RENEWING EUROPE'S HOUSING

EDITED BY
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Starting points

- Starting points
  - Personal interests in the subject
  - Research interests/opportunities
  - International links: eg ENHR, Nova, KRIHS, CCHPR

- The changing emphasis of policy in the UK
  - Housing renewal - a central feature of policy for more than 40 years; and
  - Since the 1980s - an important element in wider policies for urban regeneration
  - Over time, two main strands of housing renewal policy evolved:
    1. Improvement of older housing, initially as an alternative to slum clearance and redevelopment: starting in the 19th century and growing in importance from the 1970s.
    2. Regeneration of unpopular and unsustainable post-war public housing estates – from the mid-1980s onwards.
  - From the 1990s - a re-orientation of government thinking about the approach to older housing: means testing and eventual withdrawal of improvement grants; new housing quality standards; housing seen as an ‘asset’; priority given to the improvement of social housing - to encourage or support stock transfer
  - Housing renewal began to move down the policy agenda

- To what extent were these trends evident also in other countries?
Aims of the book

First book on the subject for 15 years - and the first to include countries beyond ‘western’ Europe.

The aims were:

• To raise the profile of older housing in Europe as a focus for policy – although as we’ll see, not all housing in need of renewal is so old!

• To provide contemporary and comparative accounts of housing renewal policy and practice in nine countries

• To bring the ‘housing renewal’ literature up-to-date by looking at issues relevant to the second decade of the 21st century
Selection of countries

Three broad ‘regions’ are covered:

- Northern and western Europe - Denmark, England, France, the Netherlands
- Central and eastern Europe - Estonia, Germany, Hungary
- Southern Europe - Spain, Turkey
Why now?

- Concern over energy use and cost: the need for greater energy efficiency
- Concern over climate change and CO2 emissions
- The tendency for governments to withdraw from, or to reduce their commitment to, state intervention in housing; the effects of neo-liberalism and ‘austerity’; and the dominance of a market ideology
- Too much emphasis on the ‘housing problem’ as a problem of new building (or the lack of it)
- Time to take stock: what has been learnt from (up to) 40 years’ experience of housing renewal; and the need to identify effective forms of intervention
- Technical, social and health problems will continue to increase without action
The scale of the problem: ‘Severe housing deprivation’ in the EU-27 and the nine countries
Source: Eurostat 2013

<table>
<thead>
<tr>
<th>Country</th>
<th>Population 2012 (millions)</th>
<th>‘Severe housing deprivation’ Share of population with certain problems or lacking some housing items 2011 (percentages)</th>
<th>Leaking roof/damp walls/floors/foundation or rot in window frames</th>
<th>Lack of bath or shower in dwelling [* = 0.5 or less]</th>
</tr>
</thead>
<tbody>
<tr>
<td>EU-27</td>
<td>502,623</td>
<td>16 [c 80 million people]</td>
<td>3 [c 15 million people]</td>
<td></td>
</tr>
<tr>
<td>Denmark</td>
<td>5,574</td>
<td>16</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Germany</td>
<td>81,844</td>
<td>14 [*]</td>
<td>*</td>
<td></td>
</tr>
<tr>
<td>Estonia</td>
<td>1,294</td>
<td>19</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>Spain</td>
<td>46,196</td>
<td>16</td>
<td>*</td>
<td></td>
</tr>
<tr>
<td>France</td>
<td>65,328</td>
<td>11</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Hungary</td>
<td>9,932</td>
<td>22</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Netherlands</td>
<td>16,730</td>
<td>15</td>
<td>*</td>
<td></td>
</tr>
<tr>
<td>United Kingdom</td>
<td>63,457</td>
<td>16</td>
<td>*</td>
<td></td>
</tr>
<tr>
<td>Turkey</td>
<td>74,724</td>
<td>39 [2007 figure]</td>
<td>6 [2007 figure]</td>
<td></td>
</tr>
</tbody>
</table>
Examples: England
Manchester and Birmingham: demolition and improvement
Examples: France
Two sides of La Goutte d’Or, Paris
Examples: France
Two sides of Porte Pouchet, Paris
Examples: Estonia
Before and after renewal in Kadriorg, Tallinn
Examples: Estonia
Before and after renewal in Kalamaja, Tallinn
Examples: Budapest Hungary (1)
Similar structures: different outcomes
Examples: Budapest Hungary (2)
Magdolna quarter
Examples: Budapest Hungary (3)
Gubasci hidfő housing estate 1954-57
Examples: Istanbul, Turkey (1)
Fatih Municipality, Istanbul Historic Peninsula
Examples: Istanbul, Turkey (2)
Fatih Municipality, Istanbul Historic Peninsula
The evolution of housing renewal policies

