WP1.3
Housing and Neighbourhood

Stuart Cameron
With contributions from

Maria Madouvalou, Maria Mavridou, Haris Konstantatos; Juan-Luis Klein, Jean-Marc Fontan, Denis Harrisson, Benoît Lévesque, Christine Champagne; Joergen Anker; Molly Scott Cato, Len Arthur, Tom Keenoy, and Russell Smith; Eduardo Brito Henriques, Isabel André Virgínia Frois

Exclusion related to housing and neighbourhood:

- ## Exclusion *from* housing
  - Lack of access to suitable housing; homelessness and slum housing

- ## Exclusion *through* housing
  - Processes within the neighbourhood and interactions outside the neighbourhood which create exclusion for residents; socio-spatial polarisation

Potential for Socially-Creative Strategies in housing and neighbourhood

- Strong traditions of NGO activity in housing supply
- The potential for self-provision and self-build in housing
- Housing and neighbourhood as a focus of institutional innovation
- The neighbourhood itself as a focus for collective action
- The neighbourhood as a focus for small-scale institutional structures e.g. co-operatives and community-based housing, renewal and regeneration organisations
- The neighbourhood as a focus for participation in and sensitive interaction with state institutions

Case Studies

Exclusion from housing and forms of housing provision

- ## Self-build, self provision, informal housing

  Informal housing in Athens

  Weak regulation allowed 'illegal' development to meet the housing needs of large influxes of migrant populations to Athens. Many originally informal housing developments have since been formally recognised

Exclusion from housing and forms of housing provision

- Co-operative housing

   Cooperative housing in Quebec and UK
   Can be a substantial housing provider with great
   potential for democratic engagement and mobilisation
   of community action beyond housing issue. May also
   be progressive influence in other areas, such as
   development of low environmental impact housing

Exclusion from housing and forms of housing provision

- ## Inclusion of excluded groups

  Bottom-up homeless organisations in Denmark

  Even the most marginalised groups, such as residents of shelters for the homeless, can participate in control of their own living environment with support of housing and other agencies

Exclusion through housing and neighbourhood Initiatives

- NGOs and neighbourhood initiatives

    Neighbourhood initiatives in Sweden

    Housing NGOs have considerable potential to engage in non-housing issues to address the problems of socially-excluded neighbourhoods. These include community development and the promotion of employment opportunities

Exclusion through housing and neighbourhood Initiatives

- Neighbourhood regeneration and the arts

  Arts and culture initiatives, Montemor-o-Novo, Portugal

  While arts-based regeneration is sometimes associated with gentrification, this case study provides an example of a local creative milieu which is tolerant, diverse and democratic, and bring benefits in terms of employment and community identity and self-esteem. It involves a collaboration of local people with creative professionals and animateurs
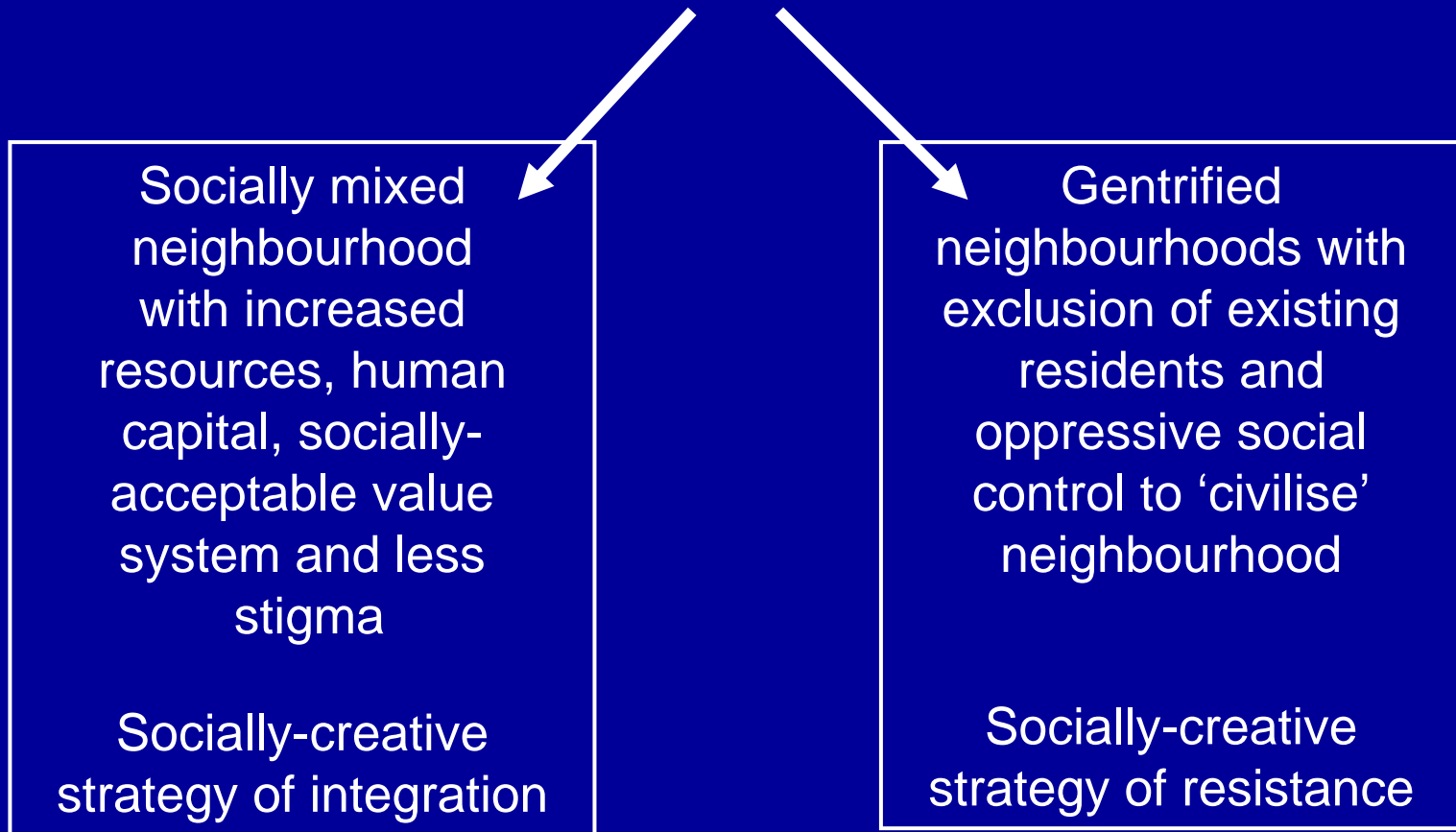
Exclusion through housing and neighbourhood Initiatives

