



MPHASIS

**Mutual Progress on Homelessness through
Advancing and Strengthening Information Systems**

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Employment, Social Affairs and Equal Opportunities DG

**Census 2011 in Germany
The Use of Population Register Data for Quantifying
Certain Subgroups of Homeless People**

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1. Object of research and task

The European Union (EU) is planning a Community-wide census in 2011 based predominantly on registers. The aim is to gather "reliable, detailed and comparable data on the population and housing" (regulation 763/2008¹, preamble paragraph 1) in order to study and define measures relating to regional, social and environmental policies (loc. cit. paragraph 2). Within the framework of the Europe-wide census a joint statistical framework will be laid down at Community level for the first time. Germany did not participate in the last census round in 2001 for reasons of cost, and the guidelines from the statistical office of the European Communities (Eurostat) were not legally binding (Heinzel 2006: 321).

In theory, it should also be possible to identify homeless people, or at least subgroups of homeless people in the 2011 census. This would enable figures on the extent of homelessness to be gathered nationally and throughout the EU for the first time which are not solely based on estimates (for example in Germany from the Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V.²). Within the framework of the study "Mphasis - Mutual Progress on Homelessness through Advancing and Strengthening Information Systems" extensive investigations are being carried out in Germany and Slovenia to see whether the 2011 census can be used to record certain subgroups of homeless people. The opportunities and limits of the process will be analysed and recommendations made for the conditions needed by a population register in order for it to be used to collect reliable data on homeless people. The research coordinators at EU level will – in addition to the commissioned research from Slovenia and Germany – analyse the results from Denmark and other EU countries. The study has been commissioned by the University of Dundee, which is in turn implementing the project "Mphasis" on behalf of the European Commission.

2. Methodical procedure

The study on the 2011 census in Germany is based on extensive literature research, interviews and e-mail communication, for example with experts from the ministries and authorities relevant for the study.

Literature research is primarily based on the extensive information available online from the federal and state statistical offices, comments on the planned census, various magazine articles and publications by the Economic Commission for Europe (ECE) and the Conference of European Statisticians (CES). In addition, the relevant legal regulations were evaluated.

¹ Regulation (EC) no. 763/2008 from the European Parliament and Council of 09 July 2008 concerning population and housing censuses, published in the official journal of the European Union, OJ EU L 218 p. 14 on 13 August 2008 (in the following regulation 763/2008). For more details see section 4.1.

² National Alliance of Service Providers for the Homeless

Following intensive research on responsibilities with respect to the 2011 census and talks with several ministries and authorities, experts were selected to be interviewed in addition to literature research. The following table gives an overview of the interviews ultimately carried out within the framework of the study:

Table 1: experts

Name	Institution	Position	Type of contact
Johann Szenzenstein	Statistisches Bundesamt (Federal Office for Statistics)	Section leader of department 6a (population census and population development)	In-depth telephone interview (transcribed)
Joachim Fuchs	Amt für Statistik Berlin- Brandenburg (Statistics Office Berlin-Brandenburg)	Head of department Berlin census	In-depth telephone interview (transcribed)
Prof. Dr. Gert G. Wagner	Technische Universität Berlin (Technical University of Berlin)	Head of the Census Commission	In-depth telephone interview (transcribed)
Mr Güntert	Bundesministerium für Arbeit und Soziales (Federal Ministry for Work and Social Affairs)	Department Vb social welfare and social integration	Telephone interview (recorded in writing)
Mr Monse	Bundesministerium für Arbeit und Soziales (Federal Ministry for Work and Social Affairs)	Department of Statistics	Telephone interview (recorded in writing)
Hubertus Rybak	Bundesministerium des Innern (Federal Ministry of the Interior)	Head of department G I 3, statistics and population issues	E-mail interview
Dr. Specht (1) / Dr. Helmut Schröder (2)	Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V. (National Alliance of Service Providers for the Homeless)	Managing director (1) / Expert (2)	E-mail interview
Christiane Polduwe	Bundesministerium für Arbeit und Soziales (Federal Ministry for Work and Social Affairs)	Head of department IIb5, minimum income for the unemployed	E-mail communication
Prof. Dr. Ralf Münnich	Universität Trier (University of Trier)	In charge of developing the sample survey	E-mail communication

The three in-depth interviews were carried out in the form of problem-centred, guideline-based expert interviews (cf. Bogner et al. 2005). They were recorded and fully transcribed, and subsequently evaluated using computers and a qualitative content analysis (cf. Mayring 1993).

As the head of the department of population census and population development at the Federal Office for Statistics, *Johann Szenzenstein* is directly involved with the planning and (later) implementation of the 2011 census in Germany. The interview with him provided information on the planned implementation of the census and, in particular, on the possible quantification of homeless people. The interview with *Joachim Fuchs* from the Statistics Office in Berlin-Brandenburg enabled the specific procedure for the 2011 census to be ascertained based on the example of Berlin and the "vagaries of detail" to be revealed. The purpose of the interview with *Prof. Dr. Wagner* as the Head of the Census Commission was first and foremost to find out about his personal assessment of the opportunities and limits for identifying subgroups of homeless people within the framework of the 2011 census. A further objective was to investigate ways of influencing the process.

As it had already been established during the first three interviews that the Federal Ministry for Work and Social Affairs is (so far) not involved in the 2011 census (including with regard to the possible quantification of homeless people), notes were made on the two shorter interviews with Mr Güntert and Mr Monse from the department of social welfare and social integration and the department for statistics, instead of taping them. An employee of the Federal Ministry of the Interior was interviewed by e-mail at his own request. Following a short personal preliminary conversation, Dr. Specht and Dr. Helmut Schröder from the *Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V.* were also interviewed by e-mail. There was also e-mail communication with two further experts (see table 1). Planned interviews with the Federal Employment Agency and Prof. Dr. Ralf Münnich (the latter has been commissioned to develop an efficient method for a supplementary sample survey) were dropped as they would not have yielded any further findings for the specific research question after all the information available.

All participants consented to the data gathered being used for this report and their names being mentioned.³

3. Overview: The 2011 census in Germany

In the coalition agreement of 11 November 2005, the ruling parties CDU and SPD agreed to participate in the 2011 census. In a policy decision of 29 August 2006 the federal cabinet then decided to implement the census in Germany as a register-based process. In advance at the "Seminar on population and housing censuses session II" at the United Nations it had already been stated that:

³ References to the transcribed interviews will be given in the following stating the surname and line in the transcription (imported into the programme ATLAS.ti). (Example: *Szenzenstein, lines 25-38*). References to notes/e-mails state the name and the date (example: *Güntert, 11 September 2008*).

“Germany will take part in the new census round planned for 2010/2011 at the EU level (...)” (ECE/CES 2006: 1). On 13 December 2007 the 2011 census preparation law (Zensusvorbereitungsgesetz 2011 - ZensVorbG 2011)⁴ came into force. This forms the legal basis for concrete preparations for the 2011 census in Germany. On 03 December 2008 the 2011 census law (Zensusgesetz 2011 - ZensG 2011) was enacted, regulating the implementation of the 2011 census in Germany. (See section 4.2 for more details and following sections).