• This wasn’t a comparative study with a common template for each country chapter. Nor were the countries selected on a ‘scientific’ basis. Nevertheless, looked at together, the country chapters indicate that:
  ➢ Patterns of tenure, including tenure transfers, have affected housing renewal in different ways
  ➢ The nature and extent of housing renewal is influenced by the type and capacity of the organisations involved
  ➢ The nature and extent of housing renewal is influenced by the finance available for the work
  ➢ Patterns of housing renewal are influenced by the policy targets adopted

• Thus, the main factors influencing policy making in housing renewal can be summarised as:
  ➢ Ownership: who owns the housing and what is the history of its ownership?
  ➢ Policy pathways: traditions (national or local) in housing renewal; the organisations involved and their capacity to contribute to housing renewal
  ➢ Finance: public, private, personal
  ➢ Targets: how are policies targeted? [Universal or specific? Needs-based, performance-based; area-based; property types and/or age? House condition and social stress: energy-related; low-income households; areas of housing demand or ‘market failure’?]}
The analysis also shows

• The origins and development of housing renewal policies; and their present focus:
  
  ➢ The types of housing that require the most renewal; and  
  ➢ The size/scale of the problems in each country that need attention

• Details are summarised in the following table

• Note the emphasis on:
  
  ➢ Renewal of both older housing and large housing estates (post-WW2) [most countries]  
  ➢ Energy efficiency measures [specifically mentioned or implied for Denmark, England, Estonia, Hungary]
### Housing renewal in the nine countries: origins, development and present focus (1)

<table>
<thead>
<tr>
<th>Country</th>
<th>Origins and development</th>
<th>Present focus</th>
</tr>
</thead>
<tbody>
<tr>
<td>Denmark</td>
<td>1980s</td>
<td>Large housing estates and energy renewal of about half the existing housing stock. Half the existing stock (1.2 m dwellings) needs energy efficiency measures.</td>
</tr>
<tr>
<td>England</td>
<td>1890s</td>
<td>Older housing</td>
</tr>
<tr>
<td>Estonia</td>
<td>End of 1990s</td>
<td>Older housing (heritage); mass housing blocks – energy efficient renewal</td>
</tr>
<tr>
<td>France</td>
<td>1960s</td>
<td>Older housing/large housing estates</td>
</tr>
<tr>
<td>Germany</td>
<td>1970s (West) 1990s (East)</td>
<td>Older housing, especially stock of 1950s-‘60s/ and large housing estates</td>
</tr>
<tr>
<td>Hungary</td>
<td>1980s</td>
<td>Older housing/declining neighbourhoods; mass housing blocks need energy renewal</td>
</tr>
</tbody>
</table>
Housing renewal in the nine countries: origins, development and present focus (2)

<table>
<thead>
<tr>
<th>Country</th>
<th>Renewal programmes introduced</th>
<th>Types of housing which require the most renewal</th>
<th>Present focus</th>
</tr>
</thead>
<tbody>
<tr>
<td>Netherlands</td>
<td>1970s</td>
<td>‘Worst neighbourhoods’/post-war low-rise flats</td>
<td>500,000 dwellings need minor repair; 50,000 need major repair</td>
</tr>
<tr>
<td>Spain</td>
<td>1980s</td>
<td>Older/deficient housing</td>
<td>2013: 13.5m built before 1980 including 5m built before 1963</td>
</tr>
<tr>
<td>Turkey</td>
<td>2000s</td>
<td>Older/deficient housing</td>
<td>No official record</td>
</tr>
</tbody>
</table>
What has been achieved?

• Housing renewal in Europe has a long history. It is one of three main elements in housing production and together with new building and demolition it forms an essential part of a balanced housing policy.

