

# The collateral damage of the COVID-19 pandemic on homeless people in the Netherlands; a qualitative study on the impact of health and care.

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8 **Abstract**

9 *Introduction*

10 People experiencing homelessness, also in the Netherlands, experience poorer physical and mental  
11 health compared to the general population and suffer from unmet health needs that are strongly  
12 related to their unfavorable social situation. This makes them especially vulnerable to negative  
13 consequences of a public health emergency such as the COVID-19 pandemic. This qualitative study  
14 aims to provide insight into the experiences of people experiencing homelessness with the impact of  
15 the pandemic on their health and lives.

16 *Methods*

17 We performed semistructured interviews at 3 different times in the first two years of the pandemic  
18 including respectively 67, 55 and 53 persons. Interviews focused on their experienced mental and  
19 physical health, their experiences with the public health measures taken, and the care they received  
20 during the pandemic.

21 *Results*

22 In each round of interviews, the self-reported mental health was lower than before. In the last round  
23 approximately half felt mentally unhealthy. Mental health was negatively impacted due to livelihood  
24 insecurity, loss of social contact and poor accessibility to social and medical care. Twenty-four hour  
25 shelter locations with smaller dormitories had a positive impact on mental health.

26 *Discussion*

27 Most preventive measures taken during the pandemic negatively impacted the mental health of  
28 people experiencing homelessness but some improved their health. We recommend special attention  
29 to the effects on mental health when planning measures for pandemic control and we recommend to  
30 implement 24-hour shelter and smaller dormitories.

31

## 32 Introduction

33 On March 11th, 2020, the World Health Organization (WHO) declared COVID-19 as a pandemic.  
34 While everyone is at risk of contracting the virus, individuals with underlying health conditions or  
35 poor general health are at higher risk for severe outcomes (1). This is particularly relevant for people  
36 experiencing homelessness who suffer from worse health than the general population and are more  
37 susceptible to infections due to crowded shelters and poor hygiene facilities (2-4). In 2020, the  
38 Netherlands counted approximately 36,000 persons experiencing homelessness (5). However, the  
39 actual number may deviate from the actual figures since this number is based on estimates.

40 During the pandemic, governments implemented strict public health and social measures (PHSM) to  
41 prevent the spread of the virus and reduce mortality and morbidity, such as hygiene measures,  
42 facemasks, physical distancing, and the closure of schools, workplaces and sometimes face-to-face  
43 health care(6-8). However, these policies had a significant impact on daily life and caused economic  
44 and social disruptions. Recent studies show that the ongoing pandemic and the measures to contain  
45 the virus have taken a toll on the mental health of many people, particularly those in vulnerable  
46 positions resulting in a widening socioeconomic health gap (1, 9-11).

47 People experiencing homelessness are particularly vulnerable to the economic and health  
48 consequences of the pandemic, as they live in extreme socioeconomic vulnerability and have limited  
49 opportunities to comply with COVID-19 preventive measures such as physical distancing or staying  
50 at home(12, 13). The well-being of this group is intricately tied to their social circumstances, notably  
51 financial strain and feelings of isolation (4). Even before the onset of the COVID-19 pandemic,  
52 persons experiencing homelessness in the Netherlands were already grappling with poor physical and  
53 mental health. Research conducted by Verheul revealed that 19% of the surveyed population rated  
54 their self-reported health as either poor or very poor (4). Furthermore, a significant majority (57%)  
55 expressed experiencing feelings of sadness.

56 The COVID-19 response for the population of people experiencing homelessness brought about  
57 extended operating hours of shelters, and the creation of smaller dormitories. However, it also  
58 resulted in the closure of daytime activities and programs. In the Netherlands, pre-COVID,  
59 government support for this group varied based on entitlement. Those entitled had access to shelter,  
60 food and hygiene with efforts to secure permanent housing. Conversely, those not entitled such as  
61 undocumented migrants, had limited access to support, often relying on inconsistent charitable aid.  
62 During lockdowns, those not entitled in usual circumstances gained for short periods access to  
63 shelter. All these groups were entitled to access healthcare, although undocumented people are not  
64 allowed to have healthinsurance.