According to official statements, the 2011 census in Germany is necessary because the data has only been adjusted since the last population censuses in the former federal territory (1987) and the former GDR (1981). It is assumed that the population figures currently obtained from official statistics in this way are greatly inflated (StÄBL 2008a). Unlike previous traditional population censuses, the 2011 census will be based on registers. Existing administrative registers are mainly used for this, for example the population register and the register of the Federal Employment Agency etc. Alongside this, data on buildings and housing, which have not been comprehensively recorded until now, will be collected directly from the owners. As the Head of the Census Commission explained in the public hearing on the 2011 census preparation law, for the planned 2011 census "strictly speaking (...) it is not the citizens who will be counted; rather *anonymised computer records* will be enumerated“ (Wagner 2007: 8, emphasised in the original).

Furthermore, data on education, training, employment etc. will be gathered in a representative sample survey. This data will be used to expand the group of people recorded via the administrative register of the Federal Employment Agency in order to also obtain data on self-employed and other gainfully employed persons such as family members helping with the business. This data will also be used to "correctly assess the extent of the effects of technological change on gainful employment" (StÄBL 2008b). What changes have there been to jobs since the last census? How many people do not have employment in line with their qualifications? Here, correlations with results on the structure of the population will be ascertained (loc. cit.). The University of Trier and the Zentrum für Umfragen, Methoden und Analysen (centre for surveys, methods and analyses - GESIS-ZUMA) in Mannheim were commissioned to develop a suitable method for this additional sample survey.

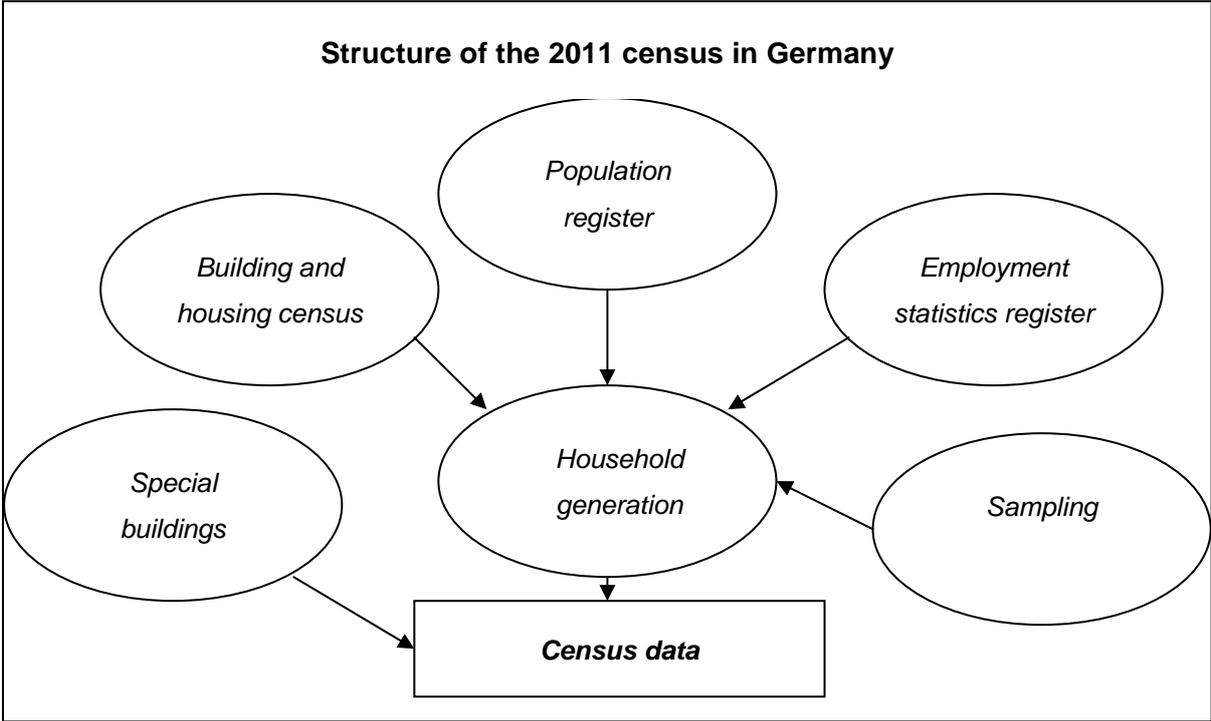
A further reason for this procedure is to save money because a classic census is very expensive, not least due to the large number of enumerators needed. For example, approximately 500,000 enumerators were employed for the 1987 census in the former federal territory. By contrast, according to current estimates, the 2011 census will only cost around a third of the amount needed for a traditional census in reunited Germany. According to provisional estimates by the Federal Office for Statistics and the state statistical offices, the 2011 census in Germany will cost approximately EUR

⁴ 2011 Census preparation law (ZensVorbG 2011) of 08 December 2007, published in the Federal Law Gazette (Bundesgesetzblatt) I p. 2808

527.81m (2011 census preparation law, preamble: 3). In addition, there is the fact that population censuses "are increasingly [encountering] acceptance problems in Germany" (StÄBL 2004: 815), which means that there are more than just economic reasons that speak for the changed process.

05 December 2001 was chosen as a reference date for a census test to examine the quality of the registers relevant for the census and the validity of the data in an extensive process test. The register data and the results derived from this were compared with a household survey on the reference date by means of sampling. (Heinzel 2006: 322)

Fig. 2: An overview of the 2011 census



Source: StÄBL 2008c

The aim of the 2011 census is to obtain Europe-wide structural data – it is not about the individual living conditions of the individual inhabitants. In addition to the national laws, the legal foundations and the census programme are regulated by an EU regulation which is closely oriented to the recommendations of the United Nations (cf. section 4.1).

In Germany, the Federal Ministry of the Interior has instructed a Census Commission to support the census from an academic standpoint until 2013. This has the tasks of "academically evaluating the concepts, methods and processes developed by the federal and state statistical offices for the 2011 register-based census, including the additional sampling, supporting the implementation work and making recommendations for the further procedure" (Federal Ministry of the Interior 2008). Prof. Dr. Gert G. Wagner from the Technical University of Berlin is the chairman of the Census Commission.

4. Legal basis

In the following the legal basis for planning, implementing and evaluating the 2011 census will be described. The present legal foundations⁵ for Germany will only be briefly described in this section as the main regulations for this expertise and their effects will be presented in detail in the following sections.

4.1 Legal basis at EU level

The European Parliament and the Council of the European Union enacted a regulation on population and housing censuses which came into force on 02 September 2008 and regulates the framework for the 2011 European census and further data collection. The regulation comprising nine articles lays down "rules for the provision of extensive data on the population and housing situation at intervals of 10 years" (article 1 regulation 763/2008). Among other things the regulation describes the data sources to be used, data transfer to the EU and principles of data protection. The annex contains information on the topics of the population and housing census. The section "Housing topics" contains information on housing arrangements and type of living quarters (2.2.1. of the annex to regulation 763/2008). Unlike previous Europe-wide censuses which were based on a "gentlemen's agreement", this regulation is legally binding for the member states (Szenzenstein, lines 91-95).

At a later point in time, an EU implementing regulation will adopt a "programme of the statistical data and of the metadata to be transmitted to fulfil the requirements of this regulation" (article 5, paragraph 3 regulation 763/2008).

