



Abstracts

W16- Institutional and Organisational Change in Social Housing Organisations in Europe

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'We are benchmarking all the time.' The refashioning of the municipal housing companies in the city of Göteborg, Sweden

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The purpose of this paper is to make a preliminary analysis of the new role and direction of the municipal housing companies in Göteborg, in particular in the district of Greenhill. The empirical material ' interviews, focus groups, documents ' has been collected within a research project in progress, which looks at public housing and safety in three stigmatized districts of Göteborg.

The municipal housing companies in Göteborg assume an ever-greater responsibility for the development of the socially exposed districts. Simultaneously, they aim at deflecting parts of their responsibility for housing provision. This development is particularly perceptible in Greenhill, where all rental housing is owned by Greenhill-dwellings, a local municipal housing company. Greenhill-dwellings do much to promote the local community. They refuse, however, to provide new housing for people on welfare. Moreover, when a child of a tenant commits a crime, their policy is to evict the family.

Is the refashioning of the municipal housing companies the beginning of the end of public housing? In terms of social responsibility, how is one to understand the new direction of these companies? What has caused it?

In our analysis, we have made use of Pierre Bourdieu's concepts of field and capital. The new role of the municipal housing companies is viewed as a reproduction strategy, aimed at maintaining a dominant position in the field of rental housing companies. The strategy has evolved in a situation where the former financial privileges of public housing have been revoked, and the municipal housing companies, to an increasing extent, are forced to attain great economic strength. The situation of Greenhill-dwellings is somewhat special. In contrast to other municipal housing companies, they only administer and let dwellings in one single district ' Greenhill. The fate of Greenhill-dwellings is, therefore, intimately related to the development of Greenhill.

Policy networks in practice: The case of Groningen. Complex decision-making in urban renewal

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Theories on policy networks constitute a promising approach to a better understanding of complex decision-making and problem-solving. Network theories are increasingly used in the housing systems research. In this paper we present a case study on decision-making in Groningen, a medium-sized city in the North of the Netherlands.

In Groningen social landlords and local government have been collaborating in urban renewal processes for many years. In 2006 negotiations on a new urban regeneration agreement were in stalemate, due to the complexity of the decision-making process and the large number of actors involved. Eventually parties were able to end the impasse and come to an agreement by using policy network strategies.

In this paper we analyse the decision-making process in Groningen by using network theories. We begin by introducing the policy network approach and continue by describing the urban renewal network in Groningen using complexity criteria like multiformity, closed-ness and interdependencies. Decision-making dynamics are analysed by using concepts on uncertainties and learning processes in networks.

The paper concludes with an overview of key success factors in the Groningen decision-making process and questions for further research.

Rhetoric of success in Dutch urban renewal: The role of chemistry in networks

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Due to complexity, urban renewal can only take place when multiple actors undertake collaborative action. The organizational environment of urban renewal projects can be characterized as a network. The relationships between the actors participating in these projects are long-lasting and of an interdependent nature. Actors have their own goals and interests, which may be diverging and even conflicting. Urban renewal projects therefore tend to be slowly evolving processes of interaction and negotiation characterized by stagnations and breakthroughs, but a typical peculiarity of urban renewal projects is the fact that no escape is possible. If no decision is made, owners and inhabitants of neighbourhoods are still faced with problems that will sooner or later increase the urge to act.

Once a project is ongoing or finished, people who are involved as well as external evaluators remarkably often consider projects as successful and many times personal chemistry and trust are considered as important or even crucial features of the success.

This paper aims to unravel the mechanism behind success and the crucial role of chemistry and trust. The final aim of the paper is to understand why urban renewal projects are so often called successful and why evaluators point so often at the role of chemistry and trust.

To answer this question, we explored two Dutch journals on housing and urban renewal reporting evaluations on urban renewal projects. We investigate how often projects are considered successful and if evaluators point at chemistry and trust as explaining factors for success.