65 Some global studies have illustrated how the pandemic has affected this population, encompassing  
66 health, social, and economic dimensions(14-17). A study in the Netherlands showed that the actual  
67 COVID-19 infection among individuals experiencing homelessness was less than previously  
68 anticipated, and contradictory to some other countries(12, 18-21). Limited information exists about  
69 how these people have coped with PHSM and pandemic-related life disruptions. Therefore, this study  
70 aims to shed light on the experiences of persons experiencing homelessness in the Netherlands during  
71 the pandemic and the effects they experiences on their mental well-being and lives. Understanding  
72 these factors can offer valuable insights for molding future pandemic responses and formulating  
73 interventions that tackle the lasting effects of COVID-19 on people experiencing homelessness.

## 74 1 Materials and methods

## 75 **1.1 Design and setting**

76 From mid-2020 until May 2022 we conducted the study “Corona and Homelessness” (financed by  
77 ZonMw, i.e., the Netherlands Organisation for Health Research and Development) on the prevalence  
78 of COVID-19 infection among people experiencing homelessness in the Netherlands, the  
79 organisation of COVID-19 preventive measures among them, and the impact of the pandemic on the  
80 health and lives of people experiencing homelessness.

81 As part of this study, three consecutive rounds of semistructured interviews with people experiencing  
82 homelessness were performed including respectively 67, 55 and 53 persons. The first round of  
83 interviews took place in May and June 2020 (after 3 months of the pandemic); the second round took  
84 place between December 2020 and February 2021 (after 1 year of the pandemic) and the last round  
85 took place in October and November 2021 (after 1,5 years of the pandemic).

## 86 **1.2 Study population**

87 Respondents were recruited through purposive sampling in 7 different Dutch cities: the 5 largest  
88 cities Amsterdam, Rotterdam, Den Haag, Utrecht and Eindhoven as well as 2 smaller cities in the  
89 south and east of the Netherlands (Nijmegen and Tilburg). The largest Dutch city, Amsterdam was  
90 included in the first round, but could not be included in the last two rounds of interviews due to staff  
91 shortages and other problems related to the COVID-19 infection wave at that time. We included the  
92 data from Amsterdam in this paper.

93 For the recruitment of people experiencing homelessness, professionals working in shelters, trusted  
94 intermediaries, and experts through experience approached people in homeless shelters and explained  
95 the study purpose and methods. Diversity was sought in age, sex, country of origin, and geographical  
96 location. After receiving informed consent, the people experiencing homelessness were interviewed  
97 face-to-face by one of the researchers. In the first round of interviews, some of the interviews were  
98 conducted by phone due to the lockdown, and not all shelter locations allowed researchers to  
99 interview people experiencing homelessness on-site. All researchers were women and were trained  
100 and supervised by an experienced researcher (TvL).

## 101 **1.3 Data collection and analysis**

102 The topic list for the first round of semistructured interviews was developed based on the literature  
103 on effects of preventive measures and of epidemics on the lives and health of people who experience  
104 homelessness, and the personal experiences of the research team and advisory board of the study that  
105 included experts through experience with homelessness, doctors and nurses providing care for people  
106 experiencing homelessness, professionals working in shelterhomes and representatives of  
107 municipalities. The topic list contained questions on characteristics of the participant (age, gender,  
108 country of birth, years of homelessness, sleeping place) and on their experienced mental and physical  
109 health. These questions were repeated in the second and third round of interviews, to get insight in  
110 changes in experienced health during the pandemic.

111 In addition, each round of interviews included questions on specific topics that were relevant at that  
112 moment in time. As such, the focus of the first round of interviews was on compliance with the  
113 COVID-19 public health measures. The second round focused on the changes in care and shelter for  
114 people experiencing homelessness, the vaccination strategy, and the impact of the pandemic on their  
115 everyday lives. The third round specifically focused on the impact of the advancing pandemic and the  
116 implications for their future prospects.