"The general regulation [regulation 763/2008, SG⁶] only states the categories of characteristics to be supplied such as the type of household (...), age, sex and similar. And this implementing regulation will specify the characteristics to be supplied for these topics and the combination of these topics and characteristics that are to be supplied."
(Szenzenstein, lines 145-151)

The statistical office of the European Communities (Eurostat) has been given the task of developing an implementing regulation.

Previous drafts for such an implementing regulation plan for recording homeless people and supplying the corresponding data to Eurostat (Szenzenstein, lines 154-157). The following sections will look at the extent to which it is possible to implement this in Germany at all.

Regulation 763/2008 explicitly refers to the recommendations made by the conference of European statisticians (CES 2006). The objectives of the CES are stated as follows in the preamble:

⁵ Report status: December/08

⁶ SG: Susanne Gerull

“(i) to provide guidance and assistance to countries in the planning and conducting of their population and housing census; (ii) to facilitate and improve the comparability of the data at regional level through the selection of a core set of census topics and the harmonization of definitions and classifications.”

(CES 2006: 1)

Under the heading “The homeless with no place of usual residence” it is recommended that no standardised definition of the homeless should be specified for the census as the concepts for this, which country-specific definitions are based on, are too different (loc. cit.: 109). For example, it is also explained that in some countries people living in institutions are defined as homeless - which also applies to the non-official, but commonly used definition by the Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V. from Germany (cf. Gerull 2006). All other homeless people who do not live in households with a private or institutional character are divided into "primary homeless (or roofless)" and "secondary homeless" by the CES. The first category refers to people who live on the streets i.e. who do not even live in emergency accommodation. The second category covers people without a usual place of residence who move between different accommodation and are not able to give a ‘usual address’. (CES 2006: 109)

This is defined greater detail in the section on "Housing":

“A homeless person can be broadly defined as a person who, because of the lack of housing, has no other option than to sleep:

- a) Rough or in buildings which were not designed for human habitation
- b) In emergency centres, or night shelters
- c) In emergency accommodation in hotels, guest houses or bed and breakfast
- d) In hospitals due to a lack of decent shelter; or
- e) In accommodation temporarily provided by friends or relatives because of the lack of a permanent place to stay.”

(loc. cit.: 135)

According to the CES, the definition of various "types of housing" aims to ensure that certain types of accommodation can be identified as shelters, with a distinction made between

- Conventional dwellings
- Other housing units
- Collective living quarters and
- Homeless with no place of usual residence.

(loc. cit.: 129)

Section 5 shows whether it is possible to implement this in practice within the framework of the 2011 census. However, in the recommendations cited here the CES has already established that it may only be possible to estimate the number of homeless (in accordance with its definition given above):

"In practice, it is difficult to identify, and then to collect information on homeless people. For this group, it may be possible to make an estimate using different sources of information, such as, capacity of emergency shelters and information provided in social housing applications."

(loc.sit. 135)

4.2 Legal basis in Germany

The first important legal basis for the 2011 census in Germany was the 2011 census preparation law (cf. section 3). This aim of this was to provide a legal basis for the census preparations.

The 2011 census preparation law regulates

- The area of application (paragraph 1)
- The structure of the address and building register and a register with the place and country of birth (paragraphs 2-9),
- The transmission of data for preparing a census of buildings and housing (paragraph 10) and
- Common regulations and commencement (paragraphs 11-16)

Regulations concerning the subjects of the homeless and homelessness within the framework of the planned census in Germany can be found in paragraph 9 of the 2011 census preparation law, which describes the structure of a special building register (cf. section 5.3 for further details).

The 2011 census law enacted on 03 December 2008⁷ once again changed existing laws such as the 2011 census preparation law and created a legal basis for implementing the 2011 census in Germany:

"The 2011 census law serves to regulate the 2011 census. It regulates the collection of data for the census based on the European Union's census regulation, defines the time of reporting, regulates the census features and input characteristics and provisions concerning the implementation of the obligation to give information, and the consolidation, deletion and storage of the data."

(Explanation of the 2011 census law, A I 9)

The 2011 census law covers the following topics:

⁷ Not yet published in the Federal Law Gazette at the time of writing the report.

- General policy (section 1)
- Collection and consolidation of data; generation of households (section 2)
- Organisation (section 3)
- Measures to assure the quality of the census results (section 4)
- Obligation to give information and data protection (section 5) and
- Final provisions (section 6)

5. *The individual elements of the 2011 census in Germany*

The individual elements of the 2011 census in Germany will be described in detail in the following. The question of whether homeless people in Germany (and subgroups respectively) can be quantified with the 2011 census has already been addressed. These comments are the result of the literature research, the interviews held⁸ and other surveys.

⁸ It should be noted that the interviews were held before the census law came into force.

5.1 Population register

The 2011 census will be largely register-based. The data to be transmitted to the *registry offices* to create the register of addresses and buildings is regulated in paragraph 3 subsection 1 of the 2011 census law:

1. Reference number in the population register
2. Surname, former names and first names
3. Street, street key, house number and address supplements
4. Place of residence, postcode and official community identification number
5. Date of birth
6. Register office and birth registration number
7. Place of birth including explanatory descriptions of affiliation
8. If born abroad: country of birth
9. Sex
10. Nationalities
11. Marital status
12. Residential status (sole place of residence, main residence or secondary residence)
13. Address and residential status in the community the person has moved away from
14. Address of the last place the person lived in the community
15. Date of moving into the dwelling
16. Date of moving to the community
17. Country of origin if moving from abroad
18. Date of registering at the registry office
19. Date of changing residential status
20. Surname, former names, first names, date of birth and reference number of spouse or registered civil partner
21. Surname, former names, first names, date of birth and reference number of minor children and surname, first names, date of birth, identification number and reference number of legal representatives
22. Date of last marriage or establishing the last registered civil partnership
23. Date of dissolving the marriage or the last registered civil partnership
24. Address of housing provider
25. Information on voluntary registration in the population register
26. Transmission ban with reason for transmission ban

09 May 2011 has been set as the reporting date (paragraph 1 subsection 1 of the 2011 census law). As there is no central population register in Germany, the local authorities must supply the data needed for the official statistics on the reference date. However, the results will not be available until approximately two years later as the supply of data is followed by a complex process: The data records

initially need to be examined for integrity. Inconsistencies must be clarified with the registry offices. A multi-case check is then carried out to find out whether people are registered more than once with their main place of residence in Germany. The data records are corrected if necessary. As more than 80 million data records have to be compared, this process alone will take approximately three months. A second register extract is then sent by the registry offices. Among other things this includes people who moved house before the reference date but were only registered afterwards. Only after this will the adjusted population register data be available (StÄBL 2008d). Feedback of the data obtained in this way to the registry offices is not allowed for reasons of data protection, which means that although the data records for the 2011 census are adjusted, the actual population registers are not (see section 7 for detailed information).