• In many countries, contemporary experience of renewal dates from the 1970s, and an important achievement during that time has been to establish a wide degree of common ground about the nature of poor quality housing, the consequences of not doing anything about it, and the methods or techniques that are effective in dealing with it. An understanding of this seems to override whatever political or economic pathways have been followed by individual countries.

• This is a very different conclusion to that of previous studies. For example, Priemus and Metselaar in 1992* found little agreement on the meaning of ‘urban renewal’, no generally applicable model for action, and no common understanding between countries about the scale and nature of the problems with which housing and urban renewal were intended to deal.

• Skifter Andersen and Leather (1999)** identified a much larger number of objectives which were central to the design of urban renewal and housing rehabilitation policies but noted that in many countries there was ‘a clear lack of understanding of the purposes of these policies and their application’.

Important principles in housing renewal have been established

- We are able to show that things have ‘moved on’ in a positive and constructive way since the 1990s. With the passage of time and the accumulation of further knowledge and experience, some important principles have been established:

  - It is recognised now that local communities must play a part in the process of renewal; and that renewal must be ‘sustainable’ for both local communities and the environment, achieving gains in the use of energy and other resources and improving the accessibility and usability of dwellings;
  - It is recognised that renewal can benefit from a public-private partnership approach in which a public organisation takes the lead, assigning resources and acting as a catalyst for the involvement and contribution of other stakeholders;
  - As part of its strategic role, the public sector is responsible for ensuring that social and community needs are safeguarded in the renewal process: for example, (a) through the affordability of the housing after renewal, including its energy costs; (b) by requiring the fair treatment of minorities and others that may be disadvantaged; and (c) at the most fundamental level, by protecting the rights of all citizens to live in housing that is not a risk to their health and safety.
Main approaches in implementing housing renewal

- The main approaches, followed in all the countries studied, are:

  - **Area-based renewal**: usually small-scale, neighbourhood-based
  - **Local involvement**: a ‘bottom-up’ community focus has become a defining feature of urban and housing renewal
  - **Leadership and partnership**: local residents, landlords and local authorities might take the initiative but one of them must lead if the project is to be successful
  - **Coordination**: essential for comprehensive, holistic improvement
  - **Prevention**: regular maintenance and repair of housing and its environment can prevent or postpone the need for comprehensive improvement
  - **Resources**: mixed public-private funding has become the norm; and the role of public organisations remains vital as the initiator, catalyst and often coordinator, and as the means of encouraging and enabling private investment.
The future for housing renewal

• The scale and nature of the problem is evident – for example:
  ➢ 16 per cent of the EU population is in ‘severe housing deprivation’ [80 million people]
  ➢ In England, 24 per cent of the housing stock (5.4 million dwellings) is below the decent home standard. 22 per cent of owner occupied dwellings, 35 per cent of privately rented and 17 per cent of social sector dwellings were non-decent in 2011
  ➢ In Denmark, half the existing housing stock (1.2 million dwellings) needs energy efficiency measures
  ➢ In Hungary, 500,000 flats on housing estates need energy renewal

• Action is difficult because of:
  ➢ The present economic situation throughout Europe: an unwillingness or inability to commit funds for housing renewal
  ➢ Institutional and legal problems; the privatisation/fragmentation of the housing stock, especially in apartment buildings; the lack of effective financial institutions
  ➢ Neo-liberal policies to ‘shrink the state’
  ➢ Unrealistic expectations about the role of ‘the market’ in housing renewal
  ➢ (In some countries) the loss of experience and expertise through the turnover and/or redundancy of professional staff in public sector bodies
The potential of housing renewal

• At European level
  ➢ Strengthening the social protection and inclusion agenda could lead to further action on ‘severe housing deprivation’ and fuel poverty
  ➢ The energy efficiency agenda could encourage more Europe-wide action on housing improvement and the development of appropriate regulations to support it

• At country level
  ➢ Energy use, efficiency and climate change - helping to meet national and international targets
  ➢ Health gains from housing improvement, especially for ageing populations
  ➢ Opportunities for the building industry in housing renewal, including job creation
  ➢ A better quality housing stock
  ➢ Contribution to social protection and inclusion
  ➢ Developing a ‘culture of maintenance’
  ➢ Contribution to a more balanced housing policy