117 All interviews were audio-recorded, transcribed, and processed with the soft-ware program Atlas.ti  
 118 version 8. As we wanted to report experiences, meanings and the reality of participants, thematic  
 119 analysis was applied as a realist method (22) We started with inductive coding, conducted by the  
 120 authors JS and TvL, independently of each other. In each round at least 5 interviews were also coded  
 121 by MvdM. Codes were compared and differences were discussed until an agreement was reached.  
 122 From these codes themes were identified, some which were explicitly asked about in the interview  
 123 like ‘mental health’ and others found as patterns in the interviews like “decreased livelihood  
 124 security”. Data were first analyzed immediately after the conclusion of each round of interviews and  
 125 resulted in an interim report. At the end of the third round of interviews, the data of all interviews of  
 126 all rounds were reviewed and again thematically resulting in themes that reflected developments  
 127 during the pandemic like “decreasing physical health”.

## 128 1.4 Ethical considerations

129 Ethical approval was obtained from the Medical Ethical Committee of the Radboud university  
 130 medical center (CMO Radboudumc) (CMO) Arnhem-Nijmegen (nr 2020 6428).

## 131 2 Results

### 132 2.1 Characteristics of respondents

133 In the first round 67 people were interviewed, in the second round 55 and in the third round 53. An  
 134 effort was made to reapproach and interview as many of the same people as possible each round.  
 135 However, this only succeeded to a limited degree. People experiencing homelessness were either no  
 136 longer visiting the shelter, could not be reached at the phone number they provided the previous  
 137 round, or no longer felt the need to participate. Therefore, each round was supplemented with new  
 138 respondents. Table 1 summarizes the characteristics of the respondents by round and compares them  
 139 with the homeless population in the Netherlands (5).

140 Table 1. summary of the characteristics of the respondents by round

	<b>Round 1 (n=67)</b>	<b>Round 2 (n=55)</b>	<b>Round 3 (n=53)</b>	<b>Homeless in Netherlands (2021)</b>
<b>Average age (range)</b>	44 (18-77)	48 (19-76)	44 (20-78)	45 (18-77)
<b>Duration of homelessness</b>	4.3 years (3 weeks – 41 years)	2 years (2 days – 10 years)	4 years (7 weeks – 37 years)	
<b>Migration background (%)</b>				
<b>Dutch</b>	43 (64.2%)	33 (60.0%)	32 (60.4%)	40%
<b>EU-country</b>	3 (4.4%)	6 (10.9%)	2 (3.8%)	10%

<b>Non EU country</b>	21 (31.3%)	16 (29.1%)	19 (35.8%)	50%
<b>Gender</b>				
<b>Man</b>	82%	85%	81%	84%
<b>Woman</b>	18%	15%	19%	16%
<b>(still) homeless due to COVID</b>	-	17%	26%	

141

## 142 2.2 Self-perceived mental health status

143 In general, the self-perceived mental health of respondents deteriorated during the pandemic. In the  
 144 first round of interviews, 47 out of the 67 (over two third) respondents reported feeling mentally  
 145 healthy. In the second and third rounds, this number dropped to 32 out of 55 participants (a bit more  
 146 than half) and 27 out of 53 participants (just half of) respectively. In the first round, which took place  
 147 in the first 6 months of the pandemic, anxiety was particularly mentioned. Fear of the virus itself was  
 148 cited as the main cause of increased anxiety.

149 *"In the beginning I was also really really scared because I didn't know what was*  
 150 *happening . Suddenly the virus and you're not allowed to go outside. I was very*  
 151 *scared. I remember calling my dad crying daddy, are we all going to die? No, of*  
 152 *course not. Yes. I did feel really awful for a long time."* (20-year-old female)

153 The decreased mental well-being resulted from the accumulation of difficult circumstances, including  
 154 the feeling of not being able to adequately protect oneself against the virus due to a lack of or  
 155 expensive protective measures such as face masks, or because it was not possible to adhere to the  
 156 Public Health and Safety Measures (PHSM) in crowded shelters.

157 *"Yes, when you're homeless, you're already in a less fortunate situation; you don't*  
 158 *have a roof over your head. You're already stressed because, well, you're living on*  
 159 *the streets. That's obviously not pleasant, and if you then add COVID-19 to it, well,*  
 160 *it's only more, even worse. (...) Can you imagine? You don't even have the money to*  
 161 *buy a face mask."* – (44-year-old man)

162 Later in the pandemic, fear subsided but other negative emotions like general distress, gloom, and  
 163 loneliness became more prevalent.

