

Middle-segment housing by implementing passive land policy

An exploratory case study on how middle-segment housing is developed by using land-use instruments in wicked problems and with low municipal landownership.



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Introduction



Problem statement

Gemeenten blijven verliezen op grond

Gemeenten blijven verlies lijden op grond. Tussen 2010 en 2013 hebben de gemeenten op hun grondbeleid in totaal 4 miljard euro verlies geleden, inclusief de verdamping van winst. De komende vijf jaar worden opnieuw verliezen verwacht van in totaal tussen de 0,3 miljard en 2,1 miljard euro.

 Redactie  27 februari 2015

Herziening gemeentelijk grondbeleid noodzakelijk

Gemeenten dienen zich niet langer als projectontwikkelaars te gedragen, maar zich te beperken tot hun publieke taak. De ontwikkeling van grond moet bij voorkeur worden overgelaten aan private partijen.

 Hans Bekkers  09 juli 2015

‘Grondexploitatie is niet bedoeld voor het vergaren van inkomsten’, stelt de Rfv.

Problem statement

Huurprijzen vrije sector blijven stijgen

Met name in de Randstad stijgen de prijzen door een tekort aan huurhuizen voor middeninkomens.

 Sam de Voogt  26 juli 2016  Leestijd 2 minuten

NOS Nieuws • Dinsdag 9 mei 2017, 18:39 • Aangepast dinsdag 9 mei 2017, 20:34

Betaalbare huurwoningen voor middeninkomens: hardnekkig probleem

Het tekort aan huurwoningen in het middensegment groeit. Slechts 10 procent van de 3,2 miljoen huurwoningen in Nederland heeft een huur die ligt tussen de 710 en 970 euro per maand. Van dit soort woningen zijn er ongeveer 75.000 extra nodig.

Problem statement

Amsterdam legt nadruk op nieuwbouw van betaalbare woningen

Schaadt 40-40-20 de woningproductie?

Kamer wil 'noodknop' tegen huurstijging

Drie vragen over hoge huur Een Kamermeerderheid vindt dat er met meer spoed iets moet gebeuren aan de hoge prijzen in de vrije huursector.

 Pim van den Dool  29 mei 2018  Leestijd 2 minuten

Problem statement

Utrecht daagt ontwikkelaars uit

De provincie Utrecht schrijft een prijsvraag uit voor de beste manier om een woningbouwproject met middeldure huurwoningen te versnellen. Op die manier wil de provincie de bouw van woningen met een huur van €720 tot €1000 stimuleren.

 Michiel Maas  07 mei 2019

Dempt Utrecht het tekort aan middenhuur met een megadeal?

Huren in de vrije sector, in een Nederlandse stad, voor een bedrag onder de 1.000 euro per maand? Het is inmiddels een bijna kansloze zaak. Maar de gemeente Utrecht heeft nu toch de hoop via een akkoord met beleggers en bouwers de markt open te breken.

Marc van den Eerenbeemt 4 april 2019, 18:12

Problem statement

Kabinet en provincies: ruim 900 duizend extra woningen tot en met 2030, vooral in Zuid-Holland

Het kabinet concentreert woningbouw de komende jaren in de Randstad en Noord-Brabant. Vooral in Noord- en Zuid-Holland moeten in de komende acht jaar honderdduizenden extra woningen worden gebouwd. Daarover hebben de provincies een akkoord gesloten met huizenminister Hugo de Jonge.

Raoul du Pré 13 oktober 2022, 15:00

Belegger over verlaging huurprijzen: 'Al mijn relaties zeggen: met deze regels verkoop ik liever'

Vastgoedbelegger Huurders zijn blij met de plannen van minister De Jonge om de huurprijzen te verlagen, maar volgens beleggers zal het aantal huurwoningen hierdoor juist afnemen. Middelgrote belegger Herman Drenkelford: „Men reguleert de markt kapot.”

 Mirjam Remie  3 juni 2022  Leestijd 4 minuten

Problem statement

There is a low availability of housing. Especially in the Middle segment (Boelhouwer, 2020).

Municipalities are having difficulties to have enough affordable housing being made due to few land position and less knowledge on passive land policy (Van der Krabben & Jacobs, 2013).

The state must be involved with the availability of housing, but must also take in account the right of landownership.

Research question

‘What land-use instruments exist in the Dutch context of passive land policies to create more middle-segment housing, and how does the use of these passive land-use instruments influence the success in creating middle-segment housing in (urban) developments?’

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Passive land policy: Is used in developments in which a municipality has low or no landownership and creates influences in developments through other means.

Land-use instruments: Land-use instruments are intervention ways or measures that, as a part of land policy, are needed to achieve a certain public policy goal (Debrunner and Hartmann, 2020).

Research question

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Success: Success is creating middle segment housing as a response to the wicked problem. This may require more or less input and has higher or lower output depending on the success factors.

Middle segment housing

Category	Owner occupied housing	Rent (€/month)
Social housing/ lower segment	> €210.000	< €763.47
(Liberalised market segment for) middle-income housing	€210.000-€355.000	€763.47 - €1,015.31/1,075
High-income housing	< €355.000	< €1,015.31/1,075

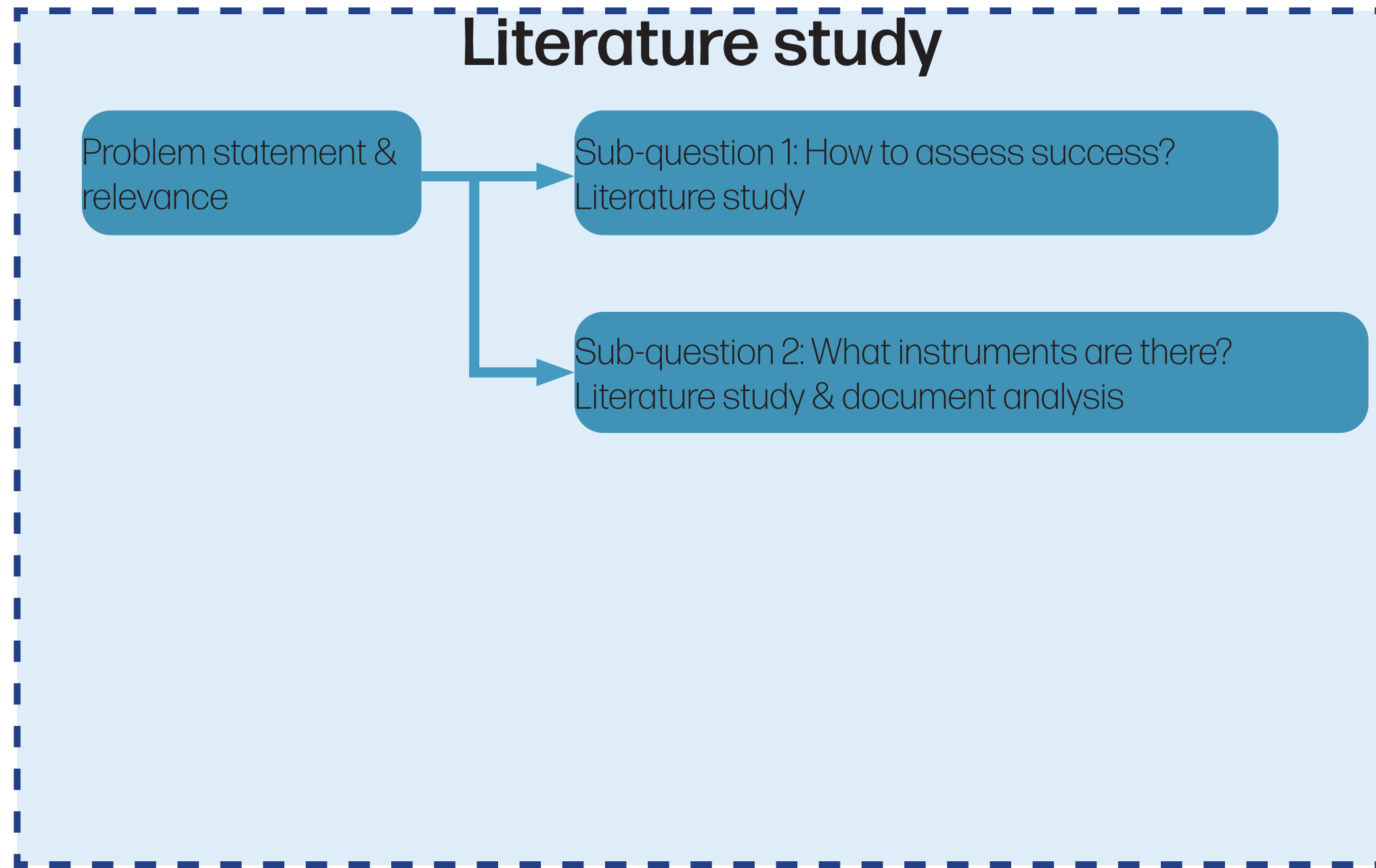
Research setup



Sub-Questions

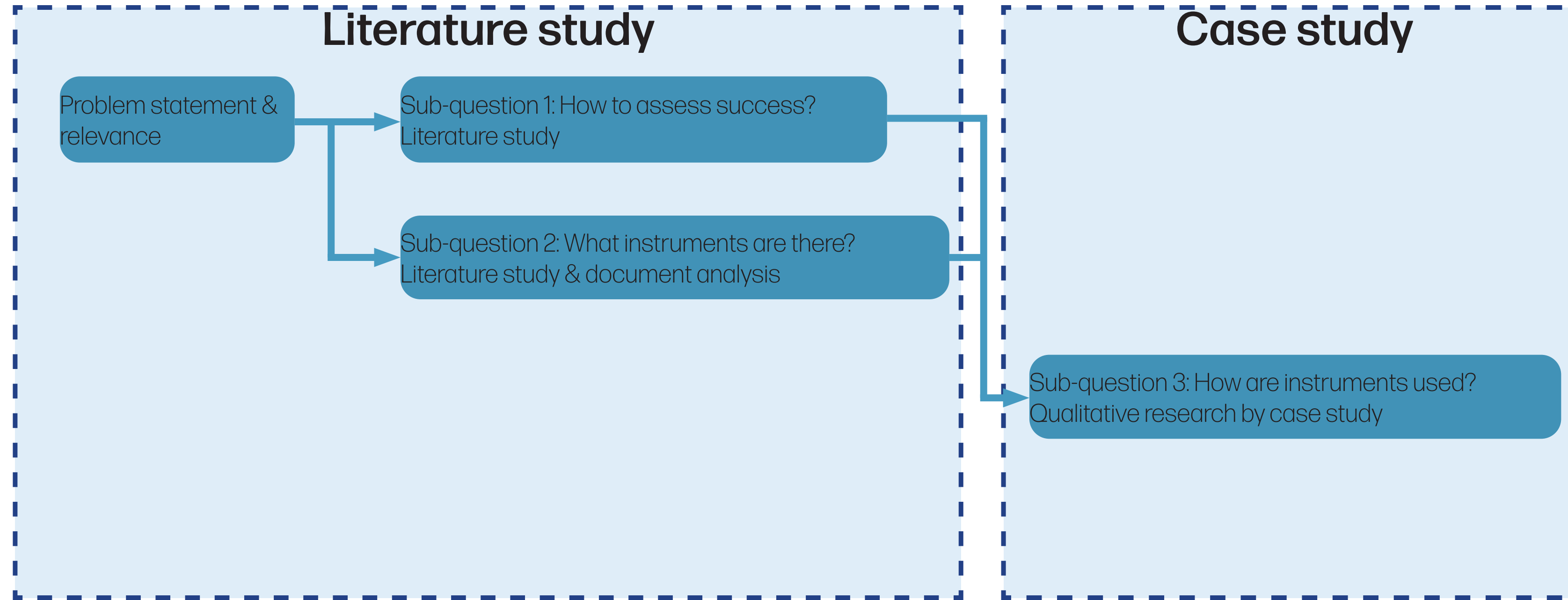
- 1) *How can the success of land-use instruments as part of a passive land policy to create middle-segment housing be assessed?*
- 2) *What land-use instruments are used by Dutch municipalities as part of the passive land policy to create middle-segment housing?*
- 3) *How are these instruments used and is success influenced?*
- 4) *What recommendations can be made on creating middle segment housing?*

Research framework



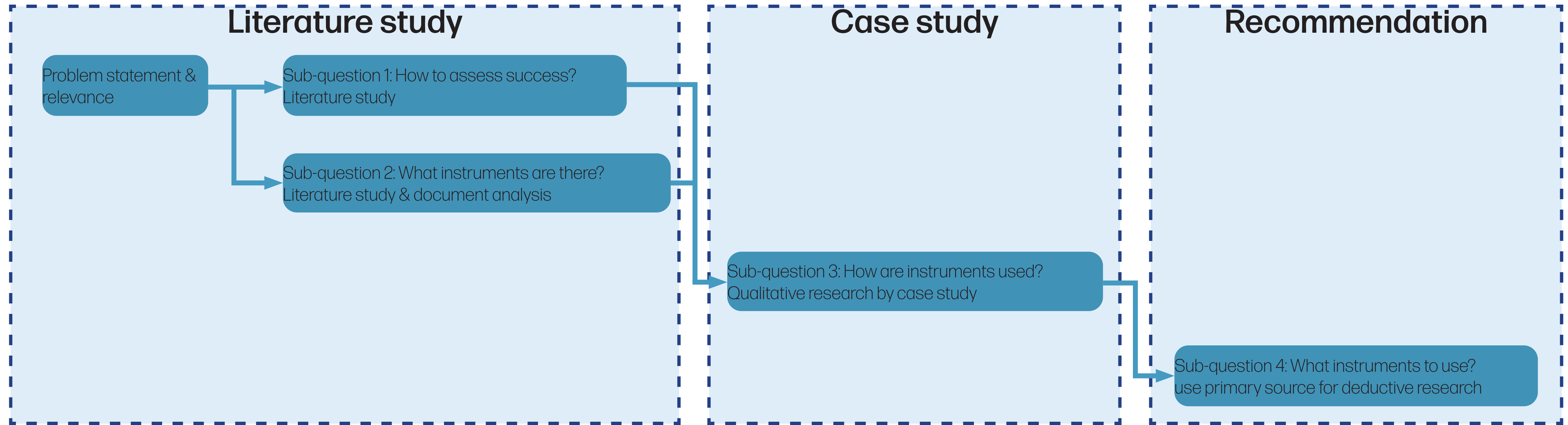
- 1) *How can the success of land-use instruments as part of a passive land policy to create middle-segment housing be assessed?*
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Research framework



3) How are these instruments used and is success influenced?

Research framework



4) What recommendations can be made on creating middle segment housing?

A photograph of a modern building facade with light-colored rectangular tiles and large windows. Two balconies with black railings and blue-tinted glass are visible. The building is set against a bright blue sky with scattered white clouds. The text 'Literature study' is overlaid on the right side of the image.