Then we further elaborate on two cases which were considered successful and where chemistry and trust appeared to play an important role. In a second analysis we explore to which extent the personal factors mentioned by evaluators go together with institutional factors that can explain the success.

Managing social rental housing in the EU: A comparative study

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Since the 1980s, as part of the gradual transformation of the welfare state in large parts of Europe, many countries have witnessed a decline in the provision of social housing. Overall, there has been a trend towards housing becoming more market orientated, competitive and opened up to economic pressures. Supply subsidies to social housing have been complemented in a number of countries by demand-side subsidies through housing benefits and vouchers. In this context, social housing organisations across the European Union (EU) are facing a paradoxical challenge: while they are expected to fulfil a 'social mission' (i.e. provide access to decent housing to people who cannot afford it in the market), the steep reduction in subsidies and in public investment in housing are putting increasing pressure on these organisations to become more 'market-oriented' or 'business-like' as a way to become self-financing.

This paper aims to shed light on these developments on the basis of the findings of a comparative study on the management of social rental housing organisations across the European Union. The study looked at how 'social' and 'entrepreneurial' objectives are reflected in the strategy formulation of these undertakings. It particularly focused on innovative management approaches that some of these undertakings are putting in place to deal with these challenges. In this paper we present and discuss findings from the second stage of this study, namely a case study of 6 social housing companies in 6 different EU member states. The analysis of findings uses a conceptual framework specifically crafted for the study of management models of social rental housing in Europe. The study is the first ever comparative

European research of the management systems, values, visions and strategies of organisations that own and manage properties in the social rental sector, thereby filling an important gap.

Implementation of housing stock policy: An Actor - Network perspective

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Due to change in regulations in the mid 1990's Dutch social landlords have become much more independent from government policies. As a result they have to formulate their own strategic goals on how they want to deal with their properties. At the moment not much is known about how these goals are implemented in organisations of social landlords in The Netherlands. In the paper I will explore some theoretical viewpoints derived from Actor-Network Theory (ANT) that can help to understand processes of strategy implementation. Actor-Network Theory has been developed by Bruno Latour, Michel Callon and John Law. The existence of interaction between humans and non-humans is the central assumption on which it is based. Through interaction networks are build. Strategies begin as rather small networks (e.g. an idea of one of the participants in a meeting). They then try to become bigger and stronger networks. For example by being attached to a specific budget. The more relations there are the stronger the network is. As Actor-Network Theory states, making a reconstruction of the process can shed some more light on the substance of these relations. In the paper I will also give some first results about such a reconstruction of the implementation processes in two cases at a small social housing company in The Netherlands.

How competitive is social rental housing in England and the Netherlands?

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In an attempt to promote efficiency and effectiveness many governments in Europe have pursued social housing organizations in recent years to be more market orientated and more competitive. This paper compares the competitiveness of social rental housing and social housing organizations in England and the Netherlands. Both countries have relatively large social rental sectors and in both countries government policy is targeted to expose social housing organizations more to market pressure. On the other hand there are differences between the social housing organizations in both countries, regarding financial independency, customers and services supplied.

In order to determine the degree of competitiveness of the social rental sectors in both countries we use an evaluative framework based on economic concepts like rivalry, risk and choice. Within this framework we focus on competition within social housing and between private housing and social housing from the perspectives of both the consumers and the suppliers of social and private housing.

Institutional capacity as a barrier to the growth of the non-profit housing sector

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With the growing reliance on market mechanisms to solve social problems, many governments have moved from direct housing provision towards subsidising the non-profit sector to build and manage affordable housing. There is an expectation that these housing organisations have become professionally managed and commercially astute whilst still maintaining their philanthropic values. Based on a review of housing policies and the support infrastructure of

three countries with similar liberal welfare regimes - England, the United States and Australia - this paper raises concerns about the institutional capacity of the non-profit housing sector. Network theory is used to relate the capacity of the sector as a whole to the capacity of individual organisations. The paper concludes by asking whether the management skills and learning capabilities of non-profit housing organisation are holding back the delivery of affordable housing.