164 *"Yes, you become familiar with it at some point. You're going through it after all,*  
 165 *we're all going through it. So, that fear gradually diminishes."* (28-year-old man)

166 According to the respondents, feelings of distress were mainly caused by the diminished prospects  
 167 for a good future in terms of income and outflow to housing. In the last two rounds of interviews,  
 168 people also reported being bored more often because day programs closed and many people had lost  
 169 their jobs. This fueled thoughts of gloom and loneliness.

170 *"Yes, I have felt very lonely. Even though there are people here, I [...] Yes,*  
171 *boredom also causes you to get these depressing thoughts and so on."* (20-year-old  
172 *woman)*

173 For labor migrants and illegal immigrants, stress was also increased by the uncertainty about their  
174 possibility to stay indoors during the night. These people were entitled to stay in shelters during  
175 lockdown periods, but had to vacate those locations once the lockdown periods were over. This  
176 created confusion and stress for many non-entitled people experiencing homelessness.

### 177 **2.3 Factors negatively affecting the lives of homeless individuals during the pandemic**

178 In addition to the fear and distress mentioned above some other specific issues appeared to be related  
179 to the mental health of people experiencing homelessness.

#### 180 **2.3.1 Worsening physical health**

181 In the first two rounds of interviews, nearly three quarter of respondents (50 out of 67 and 40 out of  
182 55 respectively) reported feeling (very) healthy physically. In the last round, only slightly more than  
183 half of the respondents (27 out of 53) indicated that they felt physically healthy. Participants reported  
184 that the change in their perceived physical health was not so much caused by the COVID-19 virus  
185 itself but rather by the effects of the introduced PHSM such as the advice to stay indoors as much as  
186 possible and to the longer waiting times for and postponement of care due to the pandemic.

187 *"I do think worse because normally you walk more, go outside more. Now you're*  
188 *actually, well, my fitness has declined."* (32-year-old woman)

189 Besides, respondents explained that the pandemic had made them more aware of health in general,  
190 resulting in a more critical assessment of their own physical and mental health.

#### 191 **2.3.2 Less accessibility to social and medical care**

192 Respondents in all three interview rounds indicated that the accessibility of agencies, such as the  
193 municipality, social services, debt counseling and legal aid, was limited and that contact with social  
194 workers had changed. In many cases, contacts could only take place online. However, digital contact  
195 proved challenging. Not all people experiencing homelessness had a computer/phone or internet at  
196 their disposal, or they were or felt not digitally literate enough. Likewise, respondents found that  
197 there was less assistance available, longer waiting times, and that cases were left pending in the dark.

198 *"The accessibility and approachability is less, also because of infection risk; it's*  
199 *mostly by phone and then you can't really look the care provider straight in the*  
200 *eyes and the care provider can't really get the patient straight in the eyes either.*  
201 *On that point, I think it's less."* (47-year-old man)

202 Respondents indicated that the accessibility of agencies was also limited because they had to make an  
203 appointment by phone or internet for organizations they previously could access without making an  
204 appointment. This decreased the approachability, which seemed to be an important factor for  
205 respondents to seek help. Luckily, shelters could still be accessed without appointment, which  
206 benefited help-seeking.

207 Also the accessibility of primary care remained satisfactory: three-quarters of respondents reported  
208 being able to visit regularly their primary care physician and/or street doctor who remained easy to  
209 reach during the whole pandemic. However, this was not the case for mental health care.

210 **2.3.3 Decreased livelihood security: income and housing**

211 The COVID-19 pandemic appeared to be the cause of becoming homeless in one in every 6  
212 respondents in the second round of interviews and even of a quarter of all respondents in the third  
213 round. These individuals had either lost their jobs or, in cases where they already did not have a  
214 home of their own, were no longer able to stay with family or friends.

215 Across all three rounds of interviews, respondents mentioned a decrease in income. Some  
216 respondents lost their employment due to the pandemic, which had a negative impact on their  
217 finances. The COVID-19 pandemic made it more challenging to find work as there were fewer jobs  
218 available and there was a general shift towards remote work which was not feasible for people  
219 without homes. Besides, income from begging also declined due to store closures and curfews. The  
220 uncertainty about the future exacerbated concerns about financial stability.