Literature study

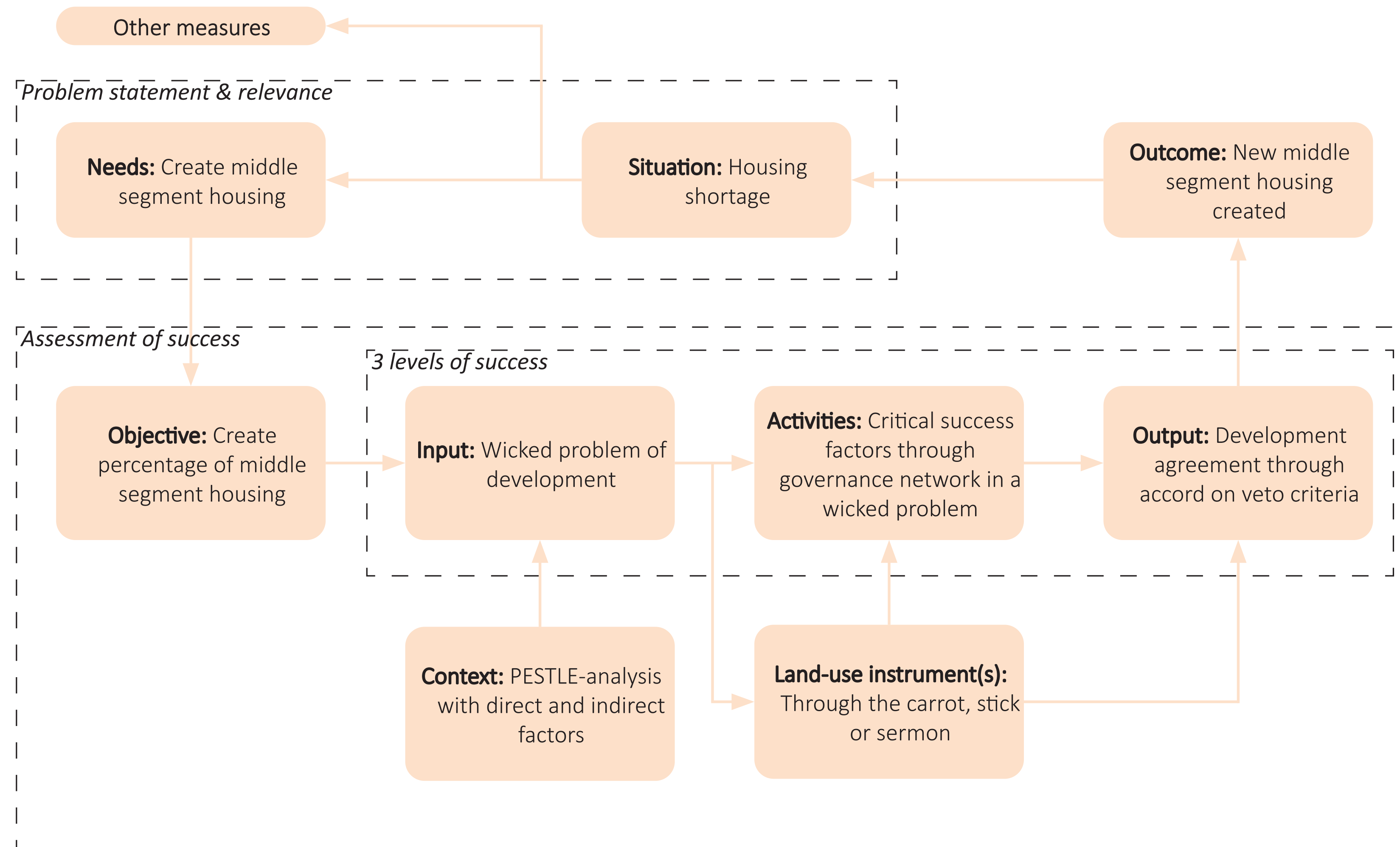
Literature study

1) How can the success of land-use instruments as part of a passive land policy to create middle-segment housing be assessed?

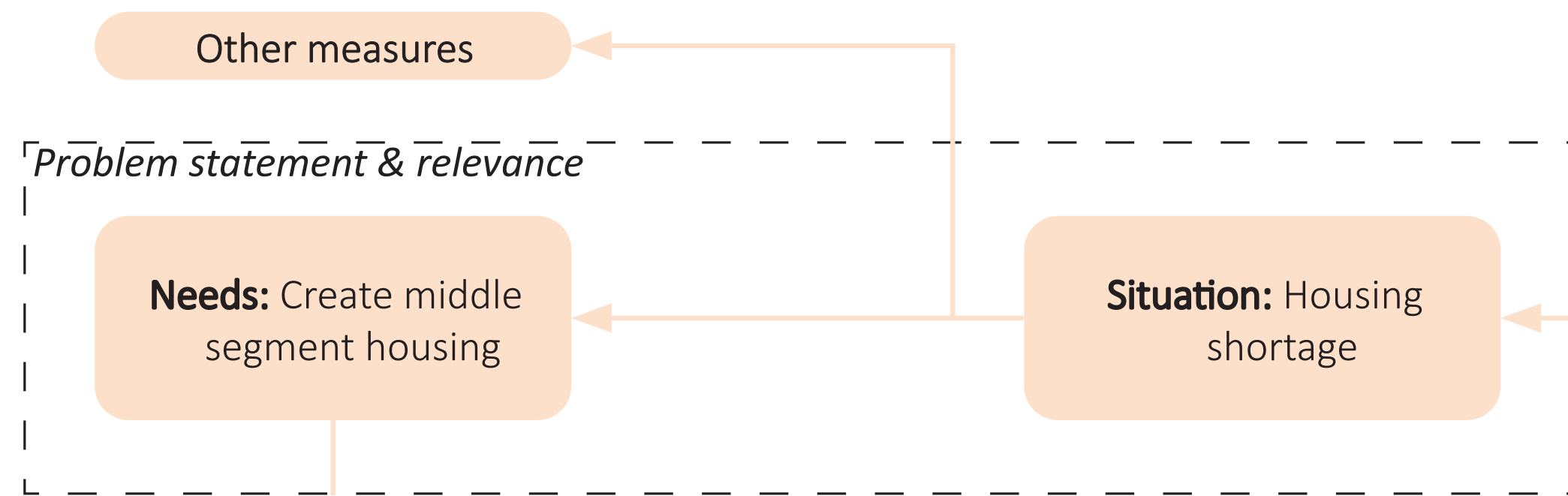
1. Production model of performance (Dooren et al., 2015);
2. Three levels of success in urban developments (Franzen et al., 2011);
3. Governance networks in wicked problems (Klijn & Koppenjan, 2016).

Literature study

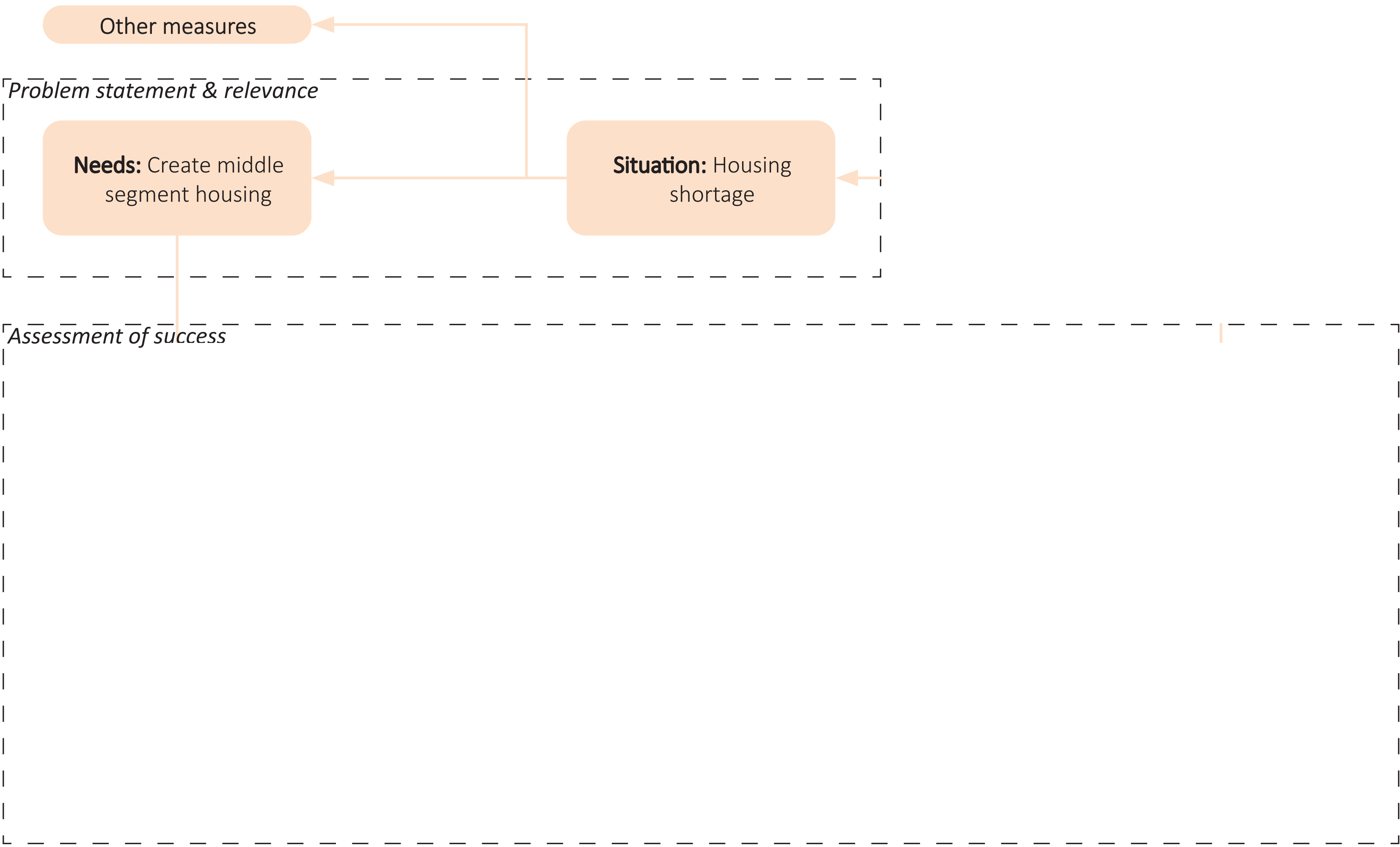
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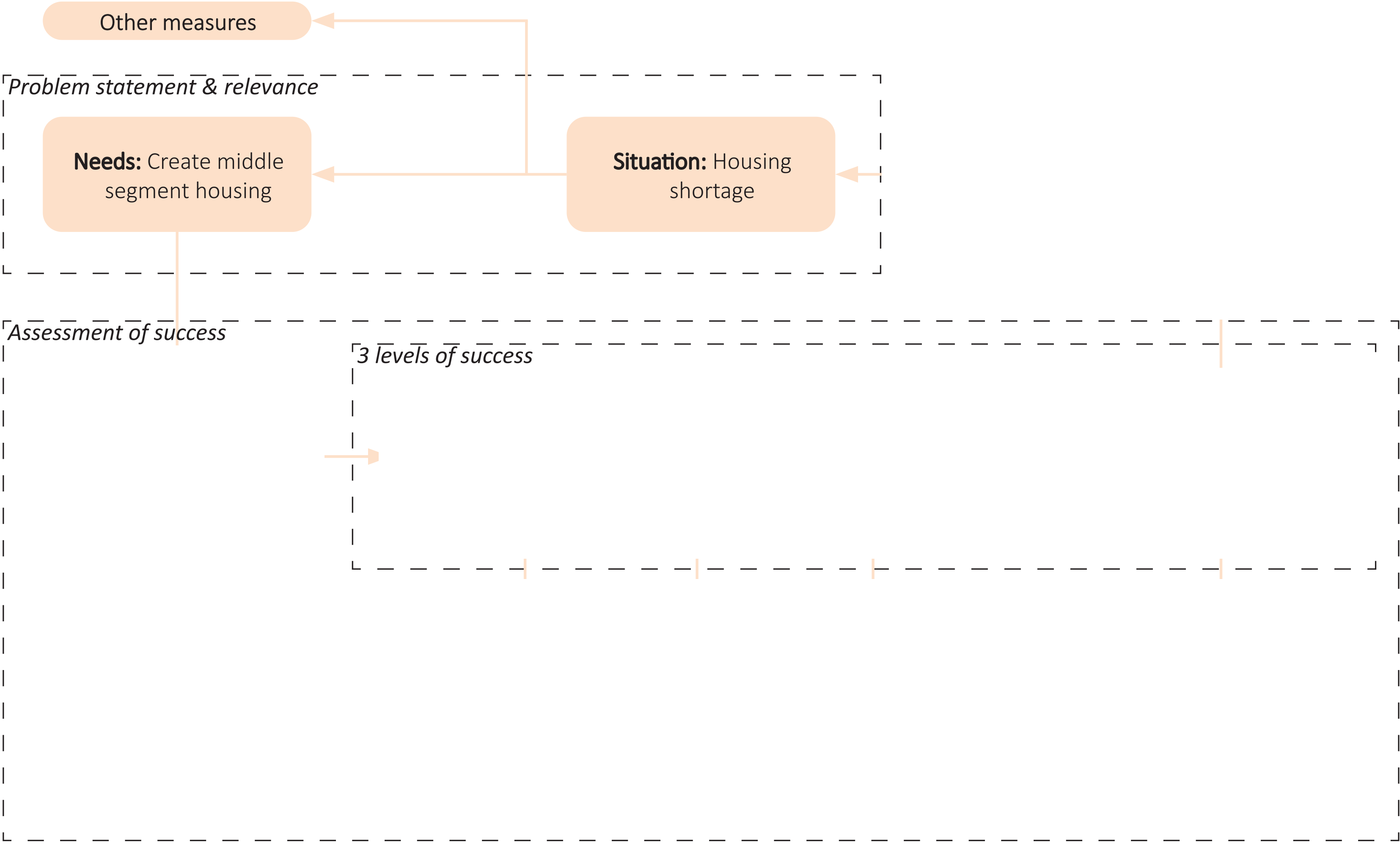
Literature study