Urban renewal performance in complex networks. Case studies in Amsterdam-North and Rotterdam-South

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Since their financial independence in the mid-nineties Dutch housing associations, local governments and other actors in the local network have to negotiate in networks about their performance in urban renewal. Government no longer can decide in a hierarchic setting what aims housing associations need to fulfill. The actors in a local network are of more equal power than in a hierarchic situation and they are mutually dependent. These actors with their own interests and perceptions cannot operate independently and thus have to cooperate in networks in order to set joint aims for urban renewal.

This paper analyses how actors handle their new roles of cooperating in complex networks in four cases in Amsterdam-North and Rotterdam-South. These cases are both analyzed in terms of characteristics of complex networks: how actors are mutually dependent, how they are multifaceted (consist of different groups within the network and within the actor) and how they do or do not react to signals from the network (openness versus closeness). Last but not least, the dynamics within and outside of the network, the changing rules of the game, influence how a network is operating.

These cases show that the setting of complex networks has not yet become a 'way of life' in urban renewal. Taking account of the complexity of networks makes chances of public/network support for problem definitions and solutions bigger. Goal intertwinement and win-win package deals will be the result leading to and joint image building and joint goals of the actors in the network.

Social entrepreneurs in the land market: Dutch housing associations' strategic response to institutional change

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The last decade has brought structural changes to the institutional context of Dutch housing associations. In the absence of state subsidies, all investments have to be financed from their revolving fund. This change has evoked a variety of more or less entrepreneurial behaviour of housing associations, sometimes leading to stakeholders claiming a higher level of accountability, if not the restoration of the old ways of governance.

The paper focuses on the effects of these institutional changes on housing associations' investment in real estate. Some associations have been accused of being too entrepreneurial, behaving as 'mere commercial developers'. Other critics point at a lack of entrepreneurship in investing in core activities such as urban renewal and the construction of affordable housing. Owning a large housing stock in a booming property market, a low social entrepreneurial profile has made housing associations more affluent than ever, providing just another reason for abolishing even the last of their economic privileges in property development. Drawing on a recent nationwide survey, we will analyze housing associations' flexibility in their response to the new situation. These strategic choices are largely dependent on the competencies of the managers in charge, and do not strongly relate to (differences in) demand on the local housing market. This may lead to a nationwide undersupply, or at least to not objectively justifiable local

differences in supply of social housing services.. On top of that, in the current institutional context housing associations' funds may leak off to private parties in the land market. In conclusion we will assess institutional as well as organisational measures that could remedy the negative aspects of the current position of Dutch housing associations. This perspective on the sustainability of this unique institution could be relevant to other countries considering structural changes in housing policy as well.

Is 'Community Ownership' empowering? Qualitative study of social housing management and ownership in Glasgow

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This paper will examine the relationship between Community Ownership and Community Empowerment, in the context of social housing in Glasgow. It draws on qualitative data from the Governance, Participation and Empowerment element of the GoWell Research and Learning Programme.

The background for this study is the Glasgow housing stock transfer: in 2003 58% of tenants in Glasgow voted for the transfer of the council housing stock to the Glasgow Housing Association (GHA). In policy terms a key objective of the transfer was 'promoting community empowerment, community control and community ownership'. A network of around 60 Local Housing Organisations (LHOs) was established as the basis for stock transfer, to initially manage the housing stock and develop capacity for ownership; the second stage is/was to be the subsequent transfer of the stock from GHA to the LHOs as a means of delivering Community Ownership. The process to date has not gone according to plan, and has been fraught with several challenges and complexities.

Using interview and focus group data from a range of key informants, this paper will consider how the 'empowering' aspects of the stock transfer process are playing out on the ground. It will emphasise the similarities and differences between the perspectives of policy-makers, LHO committees and staff, and tenants. Ultimately it will pose the question, does ownership matter in terms of empowerment and, if so, for whom? It will conclude by raising policy implications in this area.