221 *"No I did notice that [...] because of the corona supply and demand for certain*  
222 *work is not stable and then if it's not busy and you don't have a permanent contract*  
223 *yet then the job stops and then you're without a job again. Then you look online for*  
224 *a job and then you see a lot of working from home full-time." (31-year old woman)*

225 There was a widespread perception that the COVID-19 pandemic had slowed down the process of  
226 realizing housing for people experiencing homelessness. Waiting times were longer, there were fewer  
227 available houses, and it was more challenging to obtain the necessary paperwork. All this influenced  
228 peoples' mental state negatively.

229 *[ response to why no longer happy] "Yes, I do laugh occasionally because, you*  
230 *know, when you work in the hospitality industry, you can't just appear gloomy in*  
231 *front of the guests, but the situation you're in is completely different. And the*  
232 *prospects of getting a house, well, it's not that easy, because there are women here*  
233 *who have been here for two years or even longer. And I've only been here since last*  
234 *year, so yeah." (33-year-old woman)*

235 **2.3.4 Reduced trust in government and agencies**

236 Throughout all three rounds of interviews, a group of respondents expressed an increasing sense of  
237 distrust towards authorities, including the government, healthcare system, and legal system. In the  
238 first round of interviews, this was particularly evident in their doubts about the origin of the virus and  
239 the effectiveness of PHSM. In the latter two rounds, respondents also expressed doubts about the  
240 COVID-19 vaccine. Reduced financial security due to the pandemic further contributed to this sense  
241 of distrust. Overall, this growing distrust made people feel uneasy and fearful.

242 Several respondents perceived inconsistencies between the PHSM and the information provided  
243 about the coronavirus.

244 *"Well with the measures. The festival at Zandvoort is allowed to be celebrated*  
245 *lavishly but the hospitality industry is not allowed to open. If you want to go for a*  
246 *beer you need a piece of paper. We do not live in a police state here, but it is slowly*  
247 *beginning to look like one. The more measures are imposed, the more you have to*  
248 *obey, the more scared everyone is. ." (70-year-old man)*

249 *"One minute they say this and the next minute they say that. So not credible it came*  
250 *across." (36-year-old woman)*

251 According to most respondents in all three rounds, the government's communication about the  
252 coronavirus was unclear and ineffective. The information provided, including that shared during  
253 press conferences, was often too complex or inconsistent, leading to confusion and anxiety. As a  
254 result, it was unclear what was happening or what was expected of individuals, exacerbating feelings  
255 of uncertainty and fear and increasing distrust.

256 *"Communication to the people in a clear way that everyone understands say. Not*  
257 *everyone understands those terms, or political plan. So then more approachable*  
258 *information." (28-year-old man)*

259 *"You know, because I don't always understand that either. I don't understand*  
260 *everything they say, you know, or you have to be really highly educated or*  
261 *something like that to understand everything, yeah, I don't understand everything."*  
262 *(28-year-old man)*

263 Some of the respondents had already lost trust in the government and agencies prior to the pandemic  
264 due to the inadequate support they experienced in the past. As a result of the COVID-19 crisis, this  
265 distrust sometimes led to a reluctance to seek care.

266 *"[About the government] Now that we're a year and a half on, I'm also like, yeah*  
267 *look what do I care. When I needed it then you guys weren't there, so I had to do it*  
268 *myself."(29-year-old man)*

### 269 **2.3.5 Lack of social contacts and increased irritability due to being locked up.**

270 The pandemic had a notable impact on respondents' social lives. The feelings of loneliness increased.  
271 Travel restrictions and fear of contagion made it difficult for them to see family and friends, while  
272 their interactions with others on the street were also reduced. Some respondents reported feeling  
273 ostracized in public spaces and experiencing more social isolation as a result.

274 *"Everyone looks at you scared when you say something. I don't like that." (20-year-*  
275 *old man)*

276 The closure of the day care center also reduced social contacts.

277 *"It's hard to run into each other because there is no more day care." (43-year-old*  
278 *man)*

279 The result was a feeling of loneliness and very much missing social contacts.

280 *"You can't go in anywhere anymore and the sociability is also gone and that's the*  
281 *most important thing for people." (70-year-old man)*

282 In the latest round of interviews, some respondents mentioned that coresidents in the shelter were  
283 also a significant source of mental distress. Feelings of frustration and irritation towards fellow  
284 residents were commonly mentioned, resulting in a feeling of insecurity. According to the  
285 respondents, a negative atmosphere prevailed in the shelter that was not beneficial to their own  
286 mental well-being.