- Socially diverse neighbourhoods

  Neighbourhood renewal and social mix in Bijlmermeer, Netherlands
  This case is one of the largest example in Europe of large-scale renewal of social housing incorporating policies to create more social diversity by the provision of middle-class housing. Beyond massive physical improvements for many existing residents, it provides new housing opportunities for the minority ethnic middle class and incorporates a strong strand of arts and culture, but it also involves the displacement of some of the most marginalised residents.

Impact of social diversification on excluded neighbourhoods

Socially mixed neighbourhood with increased resources, human capital, socially-acceptable value system and less stigma

Socially-creative strategy of integration

Gentrified neighbourhoods with exclusion of existing residents and oppressive social control to 'civilise' neighbourhood

Socially-creative strategy of resistance

Multi-level governance

- Housing provision an area with long-established 'governance not government' – mixed economy and partnership relations at mix of spatial scales

- Still an area much affected by the withdrawal of the State, involving changing roles and character of institutional actors, and above all growth of home ownership.

- Paradox of home ownership, autonomy but market nexus and social polarisation

Multi-level governance

- Role of housing organisations, and especially of NGOs in the housing sector. Housing NGOs are often large, well-resourced organisations which play an important role in new governance networks and partnerships

- Conversely, small, neighbourhood-based housing co-operatives are an important vehicle for mobilising local communities

- Neighbourhood has become an increasingly-important governance sphere, both as a target for area-based policy delivery, and as an arena for mobilisation of and engagement with the public in policy and political processes.

Methodology

- Interplay of convergence and divergence models of European housing systems. Opportunity space from withdrawal of state, but also support contexts of welfare regimes

- Institutionalist perspective – housing NGOs and community organisations

- Networks and partnerships

- Ethnographic approach and 'voice' of disadvantaged, engagement by researchers, artists as researchers

Good Practice

Exclusion *from* housing

- The potential of co-operative housing

- Able to provide more collective forms of living
- Lends itself to achievement of other ideals such as low environmental impact forms of living
- Provides autonomy and control in housing renewal
- Can provide a powerful basis for other community activities, as with Eldonians

Exclusion *from* housing

- The importance of the voluntary housing sector

- In many European countries it is one of the most important areas of NGO activity

- Often large organisations, but have shown ability to extend their role to deal with wider community issues, as with the Swedish examples

Exclusion *from* housing

- The need to support the devolution of power to user group

- The S.A.N.D. project in Denmark shows the potential for user democracy with even the most marginalised groups if there is sufficient openness and support

Exclusion *through* housing

- Strong potential of housing and neighbourhood as a focus for collective action, but needs support

- On the whole, the initiatives discussed were not wholly 'bottom-up' but involved a partnership with formal organisations working in neighbourhoods
- Openness and flexibility by formal organisations and the provision of capacity-building is essential to allow community to play a full part

Exclusion *through* housing

- Desirability of holistic approach to neighbourhood rather than only use of ABIs which target specific client group

- Single purpose ABIs in areas such as health and employment are more likely to be essentially top-down and address issues at individual level.