This process has already been tested in the framework of the 2001-2003 census test. This showed that it was possible to identify "temporary dead entries" via the two data deliveries. This is important because the unadjusted registration data have a 'dead entry rate' of 4.1% on average throughout Germany - in Berlin the rate was even 8.1%. Such overcoverage is seen alongside data undercoverage or shortfalls (StÄBL 2004). However, it must be assumed that a full correlation of the data with reality cannot be attained even with the planned two data deliveries. Those responsible for the 2001-2003 census test came to the following conclusion

"With reference to the location of the main place of residence, in Germany almost 920 000 dead entries must be classified as 'temporary' (...). The use of the second data delivery reduces the rate of dead entries by 1.2 percentage points in the federal territory."
(loc. cit. 817)

What does this process for evaluating the population register mean for the quantification of homeless people within the framework of the 2011 census? To start with, a first group of homeless people can be identified who *cannot* be recorded in the 2011 census, namely those who are not registered at any registry office (Szenzenstein, lines 553-589). This will constitute a large part of those homeless people who mainly live on the street or in emergency accommodation and similar facilities. This also includes homeless people without a registered address who have had an identity card issued by their local authority. In the past, the note 'ofw' standing for 'ohne festen Wohnsitz' ('no fixed place of abode') was entered in their identity cards, but now the name of the local authority e.g. "Berlin" is entered. However, these people are clearly not entered in the population register, as the head of the department of the office for statistics in Berlin-Brandenburg says:

"I received the first delivery of the population register during the preparations for the census (...). And this material does not contain any record or any person with an address such as Berlin only or similar. They all have a street and a house number"

(Fuchs, lines 166-171)

A second group is recruited from people who are registered with friends or relatives, but who are without accommodation and live on the streets or in emergency accommodation. Neither can these people be recorded as homeless with the planned process (Fuchs, lines 256-257).

5.2 Building and housing statistics variables

Statistical data relating to buildings and housing will also be recorded in the 2011 census. In combination with the statistical data on population, this aims to supply important information on the provision of housing to the population (Heinzel 2006: 321).

Building and housing enumerations were also carried out within the framework of previous population censuses in Germany in order to help make decisions concerning housing and land use planning policy. This was necessary because there is no comprehensive register of buildings and housing in Germany. The latest data are now very outdated as updates generally require a new database every ten years. For example, following the 1987 population census in the former federal territory, the updated housing figures had to be corrected downwards by a million (StÄBL 2008e).

Despite the change in method from a population census to a register-based census, statistical characteristics relating to buildings and housing must now be collected via primary statistical channels as there is no register for this. Here, "all buildings and accommodation where people were registered from 2008 in accordance with the population register or in accordance with information from the federal agency are regarded as buildings with living quarters" (StaBu 2007: 2).

The 2011 census law regulates the definition of "dwelling" in more detail:

"A 'dwelling' refers to enclosed rooms, usually adjoining one another, intended for residential purposes, which enable a separate household to be run and are not fully used for commercial purposes at the time of reporting. (...)"

(Paragraph 2 subsection 4 of the 2011 census law)

Within the framework of the 2011 census it is not the households themselves that will be questioned like in a traditional population census, but rather the approximately 17.5 million owners of buildings and housing will be questioned by post. For this it is first of all necessary to set up a register of addresses and buildings, and this work started in 2008. The 2011 census preparation law also forms the legal basis for this and, in accordance with paragraph 2 of the 2011 census preparation law, in addition to controlling the procedure for the building and housing enumeration, the register will also be used as basis for preparing and selecting the planned representative sample (cf. section 5.5).

According to paragraph 6 subsection 2 of the 2011 census law the characteristics to be recorded are

1. For buildings:
 - a) Local authority, postcode and official community identification number
 - b) Kind of building
 - c) Ownership structure
 - d) Building type
 - e) Year of construction
 - f) Type of heating
 - g) Number of dwellings
2. For dwellings:
 - a) Type of use
 - c) Ownership structure
 - c) Dwelling of persons not subject to registration, if known
 - d) Area of dwelling
 - e) WC
 - f) Bath or shower
 - g) Number of rooms

According to paragraph 6 subsection 3 of the 2011 census law input characteristics are:

1. Surname, former names, first names and address of the respondents
2. Telecommunication numbers of the respondents or another person available to answer questions
3. Surnames and first names of up to two users of the dwelling for each dwelling
4. If known: The number of residents in each dwelling
5. Street, house number and address supplements for the dwelling

This data is needed as provision of living quarters varies greatly by region in Germany. In population centres such as large cities the demand is greater than the offer, whereas in other areas, especially rural areas, there are vacant properties (StÄBL 2008b). The procedure of enumerating buildings and housing by post was already used successfully during the 1995 census of buildings and housing in the new federal states. The census test also confirmed the suitability of this process, and it even proved superior to the previous process for certain questions. The report on the census test says

"The census test showed that a very high degree of coverage can be realised in a postal survey of building and apartment owners. A prerequisite for this is the creation of a complete and comprehensive register of owners from the various data pools (e.g. the property tax offices of the local authorities and land registries). (...) It must be concluded that a postal survey is a suitable method of gathering data which is accepted by owners

and guarantees an efficient implementation based on computer-based and centrally dispatched organisation of the enumeration. Both the census characteristics for buildings and dwellings and the input characteristics that are important for the generation of households can be gathered in sufficient quality."

(StÄBL 2004: 819 f.)

The return rate was also very high after a multi-stage process. 57.1% of respondents replied after the census documents were sent, a further 32.4% replied after a reminder was sent, 8.9% after receiving a final notice and 0.9% after a penalty payment had been fixed. This means that just 0.7% did not answer. (Ginter 2004: 1257 f.)

In the actual process the property owners receive the documents approximately two weeks before the census reference date. It is expected that this will be the longest process during the 2011 census as various queries will be necessary, for example regarding incomplete questionnaires, changes in ownership etc. Current estimates expect it to take 14 months to record the data in official statistics (StÄBL 2008b). The register of addresses and buildings should initially not be further used after implementation of the 2011 census, and the data should be subsequently deleted (StaBu 2007: 4). The 2011 census law now enables "the register of addresses and buildings to be used as a basis for selecting later sample surveys on environmental and housing statistics" (ZensG 2011, preamble: 2).

As the 2011 census preparation law paragraph 2 subsection 3 shows, this register of addresses and buildings will not initially have any characteristics that could identify homeless people. The characteristics listed there range from the address to the location of the building, the number of inhabited dwellings and the number of different surnames per address. However, there will be a register of special buildings which will record emergency accommodation for the homeless among other things. The following section will look at whether this will be able to provide a way of quantifying the homeless in Germany.

5.3 Register of special buildings

"Special areas are community, institutional and emergency accommodation, hostels and similar accommodation. Community and institutional accommodation refers to establishments which generally offer longer term accommodation and provisions for people with specific accommodation needs. Addresses where homeless people are registered are counted as emergency accommodation. Sensitive special areas are areas where information about affiliation could hold the risk of social discrimination for those concerned."

(Paragraph 2 subsection 5 of the 2011 census law)

Paragraph 9 of the 2011 census preparation law regulates the supplementation of the address and building register to include characteristics for 'special buildings' in more detail. According to paragraph 9 subsection 3 of the 2011 census preparation law these are community, institutional and emergency accommodation, hostels and buildings occupied by members of foreign armed forces, diplomatic or professional consular offices. So-called 'fictitious addresses' should also be covered in the special building register. The Federal Office for Statistics regards these as addresses where homeless people are registered but there is no accommodation available, e.g. the addresses of social authorities (Szenzenstein, lines 209-234; Fuchs, lines 190-206).