287 *Yes, just with ups and downs here, because it can be difficult at times, mental*  
288 *health, look, everyone is also here with problems. So you're already not in a*  
289 *healthy situation actually here. I have my own things to deal with, so for a while I*



290 *can't be the person who has to be there for everyone here. You're not always*  
291 *comfortable in your own skin and that's hard too. You don't only have to deal with*  
292 *people experiencing homelessness here, you also have to deal with addicts, people*  
293 *with criminal backgrounds, you name it. That's kind of hard to always be mentally*  
294 *healthy then." (28-year-old man)*

## 295 **2.4 Factors positively affecting the lives of people experiencing homelessness during the** 296 **pandemic**

297 In addition to factors that negatively affected the mental health of respondents, some positive factors  
298 were mentioned. In all three rounds of interviews, respondents mentioned that they considered it very  
299 pleasant that shelters were now open for 24 hours with fewer people in each dormitory. Having a  
300 place to stay during the day gave many respondents much-needed peace of mind. Additionally, the  
301 smaller dormitories, aimed at reducing the risk of infection, were felt as beneficial. Respondents  
302 reported getting a better night's sleep.

303 *"Well and thankfully it's a lot calmer because there may be fewer people. " (37-*  
304 *year-old man)*

305 For respondents, this much-needed peace of mind created more space in their minds to think about  
306 and plan their future. Many people experiencing homelessness felt more tranquility due to fewer  
307 people around them or fewer activities.

308 *"You also get to know yourself very well. I've noticed that too. The bad and the*  
309 *good sides. I think I've become somewhat stronger during this period, faced more*  
310 *challenges. I've been thinking more about life and about what I want." - 20-year-*  
311 *old woman,*

## 312 **3 Discussion**

### 313 **3.1 Main findings**

314 During the COVID-19 pandemic, homeless individuals in the Netherlands experienced a sharp  
315 deterioration of their mental as well as physical health. The negative impact on mental health was  
316 largely attributed to the collateral consequences of the pandemic and the preventive public health  
317 measures, such as loss of income, reduced social interactions, limited access to social and medical  
318 services, and increased feelings of distrust towards agencies. However, the emergence of small-scale  
319 shelters was identified as a positive aspect of the pandemic, providing individuals with a peaceful and  
320 reflective space to contemplate and plan for their future.

321 Also studies in other countries mentioned the negative impact of the COVID-19 pandemic on the  
322 mental health of people experiencing homelessness (16, 23-25). Verheul (2020) showed that mental  
323 distress was already before the start of the pandemic highly prevalent among persons experiencing  
324 homelessness in the Netherlands (4). Our study adds to this body of knowledge insight into to causes  
325 of this deterioration, highlighting the collateral consequences of the pandemic and public health  
326 measures, such as loss of income, a heightened sense of hopelessness and reduced access to social  
327 and medical services. Our findings underscore the importance of considering social and economic  
328 factors when thinking about the impact of pandemics on socially vulnerable populations.

329 In line with the our study, others also found that the pandemic worsened the already precarious  
330 situation of people experiencing homelessness and further diminished their already limited

331 resources(26,27), reduced the accessibility of healthcare and social support especially in persons with  
332 multiple challenges like mental health issues or substance abuse or who resided illegally in the  
333 Netherlands, resulting in higher risks of being excluded from social and state safety nets, thereby  
334 exacerbating their marginalization. Like our study, the study among domestic workers who reside  
335 illegally in the Netherlands also found that preventive measures had a negative impact on the mental  
336 health and well-being of participants, with fear of contracting the virus, social isolation, and limited  
337 access to healthcare cited as significant sources of stress and anxiety. All these findings highlight the  
338 importance of considering the unique challenges faced by marginalized populations during times of  
339 crisis and the need for targeted support programs to address these challenges. They emphasize the  
340 urgent need for interventions that prioritize the mental health and well-being of vulnerable  
341 populations, including people experiencing homelessness, during the COVID-19 pandemic and  
342 beyond.