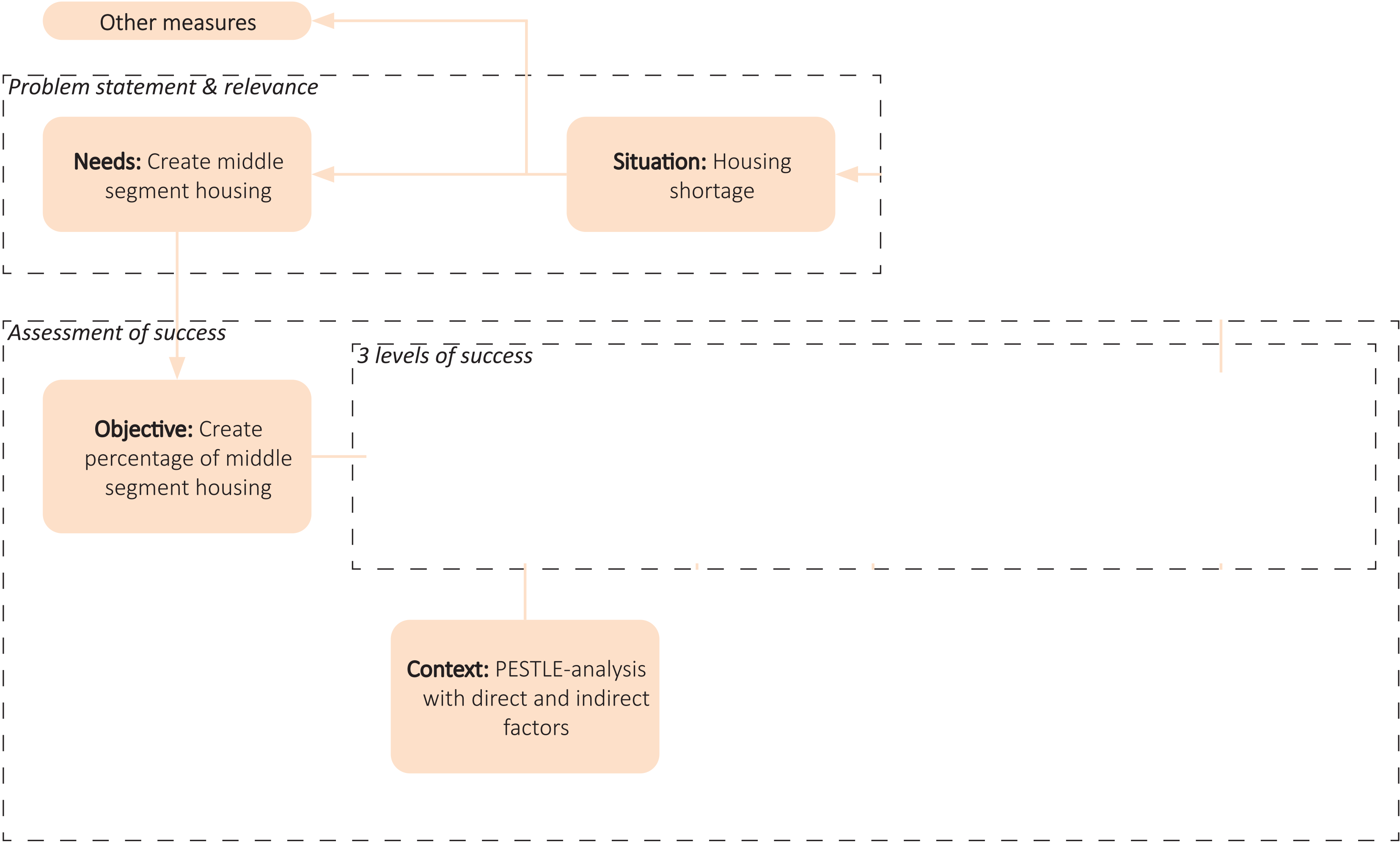
Literature study



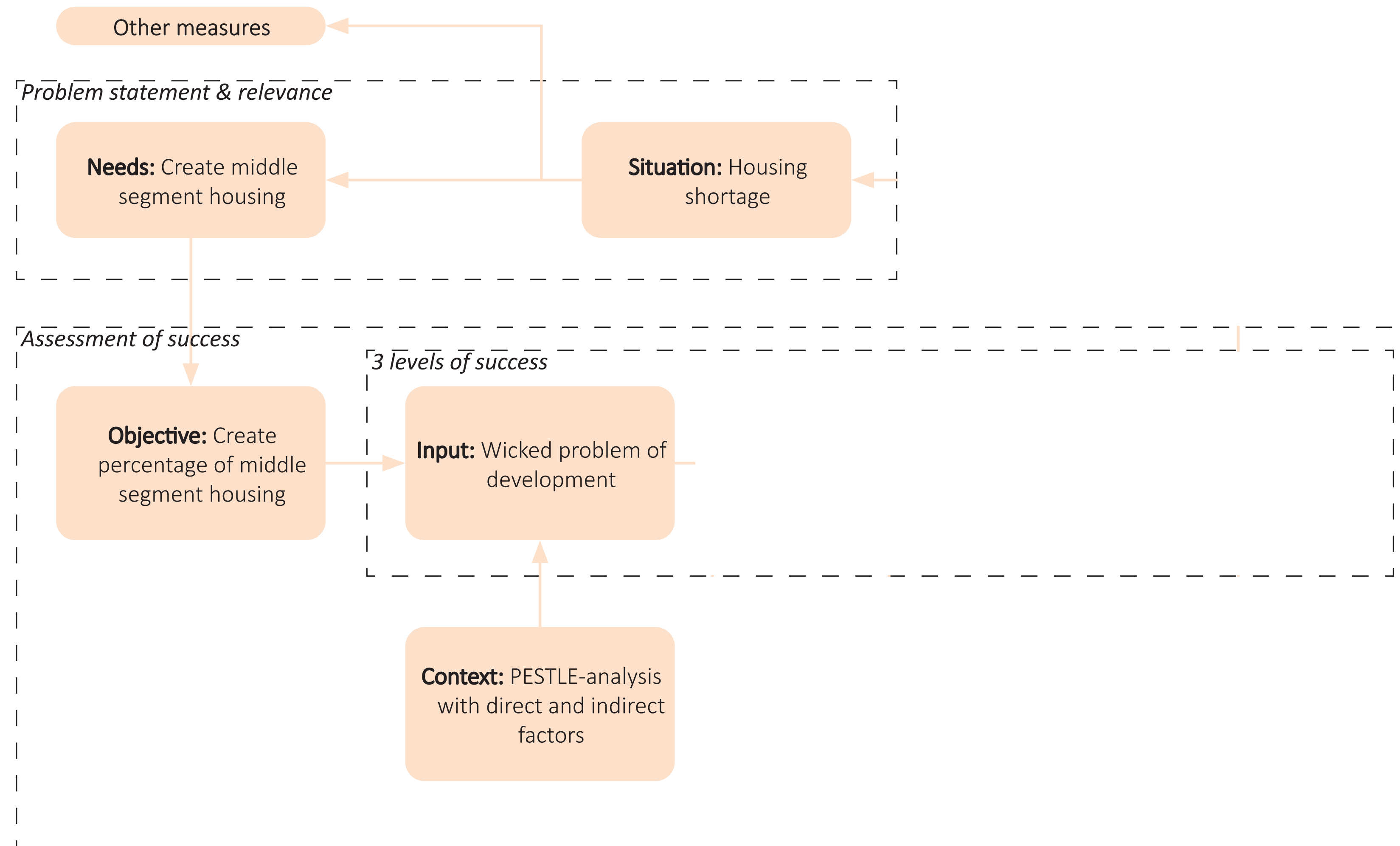
Literature study



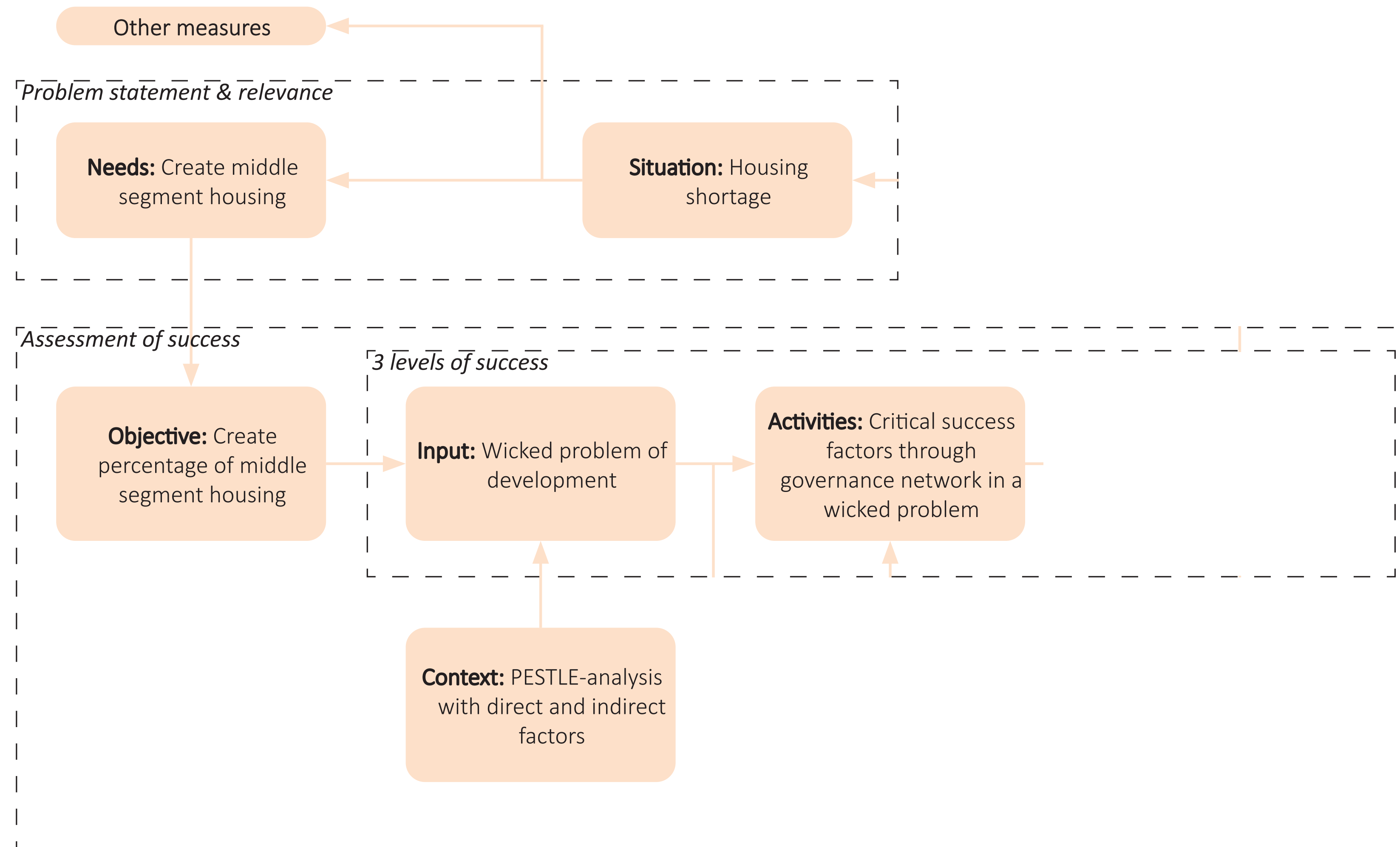
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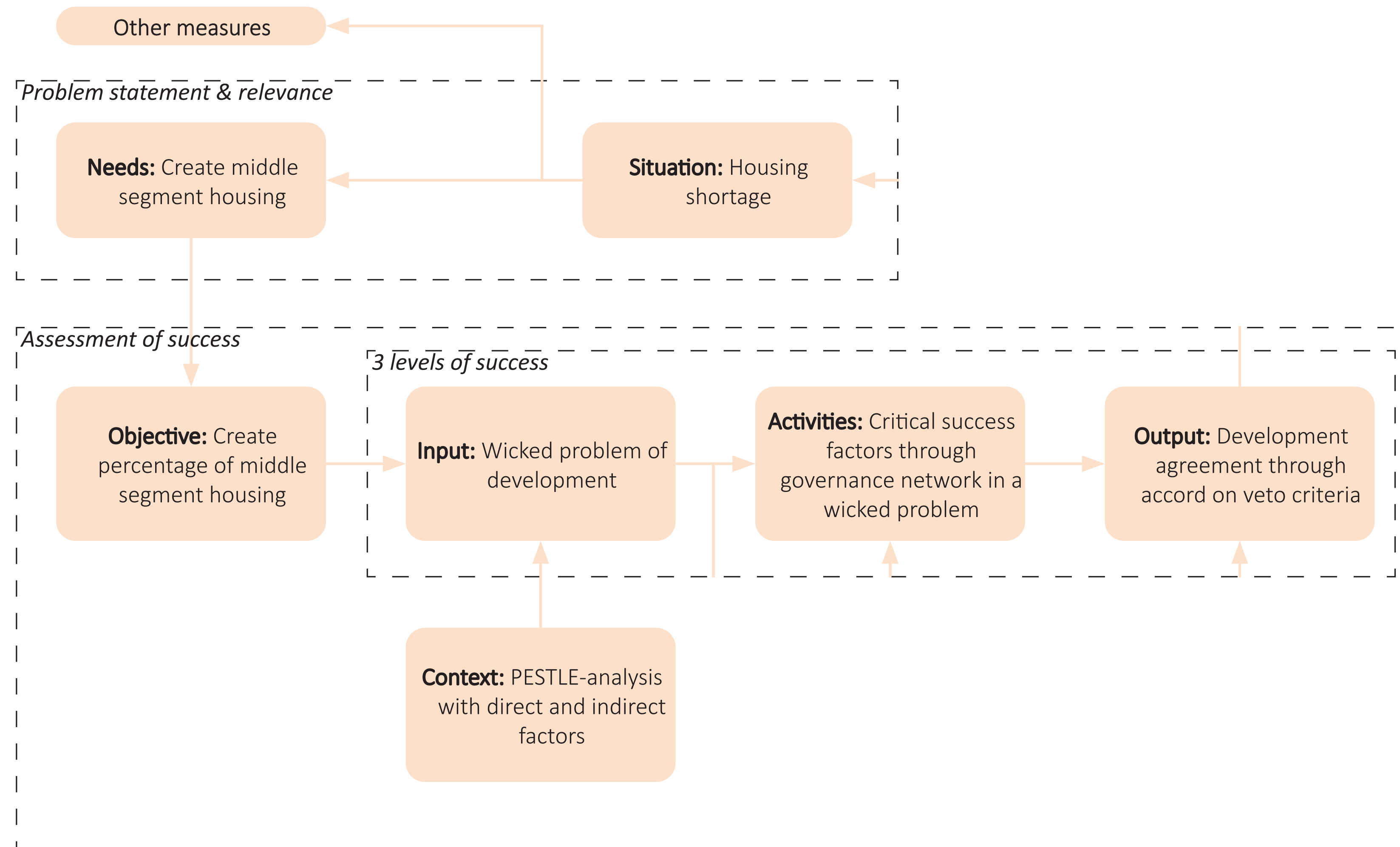
Literature study