The municipal housing companies in Sweden: Current situation and future prospects

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The first part of the paper presents results from an interview study with managers in municipal and private housing companies concerning the role and relative efficiency of the municipal housing companies. Among the results can be noted the generally positive view of 'broad' municipal housing also among the private companies, but a dissatisfaction in both groups with the current rent-control system, especially that the rents in the municipal sector are the norm for the private firms.

The second part of the paper focuses on the legality of the Swedish system from a EU-perspective. The property owners association has filed a complaint concerning illegal public support to the municipal housing companies. The arguments in this debate are reviewed, especially the definition of public support used in the complaint, e.g. that they include implicit interest costs on value increases. The conclusion is that the rules in the EU hardly make it necessary with a complete overhaul of the Swedish housing system.

The final part discusses the future, and argues that the changes that are motivated from the perspective of getting a rental market that works better also are such that the EU-complaint would be irrelevant. Separate rental bargaining for private and municipal housing companies, clearer social goals for the municipal housing companies (if the municipality decides to keep

them) and policies within the municipal housing companies that focus more on 'outsiders' than on 'insiders'.

Refugee integration and access to housing - A network management perspective
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Most studies of refugee integration in the UK have tended to focus on integration as a concept or on experiences of individuals or communities in relation to social interaction, employment or housing conditions. This paper adopts a different, intermediate, level of analysis, exploring the role of institutional networks in enabling or preventing integration. It draws on an evaluation of a programme involving local authorities and housing providers in partnerships with emergent refugee community organisations. This programme adopted an implicit network management approach, with a funder/lead partner using a set of local partnerships to work towards outcomes including empowering refugee organisations and changing policies and practices of larger partners whilst at the same time improving access to housing and support services for refugees.

The paper draws on network management concepts to re-assess data collected during the three year evaluation, making explicit and testing assumptions underpinning the programme. In particular the concepts of network steering, selective activation through covenanting and communication tools are used to interpret the intended goals of the programme. Meanwhile an analysis of the playing out of network games, veto power, joint interest construction and goal displacement are used to make sense of observations and to reflect on the evaluation process itself. It is argued that network management theory provides a useful additional toolkit to those conventionally deployed in studies of race and residence and refugee integration by considering the powerful role that can be played by meso-level institutions between national policy and individuals and communities. The conclusion reflects on the implications of a network management perspective for evaluations such as the example considered here.

Inspection of Housing Associations; the Dutch and the English way
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The subject of this paper is inspection ('*visitatie*') of Housing Associations in the Netherlands and England. In The Netherlands there is an ongoing debate about the performance and the regulation and control of Housing Associations. Inspection is seen by many as an important instrument to stimulate and control the performance of Dutch housing associations, but there is no common understanding sense about the function of and the approach to the instrument.

The first part of this paper will give insight in the different possible functions of and approaches to the instrument of inspection. Inspection will be looked at from three different perspectives on the housing association; the housing association as an agent for the central government, the housing association that facilitates the needs of local stakeholders and the housing association as an independent autonomous entrepreneur. From each of these stereotypical perspectives different functions of and approaches to inspection are derived.

The second part of this paper will describe the evaluation of the impact of finished inspections by Raeflex, an organisation that inspects Dutch housing associations on a voluntary basis. It will also report on the results of a telephonic survey about the English system of inspection of housing associations. This will result in a better understanding of the effects of different types of inspection regimes; the Dutch voluntary self-regulatory approach and the English compulsory and more elaborate approach to inspections.

Conclusions will be about the pros and cons of the two systems and will point out some lessons for a new inspection system in the Netherlands.

Mixing the Market: The role of the private and non-profit agents in urban regeneration in Ireland

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This paper reports on the findings of a comparative case study analysis of six urban regeneration projects in the two jurisdictions of Ireland: Northern Ireland and the Republic of Ireland. In both jurisdictions there have been proactive policy shifts towards mixed market service provision of public services, which has affected the provision of housing generally and housing aspects of urban regeneration in particular. The research conducted seeks to establish how these policy changes have manifested in actual practice in housing within urban regeneration, and which, if any, other factors drive behaviour and outcomes.

