, street outreach teams, open counselling, hotline, written information in foreign languages, international network of embassies, social authorities and NGOs and preparation for repatriation of victims.</p>