343 In line with our findings also other studies revealed positive impacts of the pandemic besides the  
344 negative ones mentioned above, like more tranquility and mental space when 24/7 access to shelters  
345 is realized, with a limited number of persons per dormitory (28). There is an urgent need to learn  
346 from these often unexpected, positive impacts and see how they can enhance future pandemic  
347 responses as well as improve care and support for homeless individuals.

### 348 **3.2 Strengths and limitations**

349 During the COVID-19 pandemic, the national network of street doctors and street nurses (NSG), in  
350 conjunction with various shelter locations, provided access to areas where persons experiencing  
351 homelessness typically congregate. This facilitated the recruitment of our respondents resulting in the  
352 inclusion of a diverse group of people from both large and small cities across the country in all three  
353 rounds of interviews. However, it is important to acknowledge the potential for selection bias, as only  
354 individuals who visited the shelter locations and were fluent in either Dutch or English were invited  
355 to participate, thereby excluding rough sleepers and those who only speak a different language.

### 356 **3.3 Recommendations**

357 This study revealed various factors that are essential for providing effective care and support for  
358 people experiencing homelessness during the COVID-19 pandemic. Factors, that are also important  
359 beyond this pandemic and result in the following recommendations for practice, policy and future  
360 research.

- 361 • Access to shelter and to care and support services has to remain open and available at all  
362 times.
- 363 • All persons, regardless their legal entitelements, should have access to healthcare including  
364 regular testing for infections if applicable, as well as to mental healthcare and social support.
- 365 • During crises specific attention should be paid to income security of people experiencing  
366 homelessness
- 367 • Shelters should be open 24/7and the number of persons per dormitory should be restricted.
- 368 • The effects of such measures on the mental and physical health of persons involved, as well  
369 as on their ability to improve their lives (getting housing and jobs) should be studied
- 370 • People experiencing homeless should have access to support services at all times, and to  
371 engaging activities that also could ensure social contacts.
- 372 • Public health related communication should be clear and consistent in order to minimize  
373 anxiety and confusion.

### 374 **3.4 Conclusions**

375 The COVID-19 pandemic and its preventive public health measures negatively impacted the mental  
376 and physical health of people experiencing homelessness. This deterioration was related to the  
377 collateral consequences such as loss of income, reduced social interactions and reduced access to  
378 social and medical services. Some changes in accessibility and scale of shelters and dormitories were  
379 positive.

380 Future pandemic preparedness plans should acknowledge these negative effects and prevent them as  
381 much as possible by ensuring access at all times to shelters, maintaining access to healthcare and  
382 support services, realizing clear communication and ensuring income security.

383 Smaller-scale and 24/7 accessible shelters should be implemented regardless of epidemics, to  
384 improve the health of people experiencing homelessness.

385 By addressing these issues, policymakers and service providers together can ensure that people  
386 experiencing homelessness will receive at all times the support they need to navigate through  
387 challenging times with dignity and security.

### 388 **4 Conflict of Interest**

389 The authors declare that the research was conducted in the absence of any commercial or financial  
390 relationships that could be construed as a potential conflict of interest.

### 391 **5 Author Contributions**

392 TvL: Conceptualization, Data curation, Methodology, Project administration, Supervision, Writing –  
393 original draft. JS: Investigation, Methodology, Writing – review & editing. MvdM: Funding  
394 acquisition, Conceptualization, Writing – review & editing

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404

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## 482 9 Data Availability Statement

483 There are ethical restrictions for sharing all of our data publicly. We researched people experiencing  
484 homelessness in a few Dutch cities. This is a relative small group in the Netherlands for which it is  
485 difficult for the results not to be indirectly traceable. Moreover, this is a vulnerable group which is  
486 why we want to be extra careful. Given the delicate information and the easy to person retraceable  
487 information, we do not want to disclose the entire dataset. We have placed in the DANS repository  
488 all data that can be shared (e.g. summary findings, ). These can be found at: DOI: 10.17026/dans-  
489 2c7-wksz. In addition, the data will be made available upon request. In case of a request, we will  
490 have an ethical board look into which data can be shared.