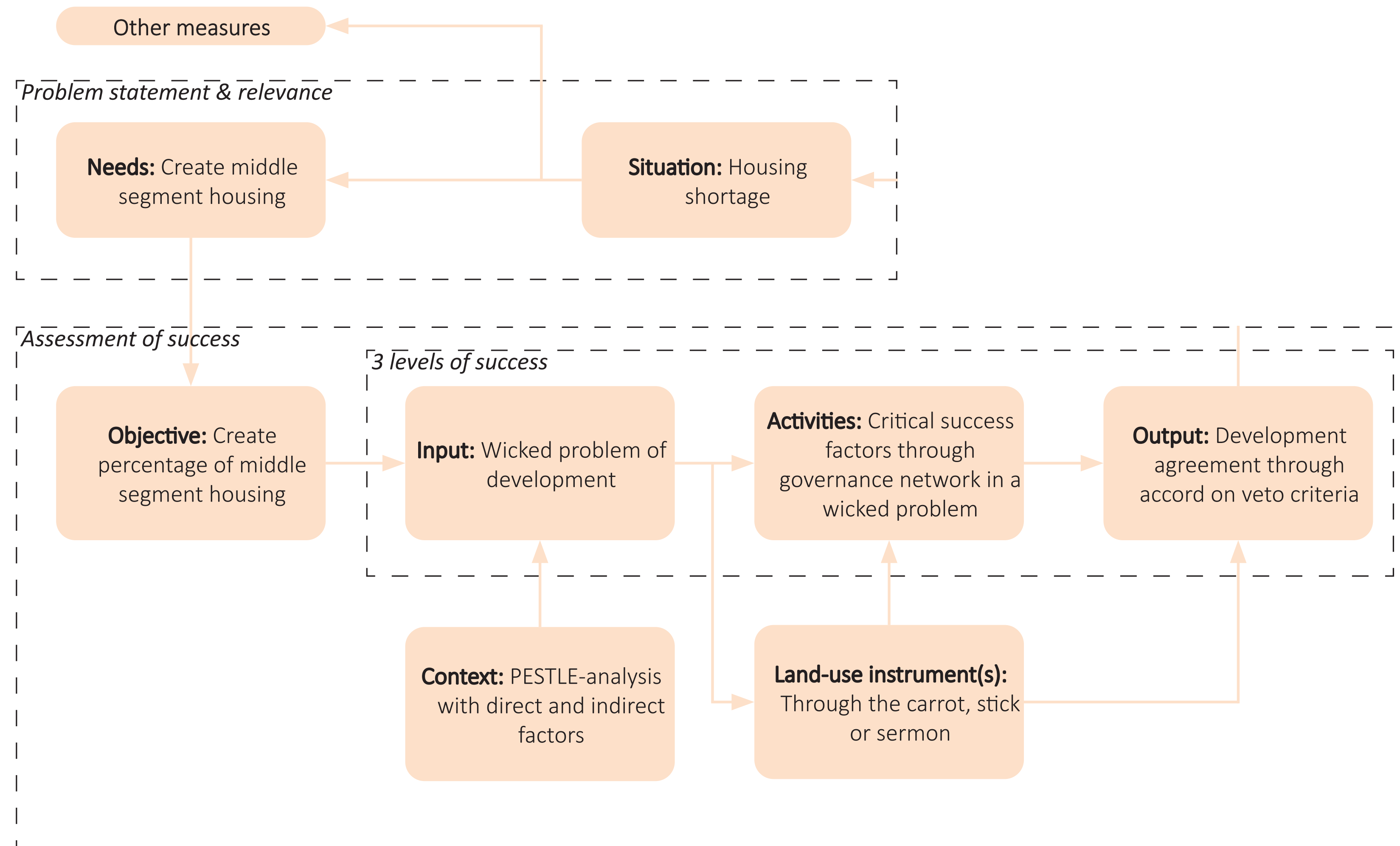
Literature study



Literature study

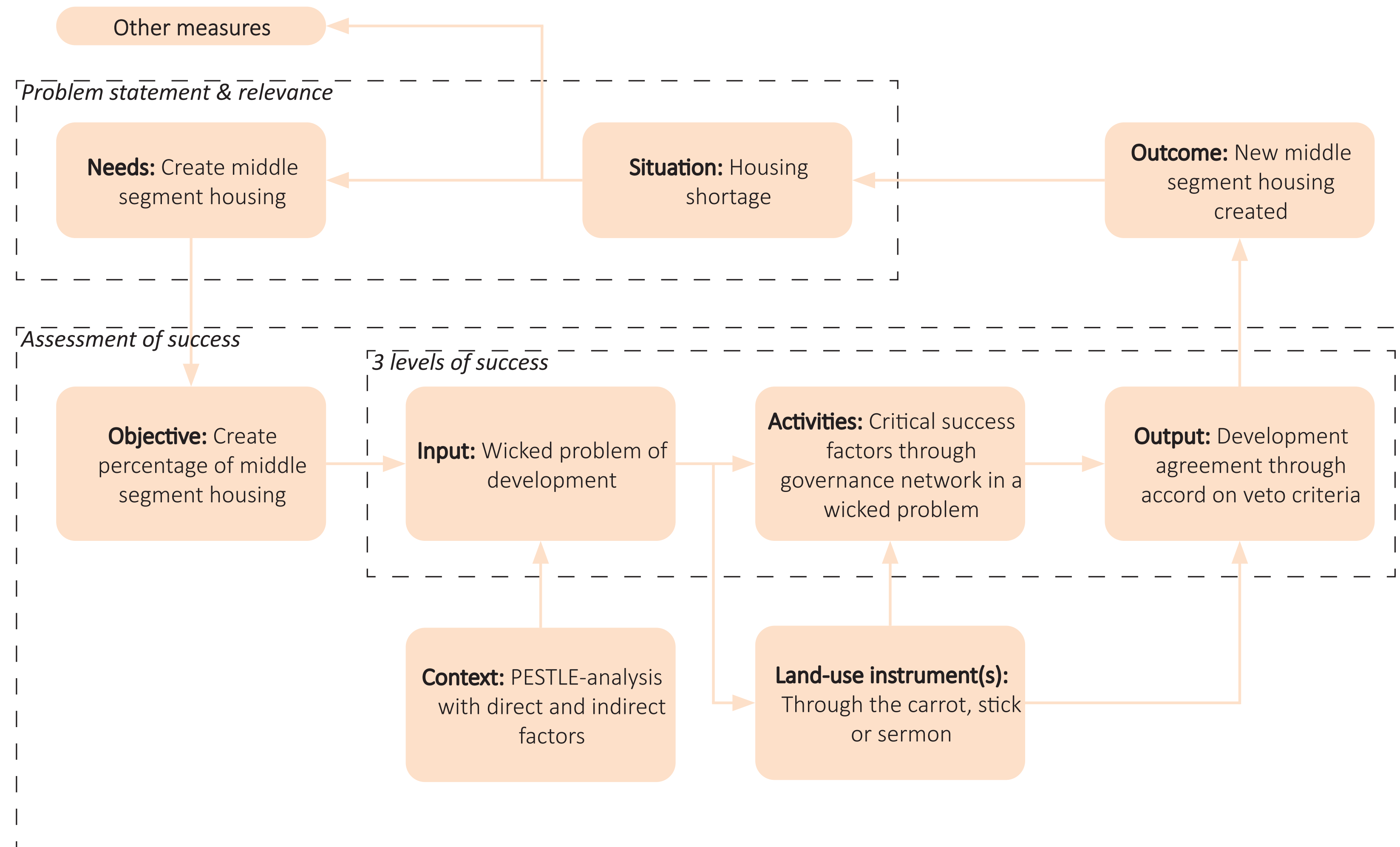


Literature study



Literature study

1) How can the success of land-use instruments as part of a passive land policy to create middle-segment housing be assessed?



Passive land-use instruments

2) What land-use instruments are used by Dutch municipalities as part of the passive land policy to create middle-segment housing?

Regulative

Minimal percentages

Eternal land lease

Stimulus

Anterior agreements

Communication

Policy documents

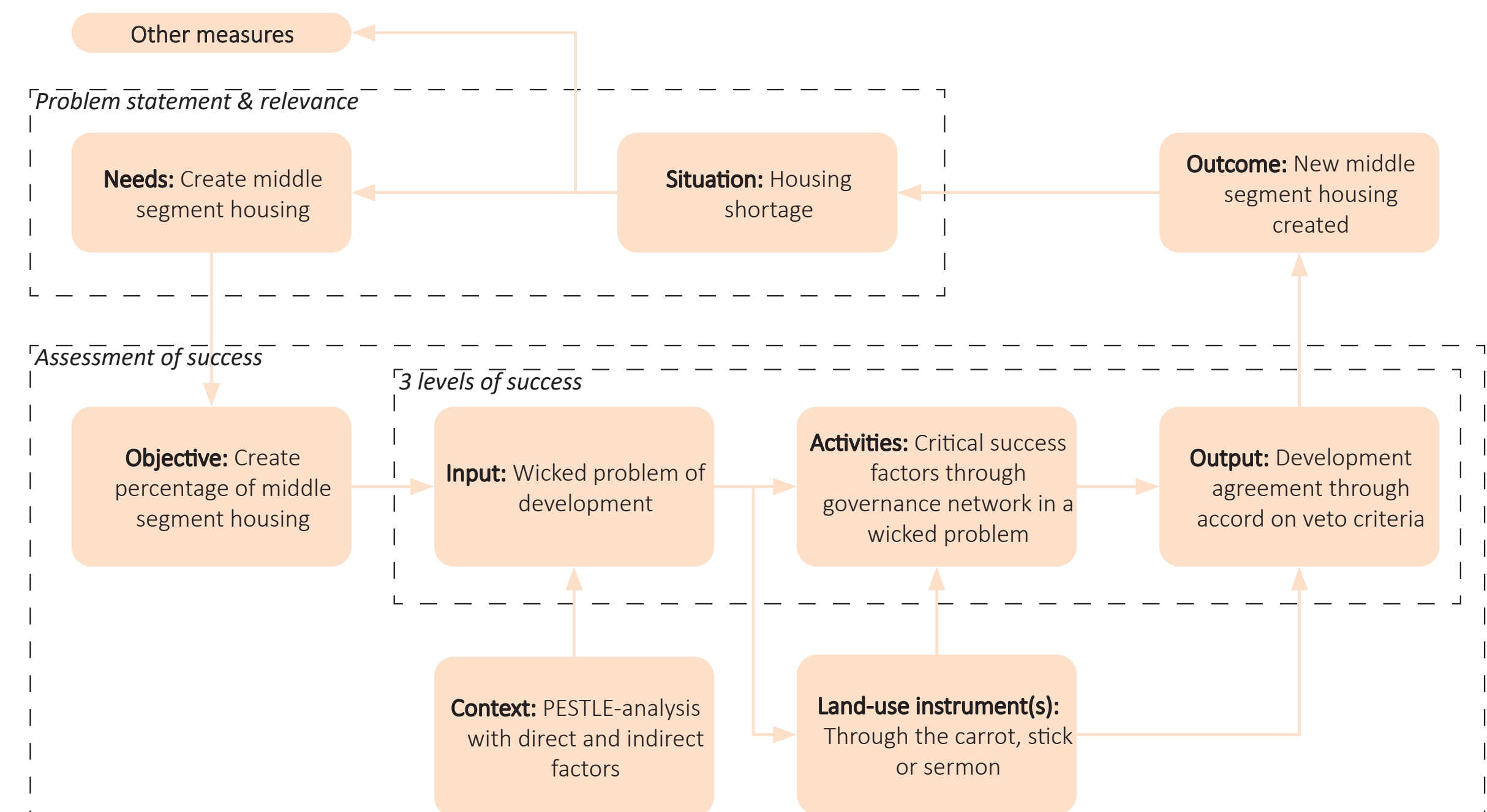
Empirical study

Case study research

3) How are these instruments used and is success influenced?

Case study research on four 'case municipalities' and a total of five projects in:

- Amsterdam
- Rotterdam
- Utrecht
- Den Haag



Case study research; Table of content

The described parts are:

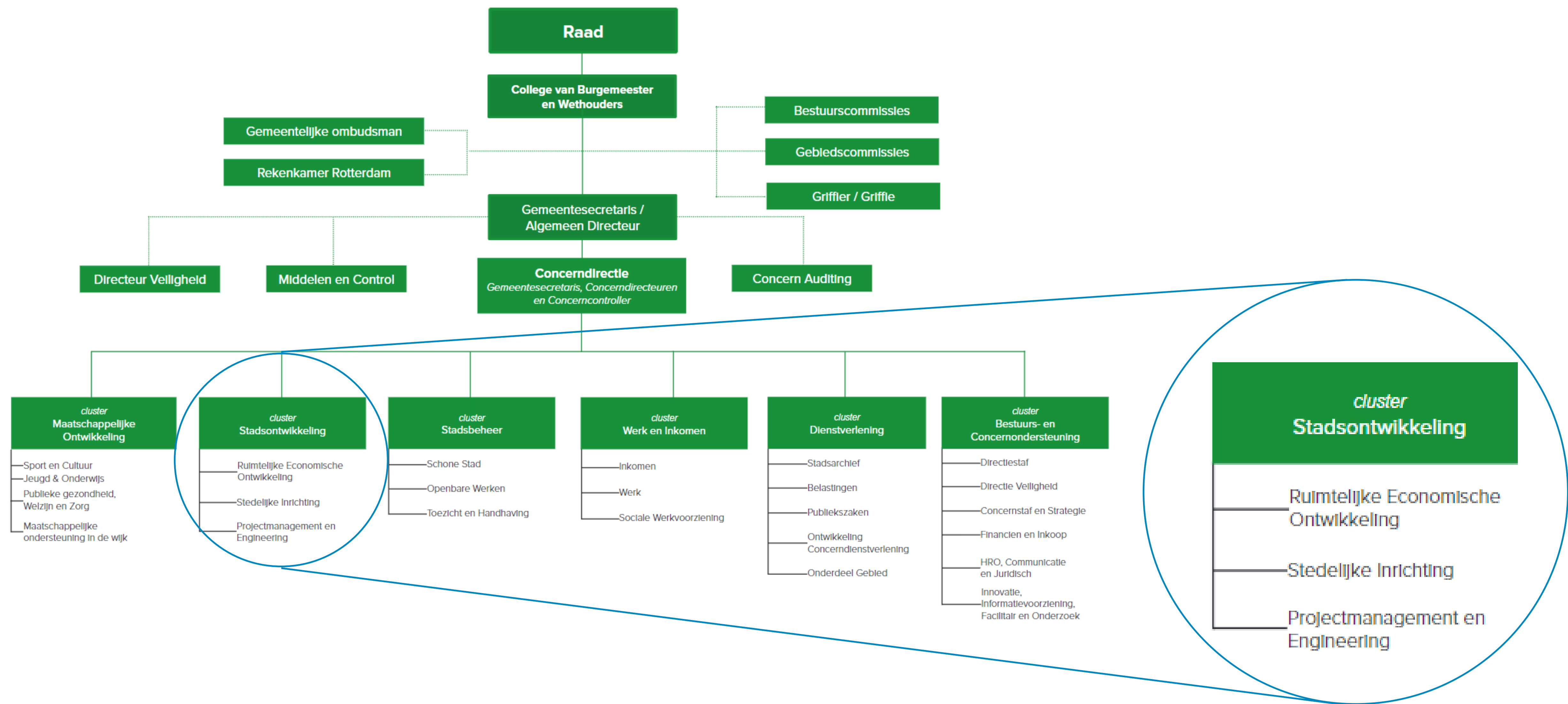
- Municipal organization (briefly)
- Input in the project
- Activities: Involved actors
- Activities: Power-interest of these actors
- Output
- Output: Agreement
- Conclusion