The paper adopts a complex adaptive systems (CAS) perspective in reporting on the findings across the six case studies, presenting the findings under the headings of 1) system 'arena', 2) system outcomes, 3) system rules, 4) agent behaviour, 5) decision factors and 6) system processes. We find that the introduction of a 'mixed market' in urban regeneration principally impacts on the last three features of urban regeneration and discuss these in some detail. In the conclusion, examples of CAS features of emergence and adaptation in housing within urban regeneration projects are discussed and implications for policy and practice highlighted.

Social housing renovation in Italy: Which solutions can be found in the Dutch housing management model?

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The social housing stock in Italy is contracting. For economic reasons, the institutes that own and manage the social housing stock are progressively selling parts of it without replacing with new construction. But even this strategy is insufficient to balance their chronic deficit and their financial-economic situation is still alarming. As a consequence, some institutes drastically decrease the maintenance level and investments are almost non-existent resulting in deterioration of the housing stock. The problem of deterioration of the technical and functional quality occurs in particular within estates built between the 1960s and the early 1980s. Since the decay affects not only the physical but also the socio-economic sphere, new renovation processes and intervention strategies are urgently required.

The housing organization ATER in Rome is managing the biggest social housing stock in Italy and is among the institutes with the most urgent issues. Their problem is of major societal relevance considering the current housing emergency that affects the city of Rome.

The problematic situation of ATER and other social housing organizations in Italy is partly an inheritance of privatization policies that led to the separation of social housing from the public sector to private organizations. A similar trend has occurred in the Netherlands, where the (already private) housing associations were strongly regulated and supported by the government until the 1980s. Since the 1990s, Dutch housing associations have to operate their stock without (direct) financial support. Still, they are applying successful strategies to deal with social housing renovation.

In this paper, we analyze if there are elements within the Dutch model that can be transferred to ATER. To address this issue, we described the management context of ATER Roma and its specific problems are presented. Place for improvements is investigated as a result of a comparison with the Dutch housing association's model.

Urban development by housing associations in the Netherlands: State of the art in two Dutch cases

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In the last decade housing associations enlarged their activities from management and development of dwelling to management and development of neighborhoods. Besides rental housing, housing associations build and exploit also real estate with a social function. They formulate their policies on the level of areas. From different point of views such an approach is about integrality; social, physical and economical activities must be interrelated and the activities of policymakers must be geared to the activities on the work floor. And it needs consultation between the housing association and other related organizations. This PhD research will study the way in which housing associations (can) take on their new role as 'urban developers'. This question will be examined through case studies. The underlying scope is about which role can housing associations fulfill, which role want housing associations to fulfill, and what organizational competences do housing associations need to fulfill their role in urban regeneration? The study is aimed at identifying characteristics of urban development (product and process), which influence the way housing associations organize their development activities and internal organization principles which support the role choice of housing associations within the urban regeneration areas.

The PhD research started in September 2006. Before June 2007 a first pilot case will be finished, the results will be part of the ENHR conference paper. The pilot case is about the changing responsibilities in the regeneration of the 'Westelijke Tuinsteden' in Amsterdam. In the Westelijke Tuinsteden, housing associations will be (financial) responsible for the total physical regeneration including the public space and construction and exploitation of the real estate with a social function. To manage the risks of this operation, housing associations have more influence and freedom in the planning and construction. The local government will focus on the social regeneration.

The rise and fall of the Housing Fund of the Republic of Slovenia

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The Housing Fund of the Republic of Slovenia was created by the 1991 Housing Act, which also introduced radical housing reforms. Upon creation, it was charged with the responsibility of implementing and coordinating the new national housing policy. As such, it was the highest-level governmental body responsible (in collaboration with municipalities) for guaranteeing a stable and adequate supply of housing in the country.