- Truly neighbourhood approaches address are suited to community engagement and may address more fundamental issues

Exclusion *through* housing

- Potential of community business

- Creating employment by meeting the needs of neighbourhoods is a potentially powerful aspect of the not-for-profit sector

Exclusion *through* housing

- Role of arts and culture in neighbourhood regeneration

- Arts and culture have a particular potential for addressing intangible aspects of social exclusion such as neighbourhood stigma and low self-esteem

- Professional artist and animateurs have an important role in encouraging creative activities by residents

Exclusion *through* housing

- Paradoxes of 'social mix' policies

- Policies to make excluded neighbourhoods more socially diverse are growing in popularity but may lead to the displacement of some disadvantaged residents and are based on uncertain assumptions about the benefits of social mix

Integration Exercise

WP2: Bottom-up creative strategies

- The role of arts/culture and radical grassroots action in housing and neighbourhood development (neighbourhood arts, local cultural groups)

- The role of housing and neighbourhood development in SCS to combat exclusion and meet broader needs

- Creative strategies at the household and neighbourhood levels

WP3: Governance

- Role of governance in housing and neighbourhood development

- Neighbourhood-level governance and its relations with other levels

- 'Public'/'Private' partnerships and room for 'civil' participation

WP4: Social innovation

- Policy and scientific discourses surrounding social innovation in housing and neighbourhood development – patterns and relationships

- Ontologies/epistemologies embedded in local development discourses – what characterises innovation?

- Search for common ground, critiques and methodological implications

Theoretical overview

Divergence perspectives

- Concerned with understanding the differences between housing systems in different countries and with the classification of housing systems.

- While some of the classifications relate specifically to housing, others draw on more general schema.

- Esping-Andersen's 'Three Worlds of Welfare' (Esping Andresen 1990) model has been a particular focus of discussion

Three welfare regimes

- **Social-democratic welfare regimes**. Welfare provision is dominated by the state and involves generous, comprehensive, universalistic, highly-redistributive forms of provision.

- **Corporatist welfare regimes**. The level of involvement in state welfare provision is intermediate, but more segmented, less re-distributive and preserving traditional status hierarchies and family structures. The state shares responsibility with non-state agencies – employers, churches, trade unions.

- **Liberal welfare regimes**. State involvement in welfare is limited, with a strong preference for market mechanisms. The state provides only a residual 'safety net' of welfare which is not re-distributive and may be socially stigmatising.

Limitations of 'three welfare models'

- Suggestion of need for fourth category typical of southern Europe

- Limited welfare state combined with 'associative' welfare provision based on family, community and church; Limited state regulation and elements of patronage

- Can't simply apply Esping-Andersen model – developed mainly relating to income support – to housing

- All housing systems have significant non-state elements, and great variety within models

Unitary/dualist housing systems

- Related model, specifically focused on housing

- Not based on simple distinctions between housing tenures

- Unitary systems treat public and private sectors in a co-ordinated way while dualist systems do not

- Use of cost rents and/or rent control to dampen private sector rents in unitary system

- Dualist systems typically seek to constrain and separate the social sector both through distinct subsidy regimes and rigid allocation policy which may be stigmatising in emphasising social housing as reserved only for the poor

Housing system convergence and neo-liberal hegemony

- Convergence of housing policy trends across Europe under pressure of neo-liberal policies:
  - ❑ Reductions in social housing construction
  - ❑ Privatisation of social housing
  - ❑ Shift of emphasis of subsidy from object subsidies (subsidising the development of housing) to means-tested subject subsidies directed at the household
  - ❑ Deregulation of housing finance and the disappearance of protected, separate housing finance circuits
  - ❑ Expansion of owner occupation

Relations to Other Existential Fields

Labour Market

- Potential of housing construction and home-based enterprise – developing world

- Neighbourhood as focus for targetting individuals target with employment initiatives

- Socially-excluded neighbourhood as focus of social enterprise though meeting the social needs of the neighbourhood itself

- Example of WISE group, Glasgow

Education

- More neighbourhood than housing itself

- Education and training major element of area-based initiatives in socially-excluded neighborhoods

- Neighbourhood effects, cycle of deprivation and compensatory education

Health

- Both housing and neighbourhood can affect both physical and mental health

- Extreme negative health effects of street homelessness or 'rooflessness'

- Focus for targeting individuals – medical model

  or

- More socially-creative, holistic neighbourhood approaches addressing wider causes of ill-health

  e.g. 'obesogenic environments'