Case study

Rotterdam



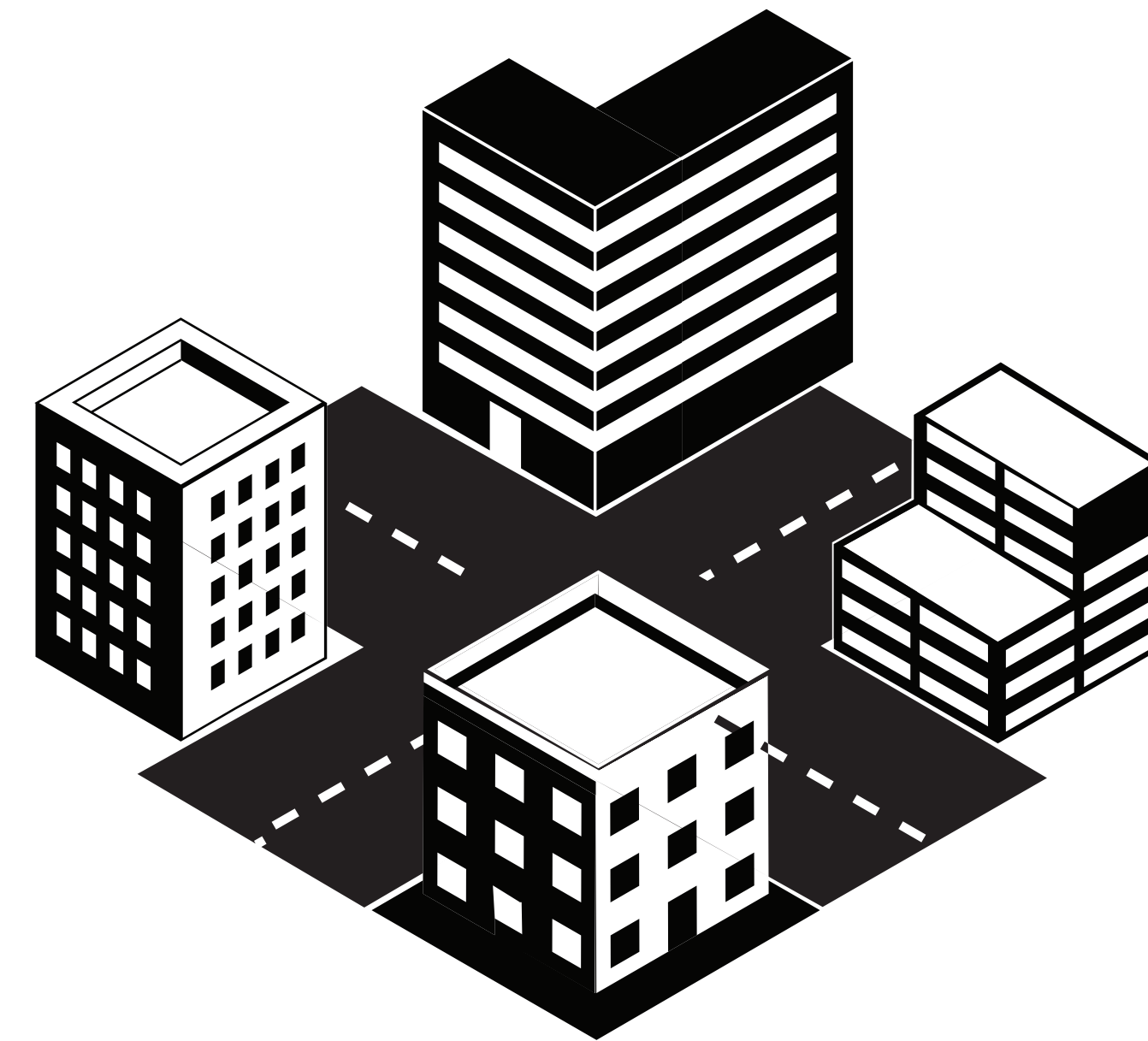
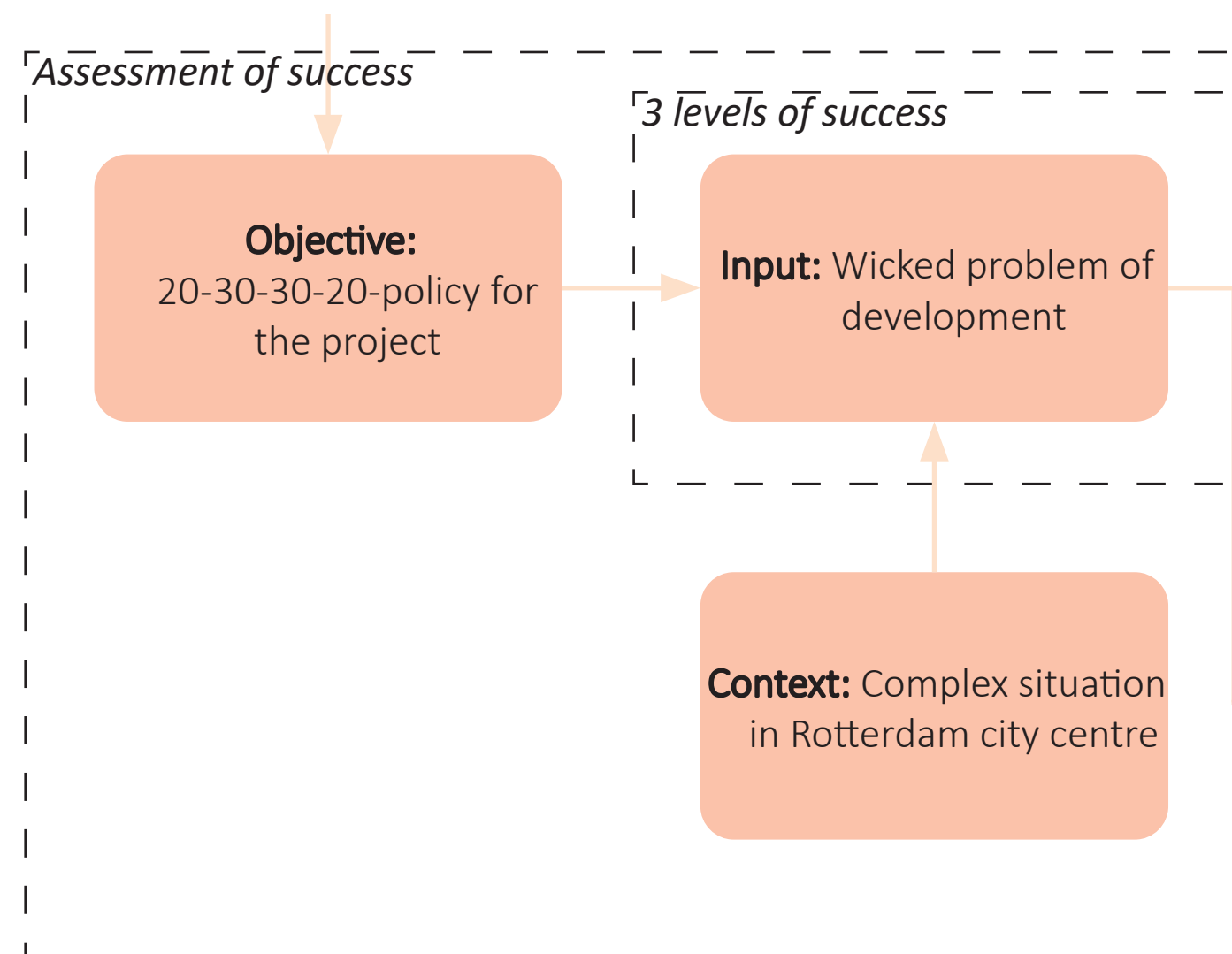
Case study Rotterdam



Case study Rotterdam 1; Input

Project

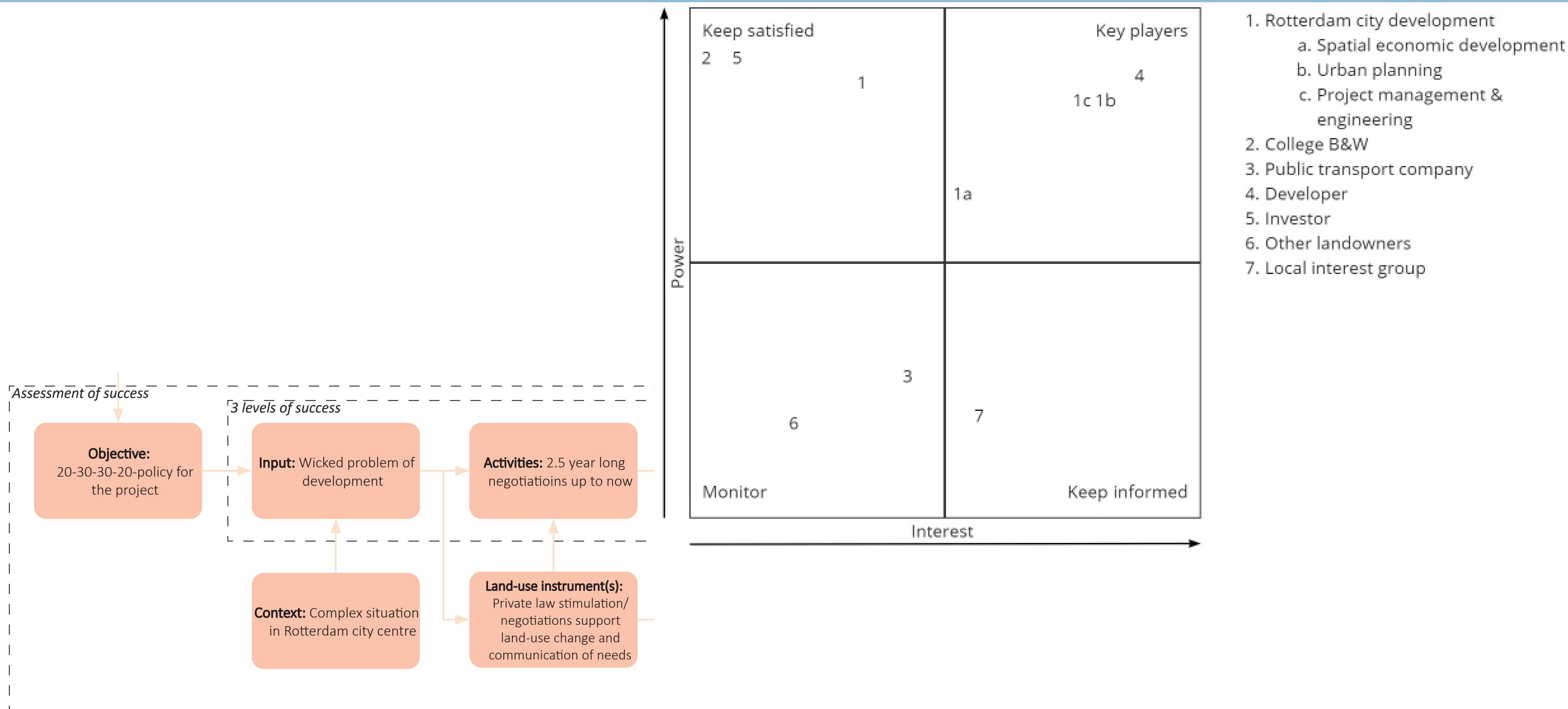
- *Inner city redevelopment;*
- *Urban renewal plan;*
- *Started in 2019;*
- *Aim of 20-30-30-20-policy.*



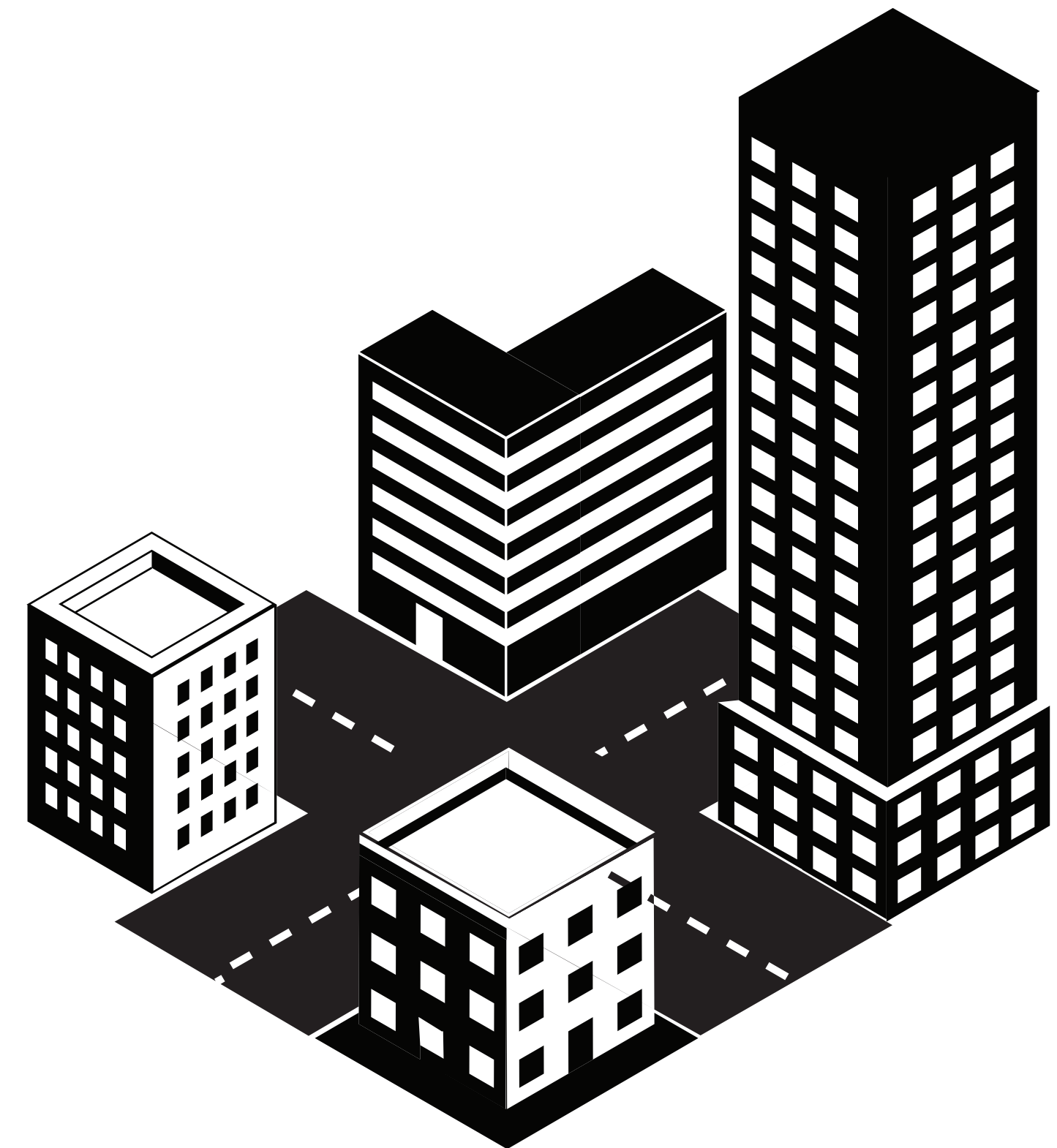
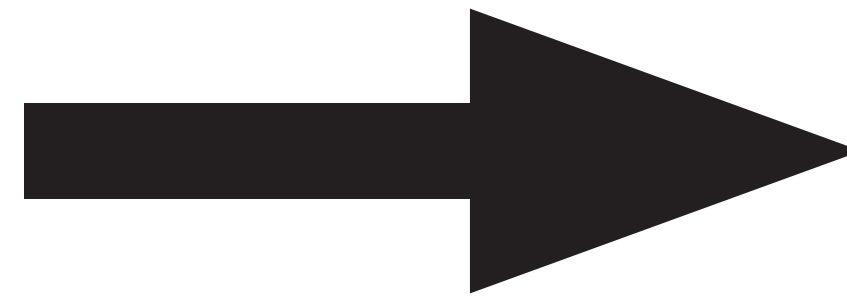
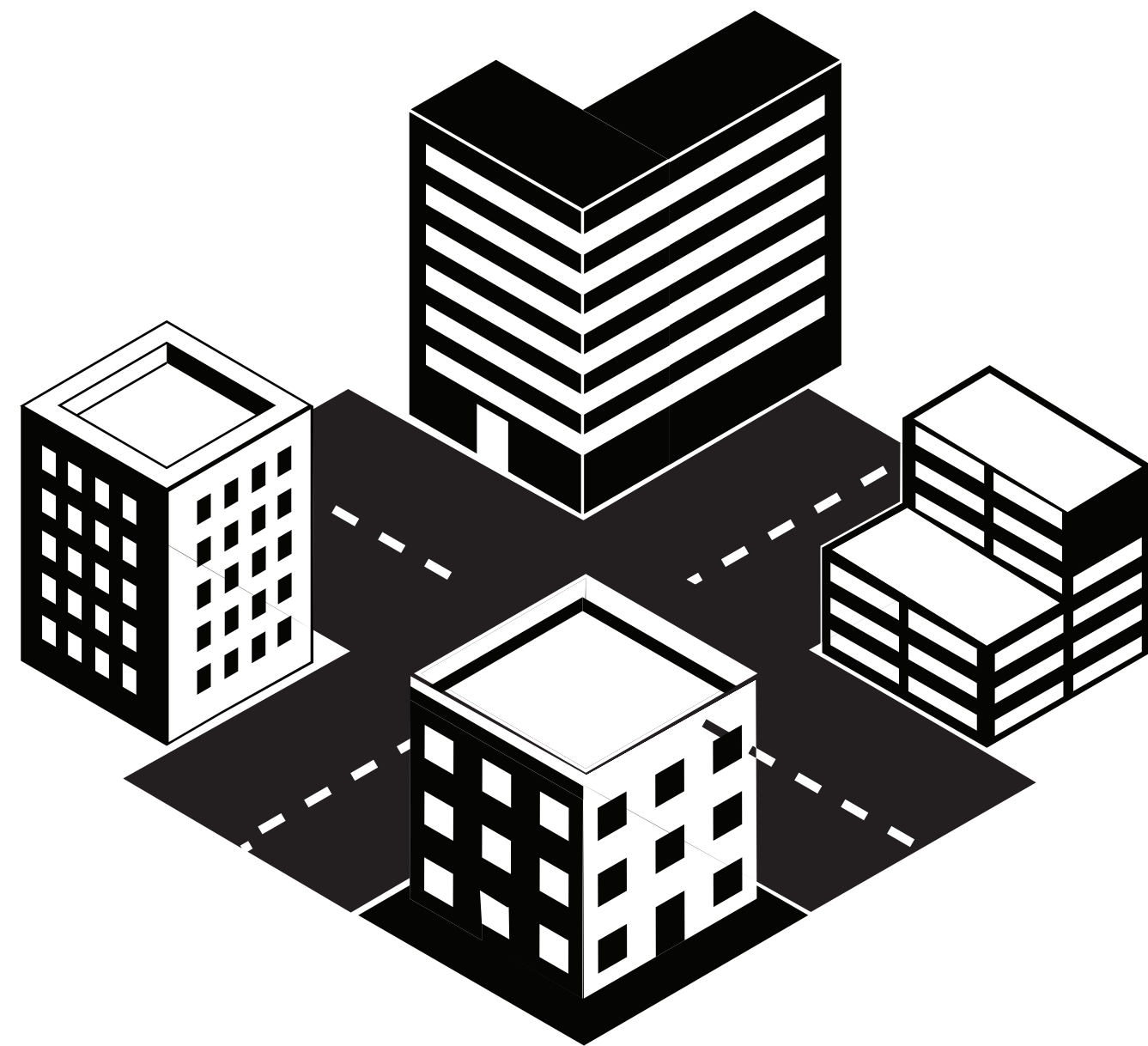
Case study Rotterdam 1; Activities