According to paragraph 8 subsection 1 of the 2011 census law the characteristics to be recorded are

- a) Month and year of birth
- b) Sex
- c) Marital status
- d) Nationalities
- e) Date of moving into the housing or the start of accommodation
- f) Country of birth
- g) Whether the person at the address lives in a household as defined by paragraph 2 subsection 1 sentences 4 to 6
- h) Housing status

According to paragraph 8 subsection 1 of the 2011 census law input characteristics are:

- a) Surname, former names and first names
- b) Date of birth (date without stating the month and year)
- c) Place of birth

The census test 2001-2003 showed that error rates in population registers are particularly high with regard to special buildings, which is why primary statistical collection of the data was recommended (StÄBL 2004: 824). During the test itself so-called 'institutional buildings' were not included in the

sample at all (Ginter 2004: 1258). In the words of the head of the department at the Federal Office for Statistics this has the following impact on the practical implementation:

"(...) we do not use the population register data for people who live at special addresses as the census test showed us that the data in the population register are of a poor quality with overcoverage and undercoverage. (...) And this is why we will obtain the data for these special addresses via a survey. (...) Interviewers will go to these special addresses and depending on whether it is a sensitive or a non-sensitive hostel or institution either the directors of the institutions will be interviewed and will have to supply data for individuals for the sensitive areas, and for the non-sensitive areas the residents of these institutions and homes will be asked directly."

(Szenzenstein, lines 251-268)

Specially trained interviewers will collect the relevant data on site. The rights and obligations of these persons authorised to collect data are laid down in paragraph 11 of the 2011 census law. It is not yet clear whether all the interviews will be verbal interviews or whether questionnaires will be sent in some cases. However, for Berlin it has been decided that, unlike the 1987 census, a central organisation will be set up for collecting data on the special buildings in order to enable direct contact to the interviewers (Fuchs, lines 489-512).

But how will it be established whether a building is also a special building? There are different ways of finding this out, for example through internet research, evaluating special statistics and asking the local authorities (Szenzenstein, lines 204-206). For example, in Berlin publicly accessible sources were used to identify special buildings such as student halls of residence, old people's homes and nursing homes at the time of the interviews. For the area of homeless people, letters will be written to the Senate Department and the 12 borough offices asking them to supply information on accommodation for the homeless. This must be completed by mid 2010 (Fuchs, lines 380-407).

So to start with it is difficult to obtain all the addresses of special buildings. The example of Berlin illustrates how difficult this undertaking will be with regard to accommodation for the homeless: Berlin has a graduated assistance system for the homeless. The most important types of accommodation for homeless people are emergency accommodation (some of which are only operated in the winter as 'help from the cold' facilities), commercial hostels, hostels funded by non statutory welfare organisations and borough offices, and also temporary accommodation and emergency facilities supervised by social workers. In addition to this there is housing within the framework of 'assisted single living' projects and further ambulatory living options. Within the framework of ambulatory support, in some cases dwellings are rented by non statutory welfare organisations and assigned to homeless people via use and occupation contracts. Their residents are also regarded as homeless if they do not have a main or sub-tenancy agreement for the dwelling used.

The accommodation listed above is financed from different budgets and budget items and also examined by different institutions. For example, the State Office for Health and Social Affairs can provide information on commercial accommodation, the borough offices can supply information about their own institutions and the Senate Department for Social Affairs has information on facilities for people with particular social difficulties (which are in turn financed by the individual borough offices on a case-related basis), the federation of non statutory welfare organisations in Berlin ('LIGA') has details of the emergency accommodation financed in a special contract etc. There barely seems to be any chance of recording the many different types of accommodation in full. A further difficulty can then result during the later surveys: "If the managers of these special facilities are sloppy in their responses or refuse to answer or what (...) then the data quality will also suffer" (Szenzenstein, lines 482-488).

One of the categories of special buildings is accommodation for the homeless; here, a distinction is made between 'temporary homes' and 'community accommodation for the homeless' (Szenzenstein, lines 212-213). If a building has been reported to the statistical offices as emergency accommodation, the administrators of these facilities should be questioned separately about the people living there on the reference date. Things become difficult when these people are not registered there at the registry office, but rather at the address of a friend or a family member, for example – or not at all (cf. Fuchs, lines 221-236). In addition, gathering data on persons registered in emergency accommodation "in principle [serves] to correctly determine the official number of inhabitants and not to gather data on a wholly separate group of people" (Fuchs, lines 244-246). Nevertheless, it would be possible to record homeless people in special buildings if it were possible to sufficiently differentiate them. However, the later evaluation of the data gathered is a completely different matter (see section 6).

It is particularly difficult when a building does not fall exclusively under the definition of a special building. This can lead to the following constellations:

1. A non statutory welfare organisation providing assistance to the homeless has rented individual apartments in an apartment building which it gives to homeless people via use and occupation contracts. These people receive support from social workers within the framework of ambulatory services and continue to be regarded as homeless. However, based on the information to be gathered by post from the administrators/owners of buildings, it will not be possible to record this very large proportion of homeless people at all in the 2011 census. Here, the non statutory welfare organisation is the tenant of the apartment and it is not evident from the information gathered during the census whether the tenant registered has an office there or is accommodating homeless people with a use and occupation contract.

"(...) during the building and housing census data is collected on the buildings and the apartments and possibly on the tenants of the apartment. (...)

[Interviewer: But in this case that would not be the actual homeless person, but instead

the project, the welfare organisation.]

Yes. That's right. Yes. And that means that we're not getting anywhere at this point. It's a grey area that's simply there."

(Fuchs, lines 360-369; cf. Szenzenstein, lines 288-337)

2. Only part of the building is used for emergency accommodation for the homeless, the rest has a different use. Neither is it possible to clearly assign the building in this case. (Fuchs, lines 213-217)
3. A local authority has registered homeless persons at *fictitious addresses* to enable them to receive social benefits, for example. If these are reported as special buildings by the authorities the addresses could be appropriately assigned. However, the statistical offices cannot always see if other people are normally registered at these addresses parallel to this, which means that these addresses "cannot be fully assigned to one purpose, but probably to different purposes" (Fuchs, lines 210-211).

In addition, a difficulty for all these variants is that neither does the population register provide any reliable data about which person is registered in which apartment (Fuchs, lines 315-316). This means classification as 'homeless' is even difficult if the buildings in question could be recorded as 'partially special buildings'. The head of the department at the Berlin-Brandenburg statistical office sums the situation up as follows "...it will not be possible to reliably assign the person to the group of persons you are addressing now" (Fuchs, lines 330-332). The data collected from the register of special buildings will not be reconciled with the data from the population register until mid 2011. Only then will it be possible to establish whether people were counted in the wrong place or counted twice (Fuchs, lines 468-479). As the colleague from the Federal Office for Statistics said, reference data could also be useful in the ongoing data collection process in order to establish possible undercoverage of the homeless (Szenzenstein, lines 441-456)⁹.