This paper makes a through investigation of the activities of the Housing Fund during the last fifteen years. We analyse in detail and discuss the various policy measures that have been implemented by the Housing Fund. We provide proof that it has failed to achieve any significant success in the implementation of the most important goals set by the National Housing Programme. We suggest that in its present form, the Housing Fund is an inefficient and unnecessary institution that ought to be abolished as soon as possible and replaced by an alternative and more efficient housing organisation, founded on an entirely different concept.

Redevelopment processes in post-war urban neighbourhoods: The case of The Hague Southwest

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During the last decades the quality of many post-war neighborhoods in the Netherlands have decreased and the number of social and environmental problems has risen. A lot of these neighborhoods are socially weak and consist of a large number of social housing with insufficient quality. To increase the quality of these neighborhoods governments and homeowners (mainly housing corporations) have initiated a number of programs in several of these neighborhoods.

This paper focuses on the organization of the redevelopment process and the relations between actors that are involved in this process. A theoretical model is given in which, from an institutional and process management point of view the redevelopment process is described. To give a better insight in the process and the experienced problems we will focus on the situation in The Hague Southwest, a neighborhood where the local government and the housing corporations work together to improve the quality of the neighborhood. The process in The Hague Southwest works out relatively well. However, it should be possible to further enhance the process.

In the paper we focus on the institutional setting of the process, the relations between the actors involved, the process and the policy that results from the process. Resulting from the institutional context, the process is mainly a cooperation between the local government and the housing corporations. In The Hague this seems to function rather well, in spite of a lack of trust between the actors. The main suggestion coming from this paper is, when we analyze the situation in The Hague with the help of the theoretical model, that a more open arrangement of the urban development process could help to improve the quality of the process and the results of this process in The Hague Southwest and other neighborhoods in the Netherlands.

Mixed motives? The impact of direct public funding for private developers on not-for-profit housing networks in England

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The reform of the capital allocation process for new social housing provision in England, which enables private sector firms to take a more leading role alongside or in partnership with existing non-profit providers in the development of social housing, is gathering pace. The creation of a 'mixed economy' in social housing provision and, potentially, housing management provides a challenge to existing modes of working and inter-organisational behaviours in housing networks. After briefly explaining the nature of the change in policy, this paper seeks to interpret and anticipate the impact of increased private sector activity in a field previously populated by non-profit actors. It does so by attempting to integrate those elements of the literature of network governance and organisational economics concerned with motivation and 'steering'. Drawing on the investigative framework that this provides, the paper reports on some of the initial research that the authors have undertaken among actors in the field which throws light on the current and expected impacts of the policy change on social housing networks and on the inter-organisational relationships that they contain. It concludes with a discussion of the degree to which the anticipated impacts on existing networks are evident in practice and whether, as a result, the investigative framework used is both useful and appropriate.

A load of demand driven housing management initiatives, waiting for the first effects

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Demand Driven Housing Management is a PhD research concerned with the shift in approach of the housing market by housing associations in the Netherlands. The approach is moving from a clearly (task oriented and) supply driven market towards an approach wherein demand, customers and tenants are getting more influence on the supply.

Starting out from the motives and goals of housing associations to come to a more demand driven approach, the research focuses on the effects of this shift on both the housing association (their policies and management as well as their organization) and on the tenants. The tenants are expected to enjoy freedom of choice and an increased amount of say. This is believed to lead to a higher satisfaction level and therefore an improvement of their perception of liveability and raise of social capital.

The paper will address three aspects of the research, firstly the current situation, motives to come towards a demand driven approach, expected effects on tenants, the housing market and the society as a whole.

Second the paper will focus on the variety of initiatives which are developed by housing associations. There will be a typology introduced based on the current housing management practice in the Netherlands.

Finally the paper will address the research approach. The selection of and the examined initiatives will be argued. There will be a preview given on the expected effects (by housing association policy makers and national government) and the first experiences from the housing associations employers with the initiatives: do they meet their goals; do they show the desired effects?