Public groups	Private groups	Interest groups
Municipality of Rotterdam	Delegated developer	Local interest group
City development	Investor	
Spatial economic development	Architect	
Urban planning	Other advisors	
Project management & engineering	Other landowner(s)	
Municipal Alderman		
Public transport company		
Metropol region		
Province of Zuid-Holland		

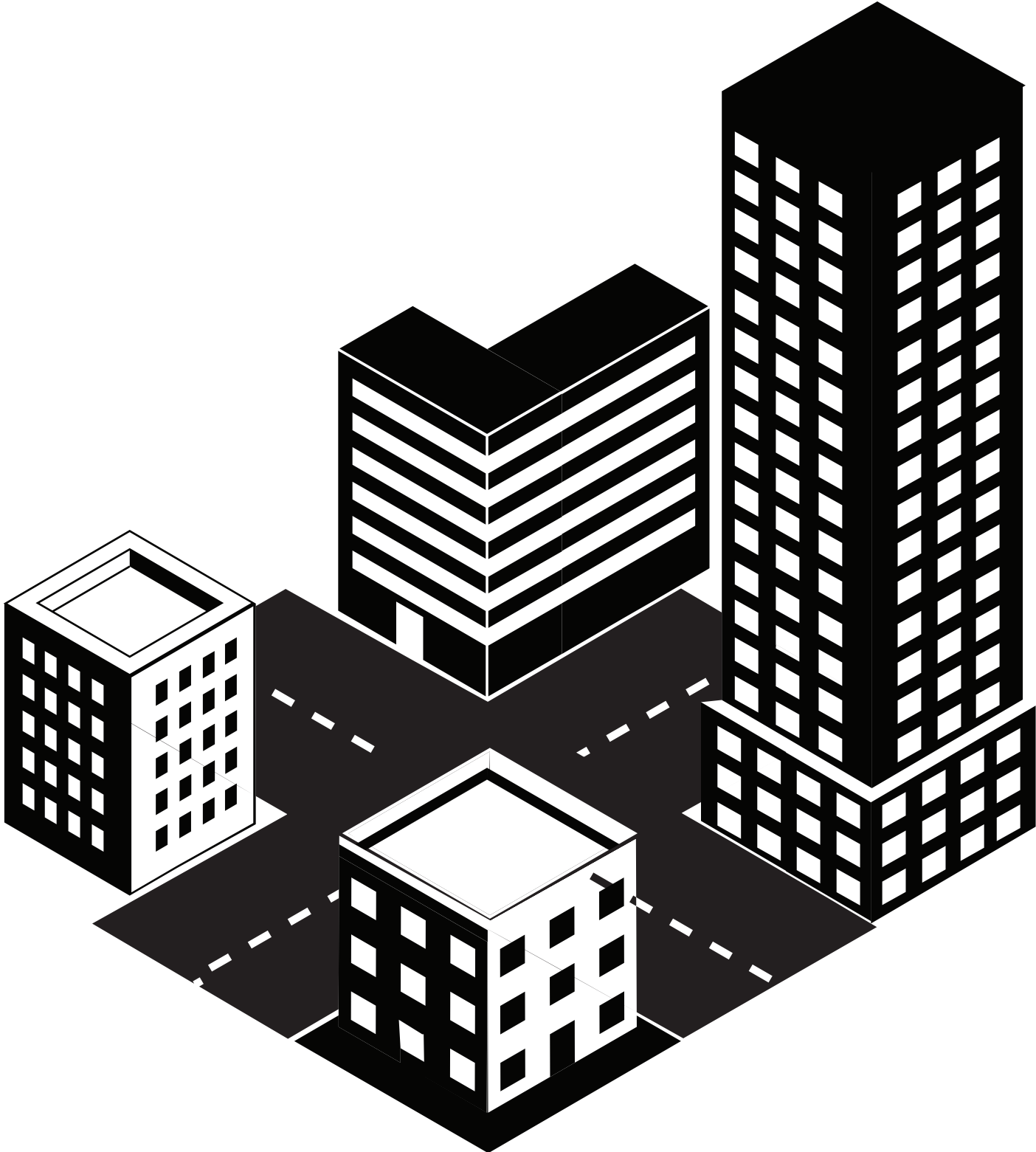
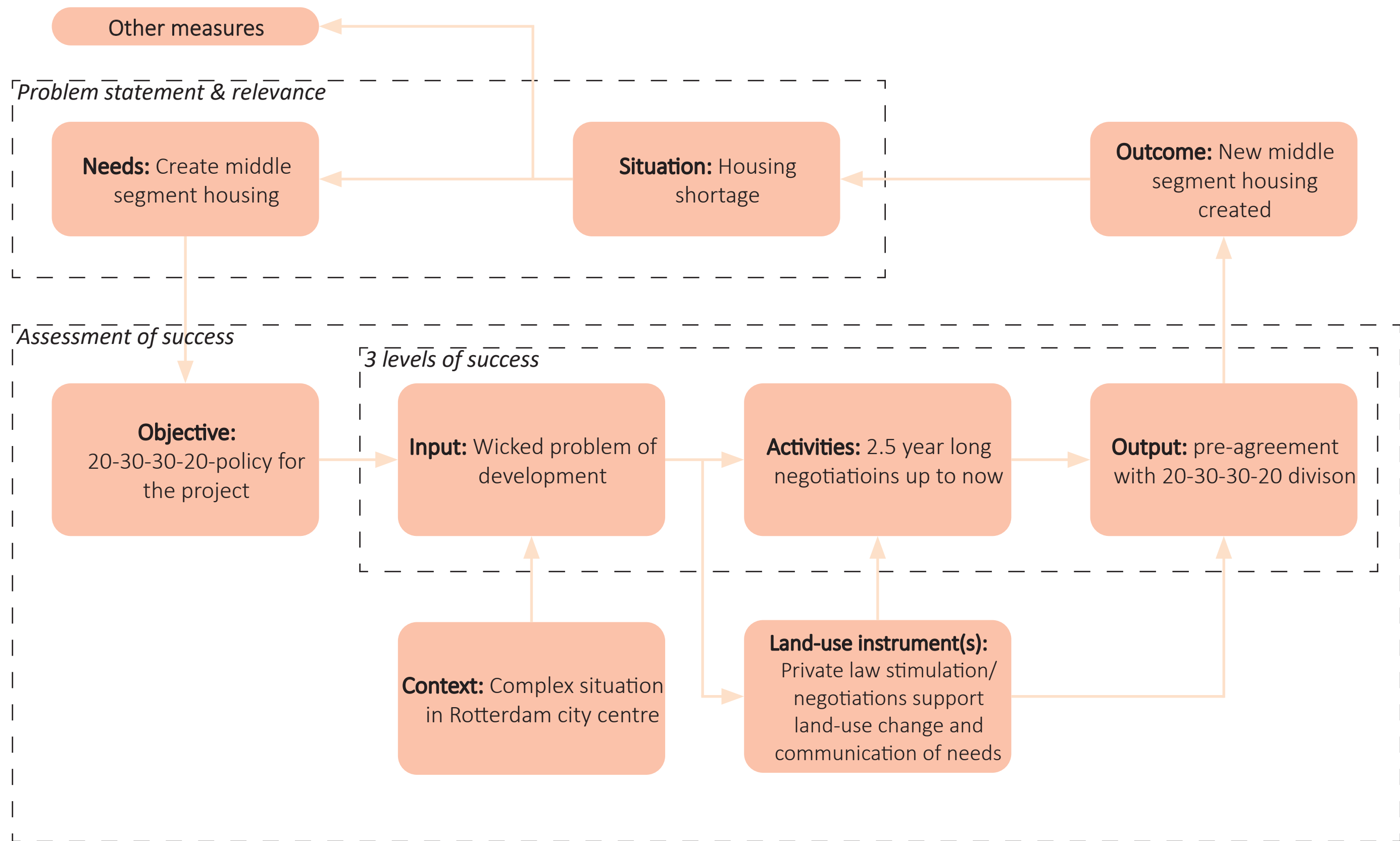
Case study Rotterdam 1; Activities



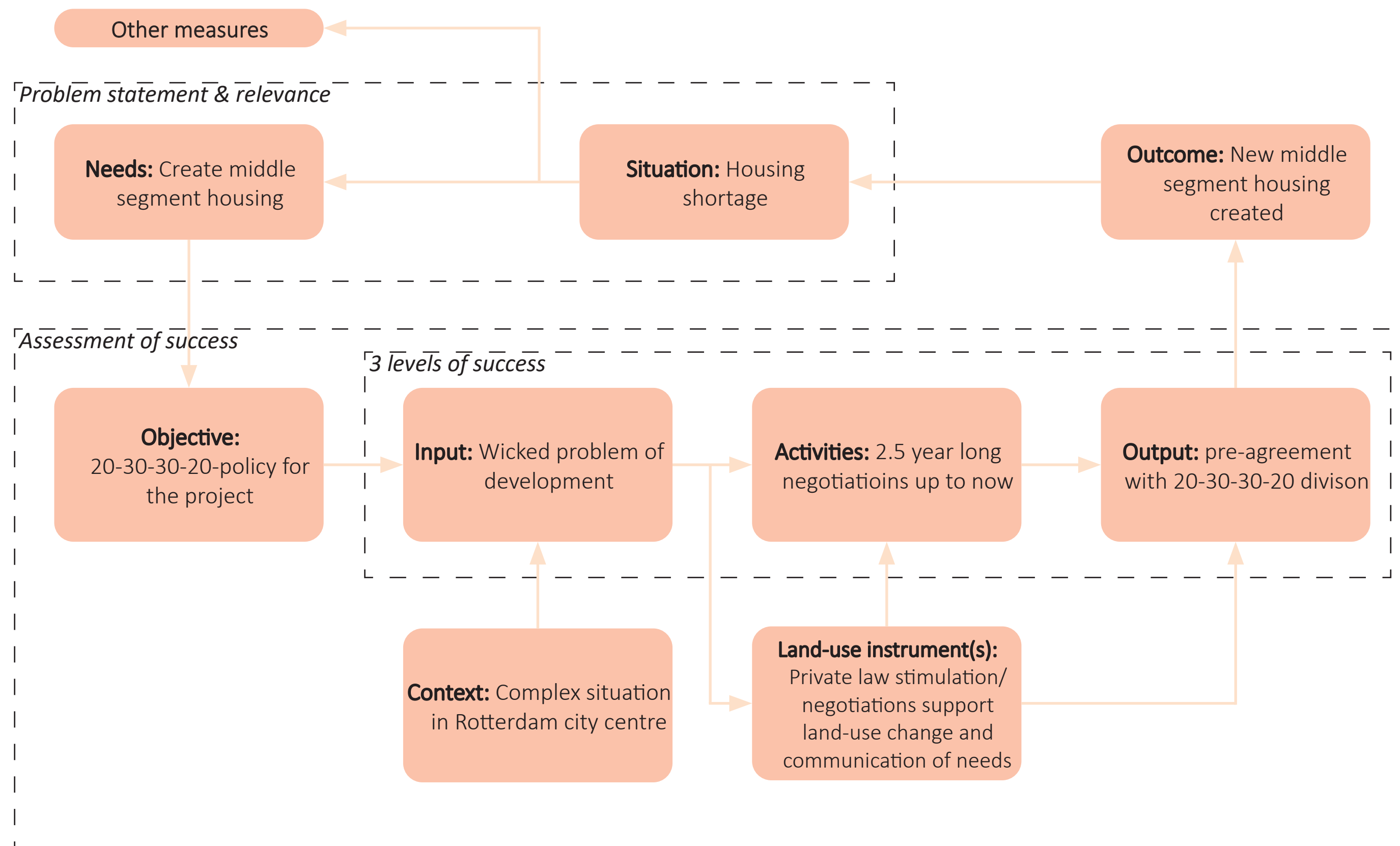
Case study Rotterdam 1; Output



Case study Rotterdam 1; Output



Case study Rotterdam 1; Conclusion



3) How are these instruments used and is success influenced?

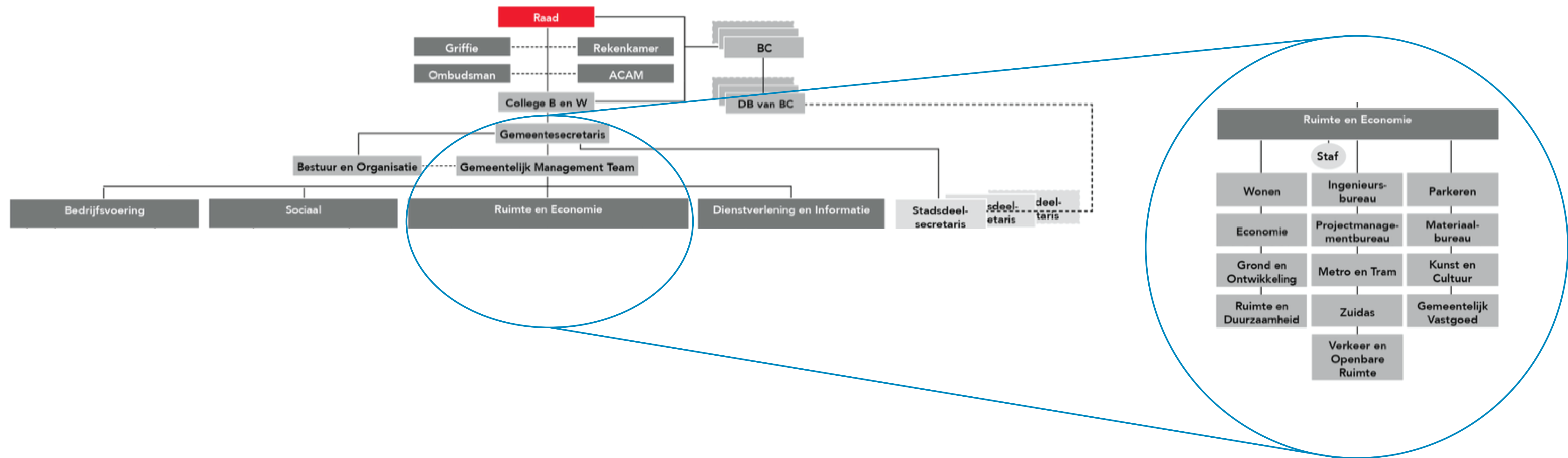
Regulatory permits to start governance network
Anterior stimulus for financial feasibility
Policy documents to communicate the municipal requirements