5.4 Register of the Federal Employment Agency (Bundesagentur für Arbeit)

The basic data on employment statistics for the 2011 census will be partially taken from the registers of the Federal Employment Agency. Specifically, these are the file on employees subject to social insurance contributions, the file on the unemployed and the file on people participating in advanced vocational training. Some local registers (e.g. the compensation and pension offices for civil servants, judges and soldiers) supplement the information on the employment situation. The 2001-2003 census test showed that the data from the population registers were more up to date than the data from the Federal Employment Agency, and the average congruence between the data records was just under

⁹ The author has already informed the colleague about the estimates by the Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V. and about further statistical material.

90%. (StÄBL 2008d). At present it is not possible to assess whether this has changed in the course of organisational changes (Hartz IV – restructuring of social security).

In accordance with the binding EU-wide census programme, the following variables relating to employment statistics and economics will be collected:

- Current employment status
- Non-employed persons
(Characteristics: School pupils/students, pensioners, housewives/househusbands)
- Time normally worked in hours per reference week
- Occupation
- Economic sector
- Position in occupation
(Characteristics: Dependent employees; self-employed with employees; self-employed without employees; family members helping with the business; members of producers' cooperatives)
- Type of workplace
(Characteristics: Homeworkers, travelling salespersons, sales representatives, no fixed workplace, fixed workplace outside the home)

(StaBu 2008)

In addition, paragraph 4 of the 2011 census law lays down the details of the data to be transmitted by the Federal Employment Agency.

However, a large proportion of data on employment statistics is only collected within the framework of a representative sample as not all persons in employment are listed in the registers of the Federal Employment Agency. The self-employed, unpaid helping family members and marginal workers who are not subject to social insurance contributions can also be covered via the household sample (Szenzenstein, lines 387-394).

Homeless people who are registered with the Federal Employment Agency on the reference date will also be recorded via the data records sent from there to the statistical offices: "What if someone has employment subject to social insurance contributions? Then this will also be noted in the personal record for this person without a fixed abode" (Szenzenstein, lines 404-405). However, if someone is not recorded as homeless via the other data to be linked, the information collected cannot be used for a corresponding evaluation.¹⁰

¹⁰ As the Federal Employment Agency will not supply any data at all for the 2011 census containing the characteristic 'homeless', it was decided not to interview a representative from there for this study; also see section 2.

The extent to which the register of special buildings to be created can be used within the framework of the 2011 census to link the data on employment statistics with other data on homeless persons will be described in section 6 which looks at data evaluation.

5.5 Sample survey

As the registers of the Federal Employment Agency do not cover all persons in employment, information on sub-groups such as the self-employed, unpaid helping family members and persons in marginal employment who are not subject to social insurance contributions will be recorded by means of a representative sample survey. Further interesting individual-related census characteristics can also be obtained in this way. In this context it is important that the 2011 census aims to collect structural data rather than data on the individual living conditions of the individual inhabitants, enabling corresponding information to be actually recorded with a sample survey (cf. section 3).

The sample survey will start on the census reference date. Several thousand interviewers will use questionnaires to question approximately seven to nine percent of the population. This will take several months. The results of the sample survey will then be compared with the population register data to establish the error rate, and with the help of this the population register data will be corrected within the framework of generating households (StÄBL 2008d).

Paragraph 7 of the 2011 census law regulates the details of how the household census is to be carried out on a sample basis and the individual characteristics that are to be collected. Selection units in the sample are addresses with living quarters in accordance with the register of addresses and buildings (paragraph 7 subsection 3 of the 2011 census law). The Federal Ministry of the Interior and the Federal Office for Statistics have commissioned the University of Trier (Prof. Dr. Ralf Münnich, chair of economic and social statistics) and the Zentrum für Umfragen, Methoden und Analysen (GESIS-ZUMA) in Mannheim (PD Dr. Siegfried Gabler) under the direction of Prof. Dr. Ralf Münnich to develop an efficient method for the additional sample survey. The plan for the sample survey should enable high quality data to be obtained – keeping the costs as low as possible. New methods of collecting data will be researched and tested in view of practical deployment (University of Trier 2008). Model-based small area estimation procedures will be used.

The homeless will not be recorded in the sample survey because most special addresses (which could be used to identify the homeless at all, cf. section 5.3) are excluded from the sample (Fuchs, lines 409-415; cf. paragraph 7 subsection 3 and paragraph 8 subsection 5 of the 2011 census law). Moreover, there are no plans to include any characteristics that could identify homeless people in the household sample survey (Szenzenstein, lines 664-666).¹¹

¹¹ An interview initially planned with Prof. Dr. Münnich was cancelled for this reason. In an e-mail he himself referred to the Federal Office for Statistics as the responsible office (Münnich, 15 August 08).

6. *Evaluation and linking of the data collected*

When all data are available from the local authorities, the Federal Employment Agency and the building and housing census, household, employment and housing correlations can be established for each person. A method is used which enables persons to be put together to make up households – the ‘household generation process’. Here, the demographic data from the population registers is combined with the data on employment and also the household, housing and building data to create a combined ‘typical census’ data record (StÄBL 2004: 815).

First of all, the extrapolated results of the register errors in the sample are used to adjust the statistics. The first results will be available approximately 24 months after the census reference date (StÄBL 2008d). The 2011 census should enable information to be gathered about the structure of the households as well as their number. This requires that "persons who live in a household are also shown in a statistically correct residential context" (StÄBL 2004: 820). The consolidated data will be supplied to the Bavarian State Office for Statistics and Data Processing in accordance with paragraph 9 subsection 3 of the 2011 census law, and here the data records will be consolidated to create households.

However, it has not yet been clarified in any way¹² how the data processed and linked in this way will be later evaluated and shown as results of the 2011 census:

"i.e. the population as a whole, for example in Germany, including people who live in private households. Those who do not live in private households - who live in community accommodation, in institutions. And it would be possible to differentiate them or not, wouldn't it? In the type of community accommodation or institutions they live."

(Szenzenstein, lines 418-423).

So the statistical offices might only provide aggregated data. Theoretically this means that, depending on the decision about how to evaluate the data, students in halls of residence and homeless people in emergency accommodation could be combined in a common group of "people in community, institutional and emergency accommodation" (cf. paragraph 9 subsection 3 of the 2011 census preparation law).

In addition, at a certain point in time in the preparation of data, assignment to a certain group of people such as the homeless is no longer possible at all, as the head of the department of the Berlin census explains:

"As long as the preparation is in process the personal data record contains the name and address. The address must be deleted from this data record. That is an input characteristic and must be replaced by, for example, the smallest permissible spatial

¹² Report status: 12/08

characteristic. In the 87 census that was the 'Blockseite'¹³. (...) So when the personal material is later finished and regarded as final, there is no longer any address characteristic. This means that at this point in time we lose the connection to the information that is probably stored in the register of addresses and buildings that 'This is a special address'. So this would need to be evaluated in some form or other beforehand."

(Fuchs, lines 583-600)

As the evaluation programme "has not yet been discussed at all" (Wagner, lines 156-157), there may still be opportunities to influence this (see section 8).

The EU regulation also regulates how data is to be transmitted from the individual member states to the Eurostat commission. Within 27 months after the end of the reference year in question (for the first time in 2011) the aggregated data and the metadata must be supplied to Eurostat (article 5 subsection 2 regulation 763/2008).