Veto criteria:
• *Financial feasibility*
• *Permits*



Case study Amsterdam

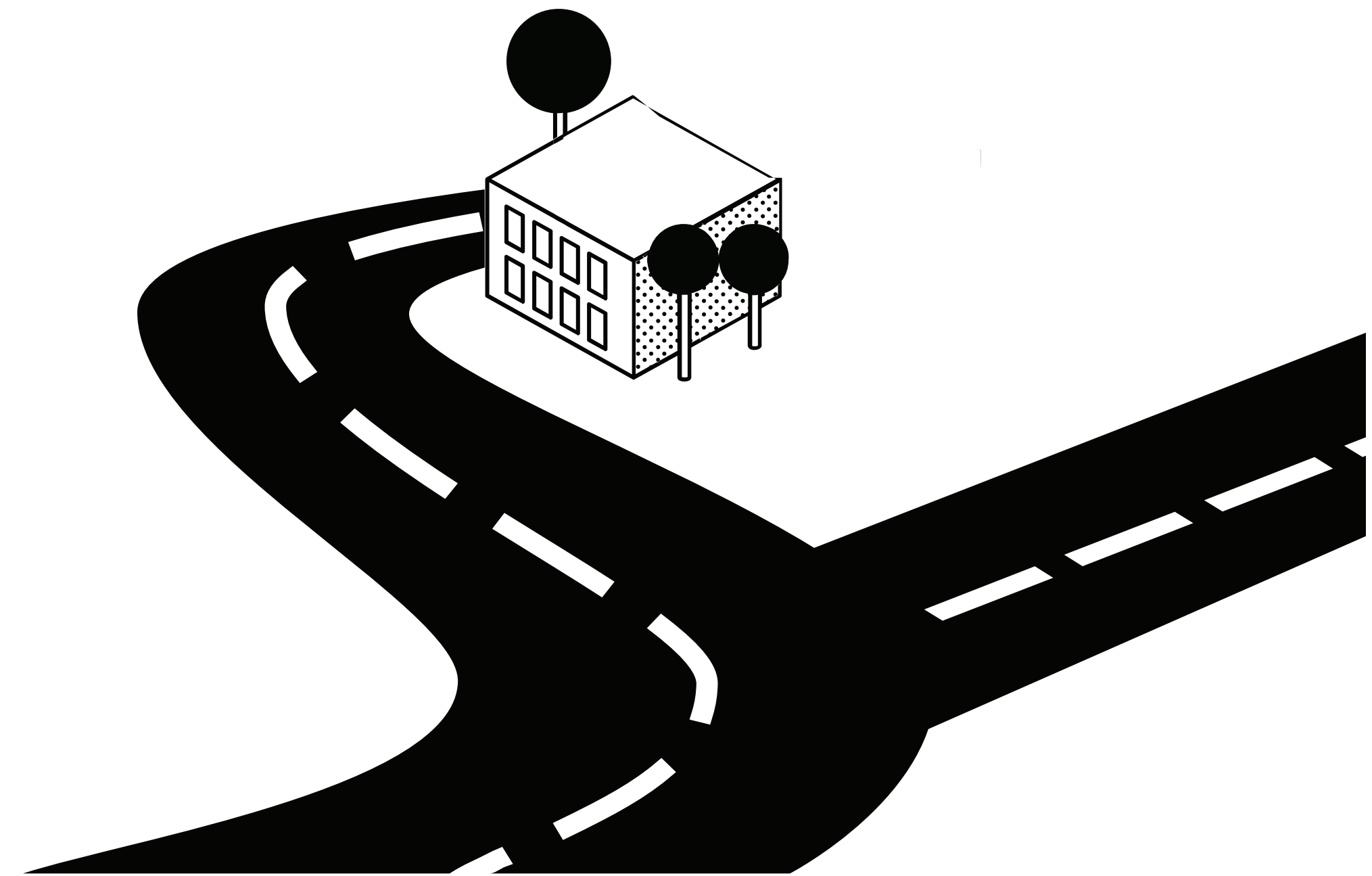
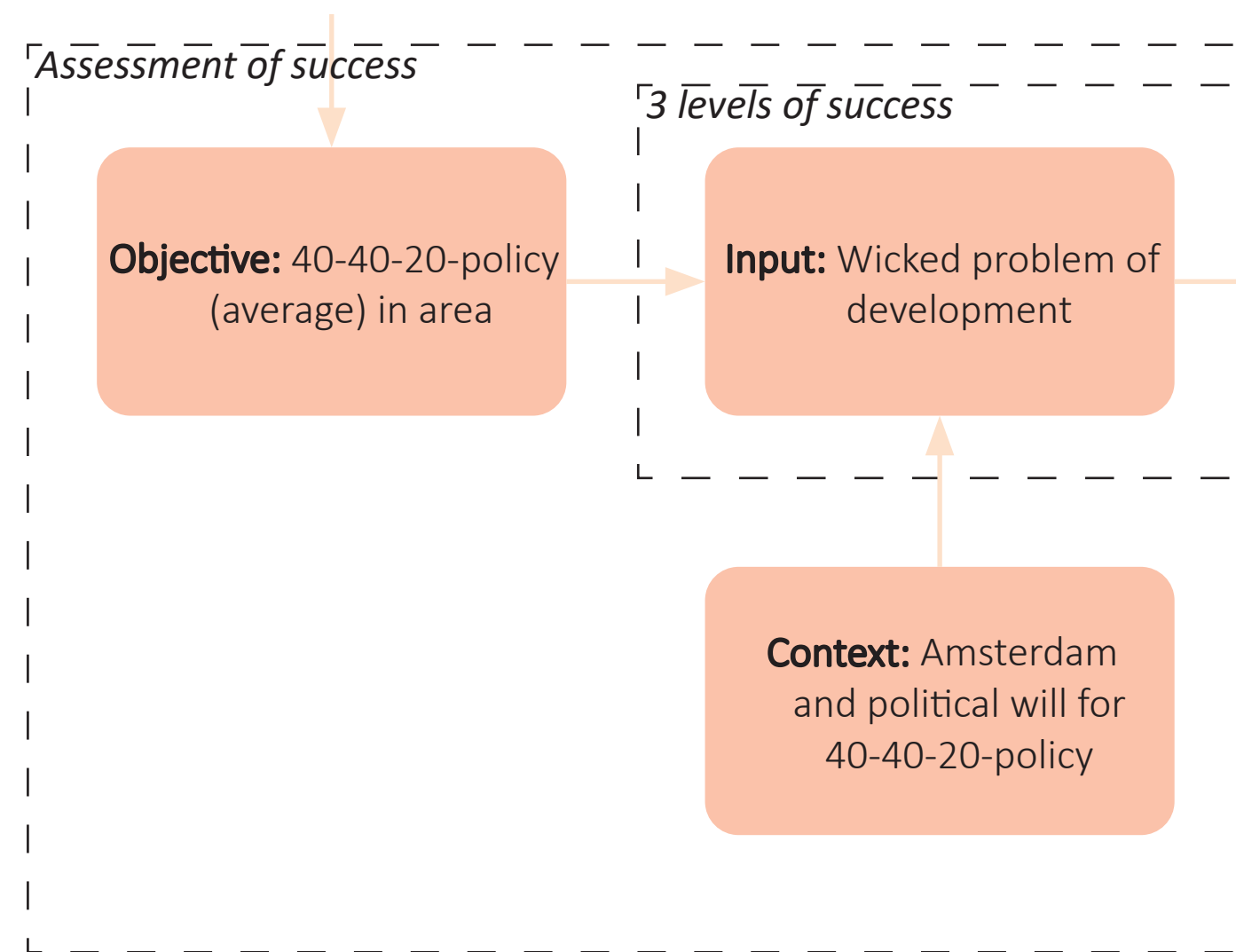
Case study Amsterdam



Case study Amsterdam; Input

Project

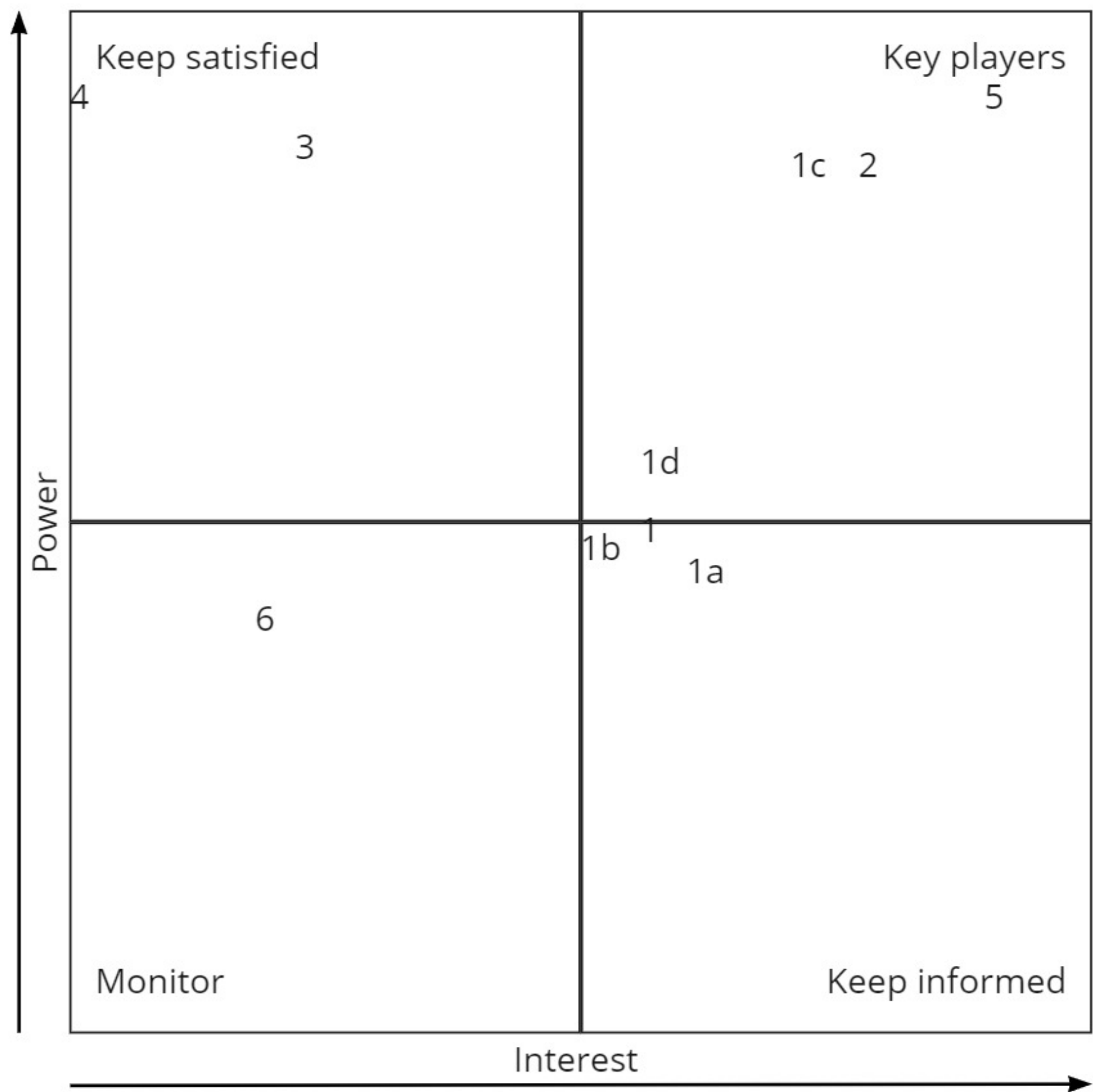
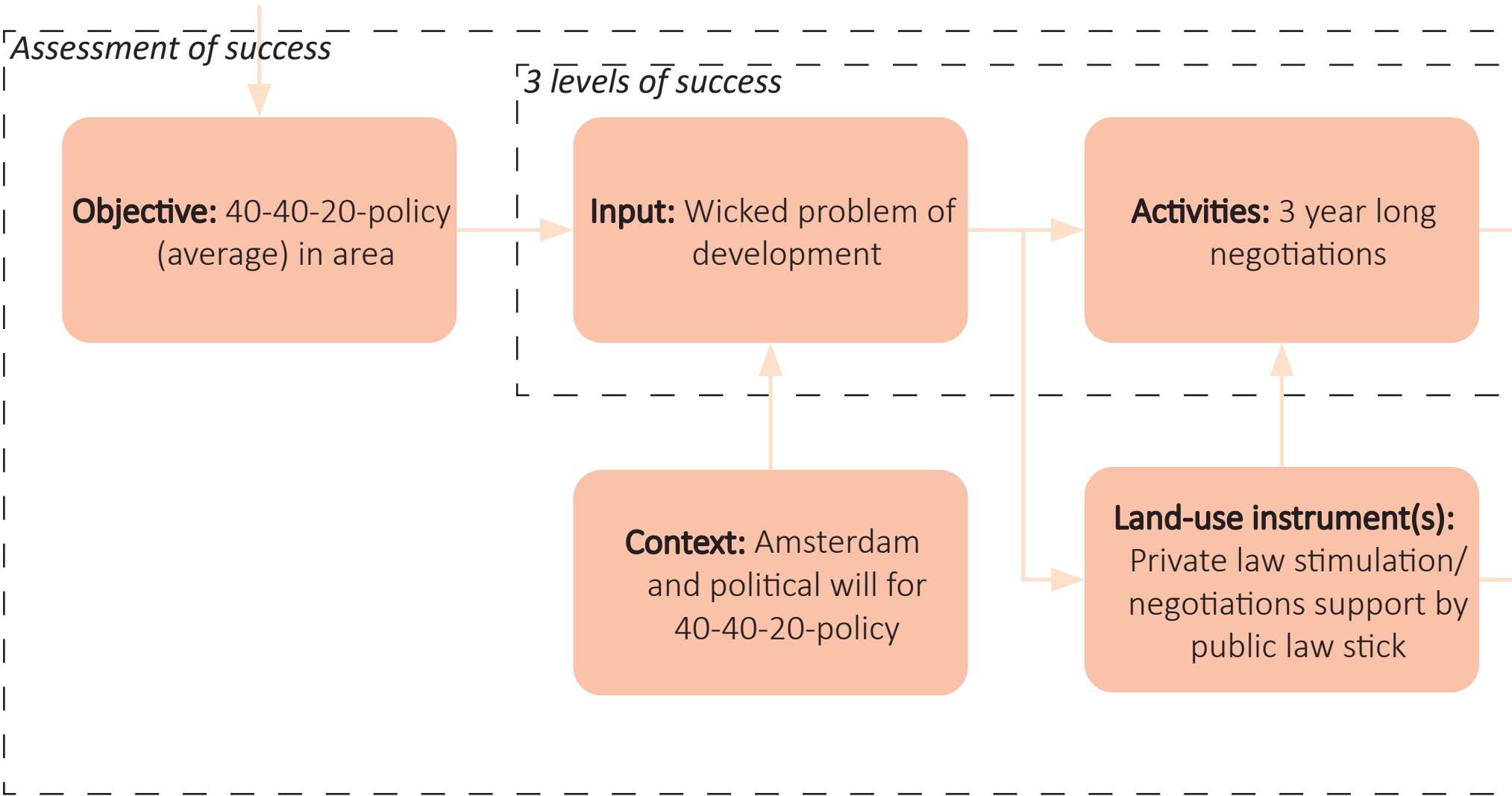
- *Redevelopment area from small industry to mixed*
- *Key building in the new area*
- *Started in 2016*
- *Partial municipal landownership*
- *Aim for 40-40-20-policy*