The type of evaluation and presentation of the results of the census data also depend on data protection considerations which are described in more detail in the following section.

¹³ 'Blockseite' is a division of a local area for statistical purposes.

7. *Data protection*

The EU regulation already emphasises the great importance of data protection within the framework of the planned 2011 census. For example, data protection measures laid down in various European regulations ensured the "physical and logical protection of confidential data and that no unlawful disclosure or non-statistical use occurs" (regulation 763/2008, preamble subsection 6). This does not affect the data protection provisions of the member states (loc. cit. article 4 subsection 2).

So for the 2011 census there must be compliance with both the German data protection provisions and statistics secrecy. For example, no individual data of citizens may be transmitted to other state authorities. This takes the census verdict of 15 December 1983 into account, according to which personal data from official statistics may not be used for executive purposes. The possibility of drawing conclusions relating to individual persons from the statistical results must therefore be ruled out. The personal rights of the individual must be protected (StÄBL 2008f).

Data protection legislation obliges the federal and state statistics offices to organise the census and the process in a way that ensures the principle of a 'one way street' – i.e. data may not flow back from the census to administrative departments. For example, this also applies when it is established via the census that people are registered with a local authority without living in the area and vice versa. These data are of statistical interest only within the framework of the 2011 census in order to correct data from the population registers. However, the latter may not be adjusted on the basis of this information – this was also forbidden by the census verdict of 15 December 1983. (StÄBL 2008f)

For data protection reasons so-called input characteristics such as name and address may only be used to link the register data with one another. This information must be deleted after consolidation of the data. These strict requirements may lead to no data whatsoever being generated about homeless people in the 2011 census. This is because the characteristic 'homeless' may not be stored permanently in the data at all because otherwise the combination of different information in the data record could enable a real person to be traced and identified as homeless:

"(...) I don't think that that identification of persons in the individual records based on this information which we have about the address will be permitted: 'This is a homeless person.' I'm quite sure that that won't happen."

(Fuchs, lines 545-550)

For the same reasons, within the framework of the 1987 population census in the old federal states, data protection specialists succeeded in ensuring that only aggregated data on the residents of so-called 'sensitive institutions' were supplied. At that time the data of all people living in so-called 'institutions' were combined – without further differentiation (Fuchs, lines 527-533; Szenzenstein, lines 522-538).

This was also discussed within the framework of the consultation process for the draft 2011 census law. If this attitude prevails, the data on homeless people would be evaluated together with those on other residents of 'sensitive institutions' without any further differentiation. This would make a quantification of homeless people in the census completely impossible. Neither would it be possible to supply linked data, for example on employment, for these groups of people. (Szenzenstein, lines 488-538)

This possible data protection problem has not yet been discussed by the Census Commission "because the academic world has shown no interest whatsoever in this subject to date" (Wagner, lines 331-332).

8. *Influence opportunities*

This expertise has already shown how low the chances are of recording the extent of homelessness in Germany or at least sub-groups of homeless people quantitatively in the 2011 census. At the same time it has become clear that final arrangements have not yet been made at some stages of the process, which means that there could still be opportunities to influence it.

In this context it is first of all interesting to see who was involved in the discussion and the preparations for the 2011 census in advance. For example, department Vb (social welfare and social integration) of the Federal Ministry for Work and Social Affairs (Bundesministerium für Arbeit und Soziales), which is responsible for homeless people in the broadest sense, was not involved in the 2011 census with regard to a possible quantification of homeless people. The colleague interviewed said that they are just generally "helping with the birth of the legislation" (Güntert, 11 September 2008). He also emphasised the difficulty of recording homeless people as this requires a clear definition (*loc. cit.*). Neither has the statistics department of the Federal Ministry for Work and Social Affairs been involved in the preparations for the 2011 census until now (Monse, 11 September 2008).

The Federal Ministry of the Interior (Bundesministerium des Innern) has so far not discussed the possibility of quantifying homeless people in the 2011 census as they say that they are not the ministry technically responsible for this. Neither have any demands been made in this respect during the preparations – by either the responsible ministry or by third parties. (Rybak, 20 October 2008).

The Head of the Census Commission expressed himself very clearly on this subject:

"(...) there are all kinds of special interests in the census. And those who don't put their hands up aren't heard - because neither the Federal Office nor the Commission have an overview of all the special interests. And the ministries could easily have said what they need during the course of the departmental coordination of the census arrangement law."
(Wagner, lines 353-359)

Neither has the subject of the homeless been discussed in the Census Commission so far:

"(...) the commission has not concerned itself with the subject, but the mainstream academic world has effectively not looked at it at all. No one has approached us or formulated ideas or requests."
(Wagner, lines 123-126)

Following the interviews held for this expertise, FEANTSA¹⁴ “launched a consultation of national statistics offices on the enumeration of homeless people on census night” (FEANTSA 2008: 3). With regard to Germany, it simply observes that a study was commissioned for the possible quantification of homeless people within the framework of the 2011 census (loc. cit.: 9).

A request to the Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V. by the author of this expertise revealed months later that the organisation had not been officially informed about the 2011 census and had therefore not been involved in the question of which possibilities it would see for quantifying homeless people within the framework of the planned census, or which general statistical conditions this would require. The only information about the 2011 census received by the Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V. came from its own committees and through its involvement and networking at national and international level. (Specht/Schröder, 12 December 2008)

Now the fundamental question arises of whether the responsible bodies should wait to see whether certain public or other bodies come forward of their own accord in the face of such a gigantic project as the 2011 census, particularly as there are plans to record the homeless throughout the EU (cf. section 4.1). However, as this is difficult when looked at retrospectively, we will limit ourselves to looking at whether, and if so, which, opportunities still exist to influence the 2011 census and use it for quantifying homeless people.

As the registers used and the characteristics collected cannot be changed, there only remains a chance to influence the evaluation of the data (cf. Fuchs, lines 139-143). The Head of the Census Commission advised influencing the 2011 census law via interested members of the Bundestag (Wagner, lines 372-376). With regard to the evaluation programme he suggested that the Census Commission should be directly contacted:

¹⁴ European Federation of national organisations working with the homeless

"I would suggest that you write to me as the chairman of the Census Commission or someone from Brussels, or preferably both, and say: There is this European project. And, for example, you could suggest that you would like to present it to the Commission to canvass for the standard evaluation programme covering the homeless and to canvass for this data being made accessible to academics."

(Wagner, lines 181-187)¹⁵

So in the first place it is still possible to influence the evaluation programme as this has not yet been fixed (cf. Wagner, lines 156-158). In particular with regard to the question of whether the data from so-called 'sensitive special areas' may only be supplied in aggregated form (cf. sections 6 and 7), concerns relating to data protection law must be discussed and weighed up against the need to establish the extent of homelessness for strategic social and housing policy planning. For this it would be necessary to become involved in the discussion as quickly as possible and to make specific demands.

In this connection the Head of the Census Commission said that "access to the academic world (...) [is] one of the main topics for the Census Commission" (Wagner, lines 165-166). However, expertise in the evaluation of microdata would be necessary (loc. cit. line 172). This is also a topic that could be discussed with the Census Commission, i.e. "whether a research project could be carried out in some way alongside the census and accompanying the census" (loc. cit. lines 188-190).

9. Summary: Opportunities and limits

It can generally be said that a register-based census has a whole host of advantages over a conventional census. For example, the costs are much lower and the population is not bothered with long-winded investigations. Based on the results of the 2001-2003 census test and international expertises it can also be assumed that data obtained in this way is more valid, more reliable and more dependable (cf. ECE 2007: 8). However, a disadvantage is that the data available in the respective registers simply has to be taken as it is. Or as the United Nations Economic Commission for Europe aptly put it:

"Using traditional data collection methods, the NSI¹⁶ is asking: 'We asked our questions, but do we get the right answer?' Using register-based (administrative) data the NSI is asking: 'surely we got the correct answer, but how does it correspond to our question?'"

(ECE 2007: 4)

So the initial question is not: "What do we want to know?" followed by the development of a suitable method in order to answer the questions as fully as possible; rather the answers are already found in

¹⁵ These and further suggestions have already been passed on to those responsible at Mphasis.

¹⁶ National statistics institute

the existing registers – and the question is which questions can be answered with them at all. Both questions and answers are then inevitably based on the definitions of the authority in question and the authorities' view of the world (loc. cit.: 11). However, their perspective is not oriented to the needs of statistics, but rather to using the data for administrative purposes. This means that some social structure characteristics cannot be comprehensively covered at all because appropriate registers do not exist (Heinzel 2006: 322). A register-based census is therefore much more inflexible than a traditional census where those data that those responsible regard as important can be requested.

Research for this expertise has shown that, although the identification of homeless people is generally planned – and throughout Europe, the German population registers do not contain any characteristic that could identify a person as 'homeless'! Any quantification of homeless people must therefore be done via the so-called 'special buildings' which means that the majority of homeless people living on the street cannot be recorded at all. The limits of recording subgroups of homeless people have been described in detail in the previous sections. In summary it can be said that within the framework of the 2011 census some subgroups of homeless people *cannot be recorded at all*, other subgroups can only be recorded *in part* and further subgroups can *only* be recorded when certain definitions, criteria and rules to clearly record relevant accommodation for the homeless, which have obviously not yet been developed by those responsible, are complied with.

This will be summarised once more in the following based on the definition of the Bundesarbeitsgemeinschaft Wohnungslosenhilfe e. V. and the subgroups of homeless people listed there (BAG W 2008).

Table 3: Possibilities for recording homeless people

Subgroups of homeless	Ways of recording
People, who are committed – on the basis of laws on social security and order – to accommodation without rent contract or who are placed in shelters	Recording is not possible or only partly possible. Some people cannot be identified as homeless (assigned to apartments in normal apartment buildings by local authorities). Other people in this subgroup can only be recorded if this accommodation is reported as a special building for the homeless and this building is additionally only used as accommodation.
People who are placed without a rent contract, whereby the expenses are paid by social welfare	These people cannot be recorded if they live in housing rented by private welfare organisations within the framework of ambulatory support.
People who are staying in shelters for the homeless, in institutions, asylums, women’s shelters (victims of domestic violence), because no flats are available	These people cannot be recorded or can only be partially recorded. The group of people in shelters are generally not registered at registry offices at all or they are registered at different addresses. Homeless people in institutions and asylums can only be recorded if this accommodation is reported as a special building for the homeless and this building is additionally only used as accommodation. In Germany, women’s shelters are not always defined as accommodation for homeless people, which means that the figures would certainly be incomplete.
People, who are living in cheap hostels as self-pay patients	These people can only be recorded if this accommodation is reported as a special building for the homeless and this building is additionally only used as accommodation.
People, who find temporary accommodation with relatives, friends and acquaintances	These people cannot be recorded as this group of people are either not registered at registry offices at all or cannot be identified as homeless.
People, who are without any shelter, who “sleep rough” (living in the streets)	These people cannot be recorded as they are either not registered at registry offices at all or are registered at the addresses of friends or relatives without actually living there.
Resettlers (‘Aussiedler’) who have not yet found a rented flat and who are housed in special shelters for resettlers	These people can only be recorded if this accommodation is reported as a special building for the homeless and this building is additionally only used as accommodation.

In addition to the difficulties mentioned, setting up the register of special buildings can prove to be an extremely difficult task (cf. section 5.3). In addition, data protection regulations may mean that only aggregated data may be supplied for special buildings in particularly sensitive areas (which would include accommodation for homeless people) (cf. sections 6 and 7). The data of homeless people could then no longer be isolated from this.

In view of the currently known conditions and the conditions to be established, it must be assumed that homeless people, including certain subgroups, cannot be or can only partly be recorded and quantified in the 2011 census in Germany. A feasibility study in 1998 had already shown the limits of recording statistics on emergency accommodation cases in Germany, although the possibility of supplementing and modifying existing statistics was examined in the framework of the study (König 1998).

10. Recommendations

An implementing regulation has not yet been enacted at EU level to specify the characteristics to be supplied for the 2011 census round with binding effect (cf. section 4.1). However, as the data available in the population register must be used, for Germany it cannot be expected that the data to be supplied

will yield more information than described in section 5.1. Also for reasons of data protection it does not seem possible to incorporate a characteristic 'homeless' in the population register in Germany. This means that identification of homeless people or subgroups of homeless people can only be realised within the framework of a census in Germany by recording all accommodation for homeless people as fully as possible.

In order to be able to record and quantify homeless people or subgroups of homeless people within the framework of the register-based 2011 census in Germany, the results of the research for this expertise show that the following conditions must be met:

- Experts for homelessness must advise the statistical offices and support the compilation of a full register of special buildings:
 - Who is defined as homeless?
 - What kinds of accommodation for homeless people and other forms of housing are available in the regional catchment area of the respective statistical office?
 - Who best suited to providing the full addresses of such accommodation?

(cf. FEANTSA 2008: 11 f.)

- It must also be possible to record *parts of buildings* as special buildings in the register of special buildings. For this, among other things, it is necessary to differentiate the variable 'type of use' when questioning the owners of buildings and apartments to enable homeless people accommodated with use and occupation contracts to also be identified (cf. 5.3).
- The form in which the data of persons identified as homeless may be evaluated must be clarified with data protection officers. If only consolidated, aggregated data of all residents of accommodation in so-called 'special areas' may be represented within the framework of the official census evaluation, independent academics must be given access to the individual data to enable a special evaluation to be carried out (cf. sections 6, 7 and 8). This would also enable data that is insufficient or completely missing to be identified for future censuses.

All in all it must be said that the register data to be supplied can probably no longer be influenced; rather, only the type of data evaluation.

For an EU-wide quantification of homeless people it is essential to further discuss a Europe-wide definition of the term 'homeless' (cf. the proposal for a "European Typology on Homelessness and Housing Exclusion" [ETHOS] and "ETHOS light", in Edgar et al. 2007) and to make it binding for the EU. In future censuses this could form a basis for coordinating corresponding characteristics and characteristic values for a full survey of this group of people. Because as FEANTSA notes it its recommendations for the 2011 census:

"At EU level, comparative homelessness statistics are necessary (yet lacking) in the

framework of the EU social inclusion strategy, a strategy whereby the European Commission and national governments monitor progress in tackling poverty, including tackling homelessness."

(FEANTSA 2008: 5)

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