Case study Amsterdam; Activities

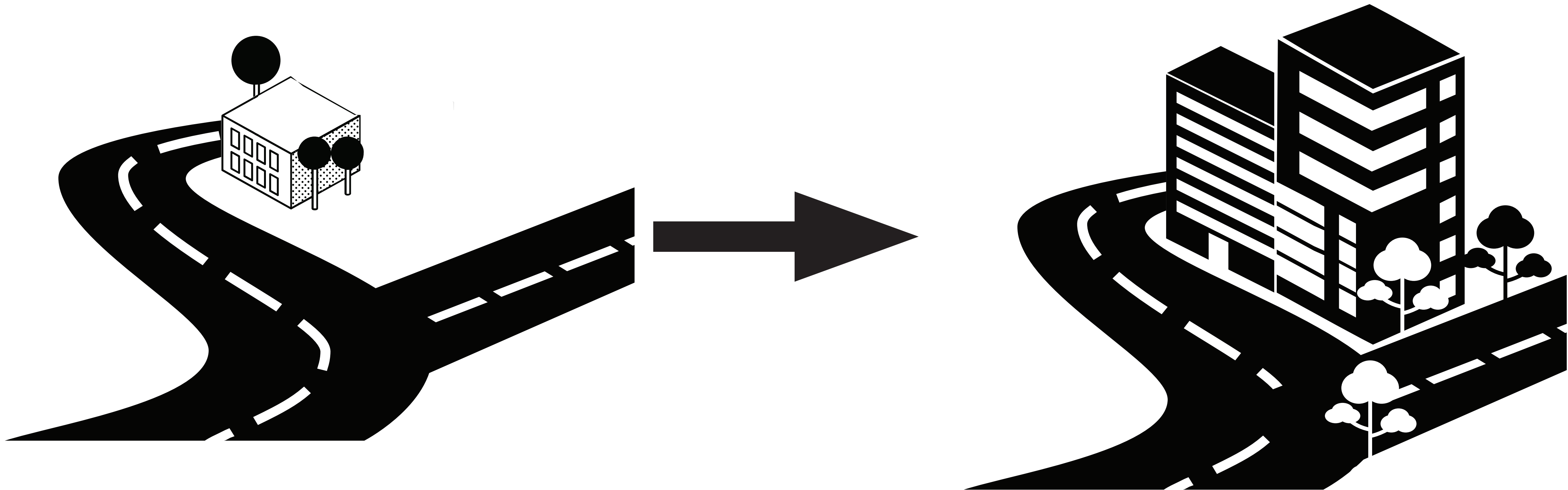
Public groups	Private groups	Interest groups
Municipality of Amsterdam	Developer	-
Space and Economy	Investor	
Housing	Architect	
Economy	Other advisors	
Project management		
Land & development		
Space & sustainability		
Stadsdeelsecretaris		
Alderman		

Case study Amsterdam; Activities

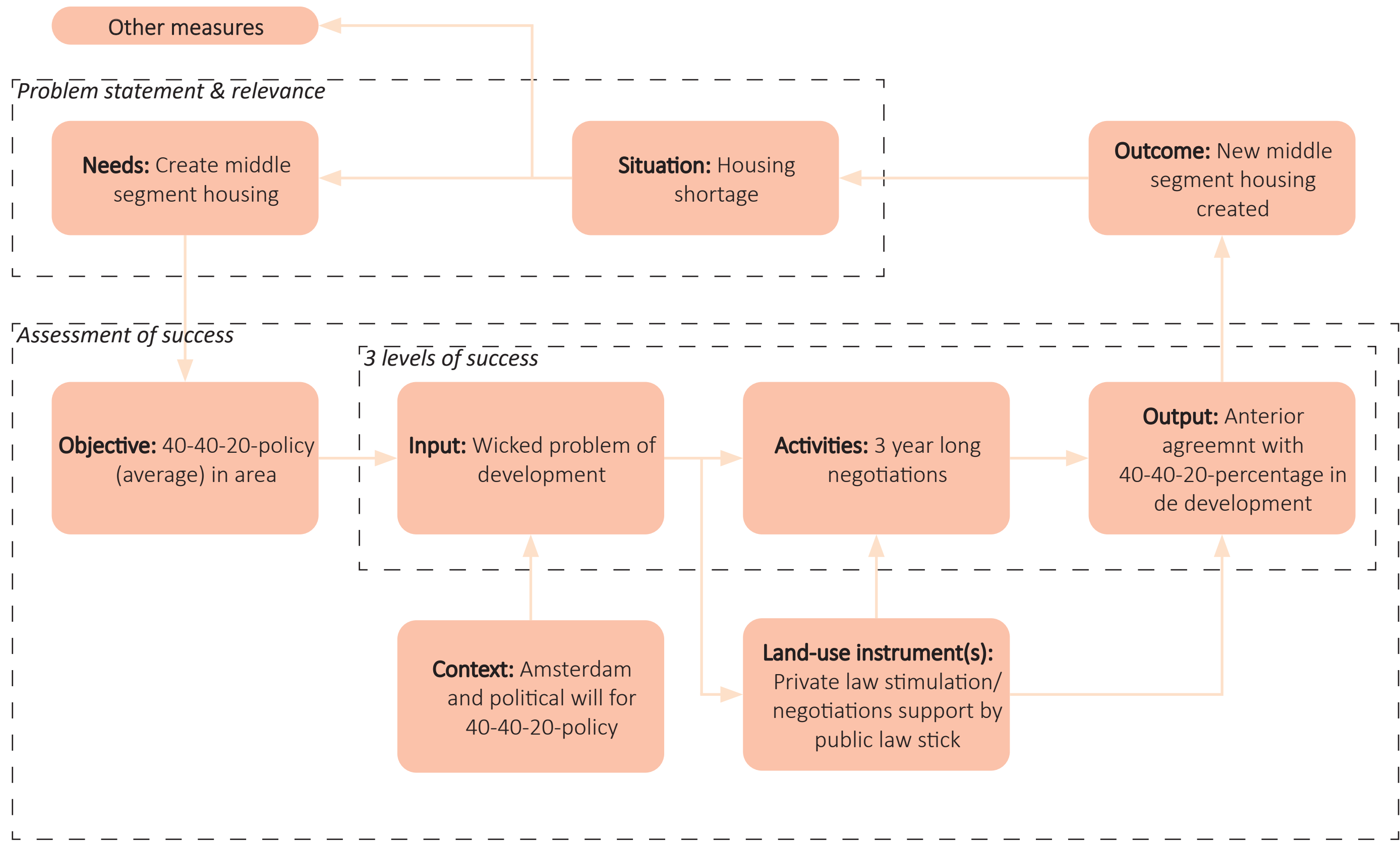


- 1. Amsterdam Space and economy
 - a. Housing
 - b. Economy
 - c. Land & development
 - d. Space & sustainability
- 2. Municipal project manager
- 3. Stadsdeelsecretaris
- 4. College B&W
- 5. Developer
- 6. Buyer

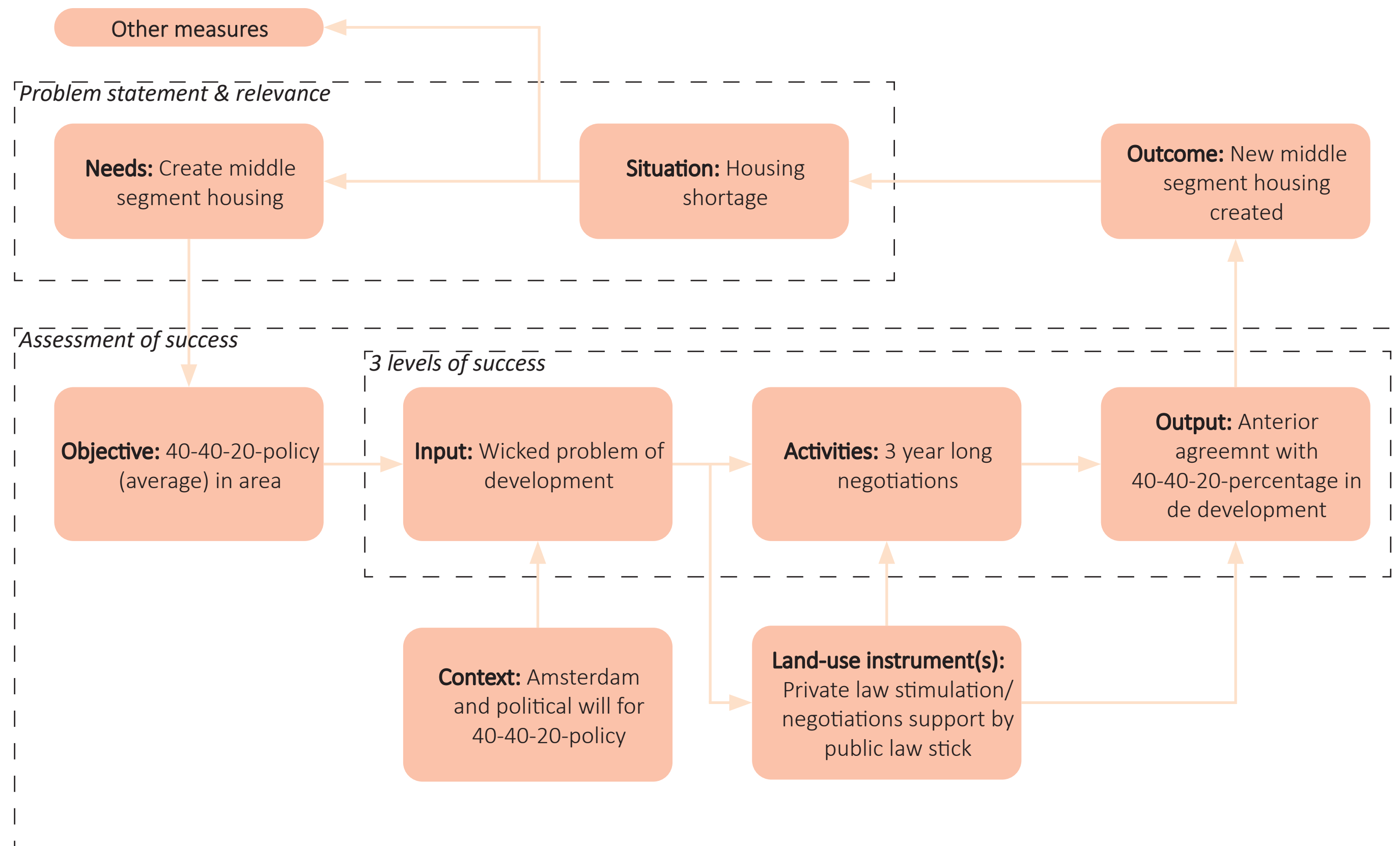
Case study Amsterdam; Output



Case study Amsterdam; Output



Case study Amsterdam; Conclusion



3) How are these instruments used and is success influenced?

Expand the lot through the land-use plan
Regulatory permits to start governance network
Anterior stimulus for financial feasibility

Veto criteria:

- *Land acquisition*
- *Financial feasibility*
- *Permits*

Case study; Conclusion

In 2 shown Cases

Amsterdam mixes regulations with financial stimulus, with a focus on regulation to obtain municipal objectives.

Rotterdam mixes regulation and stimulus with a focus on stimulus to create a financially feasible project.

Case study; Conclusion

In all 4 Cases

The Hague primarily uses a regulatory framework to create middle-segment housing.

Amsterdam mixes regulations with financial stimulus, with a focus on regulation to obtain municipal objectives.

Rotterdam mixes regulation and stimulus with a focus on stimulus to create a financially feasible project.

Utrecht used communication and stimulus with a focus on stimulus to make the project go through.

Cross-case analysis

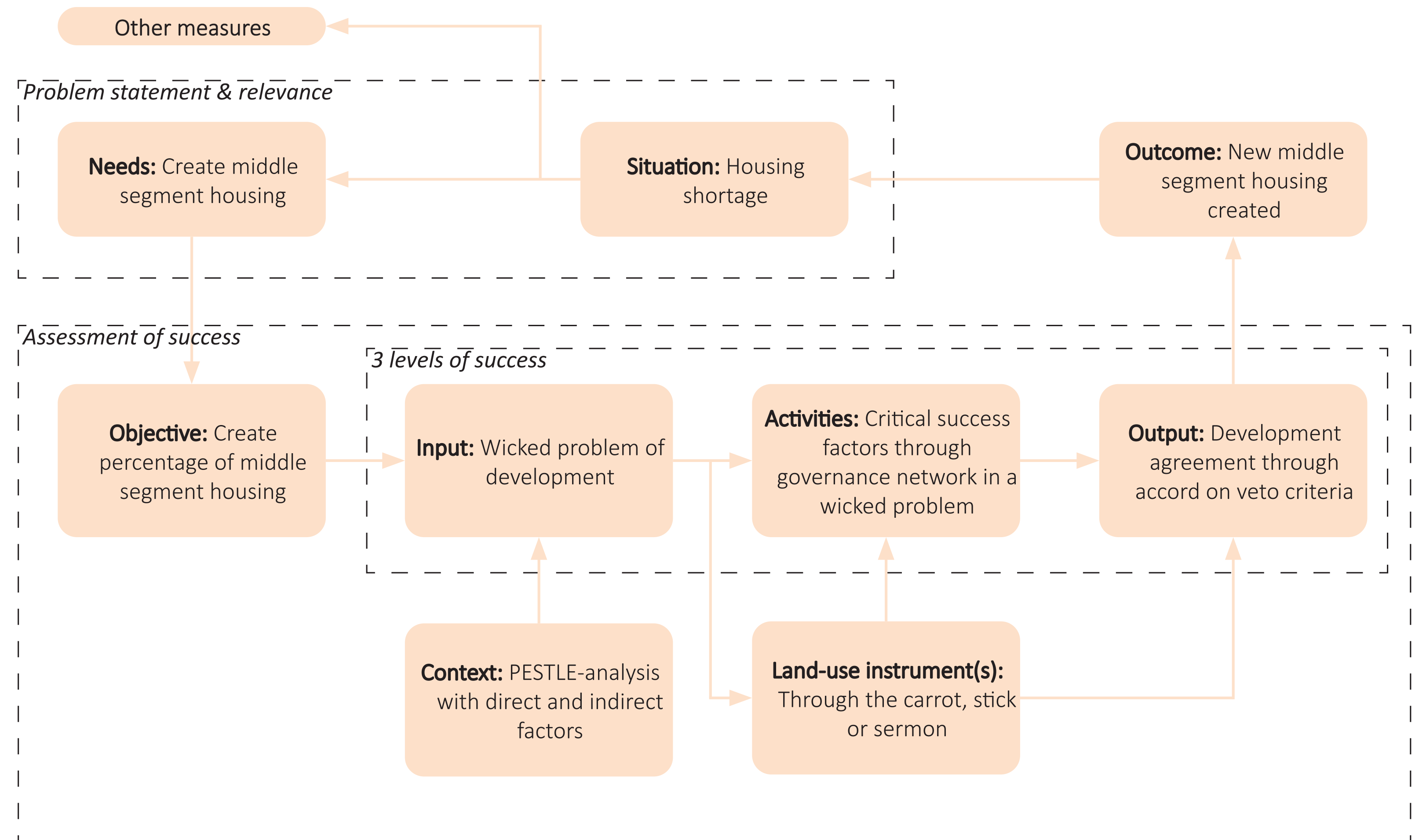


Cross case analysis

3) How are these instruments used and is success influenced?

The cases are compared on:

- *Objective versus output;*
- *The 3 levels of success;*
- *Instrument usage and typologies.*



Cross case analysis; Objective and output

	Objective (%)	Output (%)	Social (%)	Size (m2)
Amsterdam	40	40	40	30-40
The Hague	20	20	30	-
Rotterdam	30	30-50	20*-0	40-60
Utrecht	30	50	50	50-80

**= Student housing*

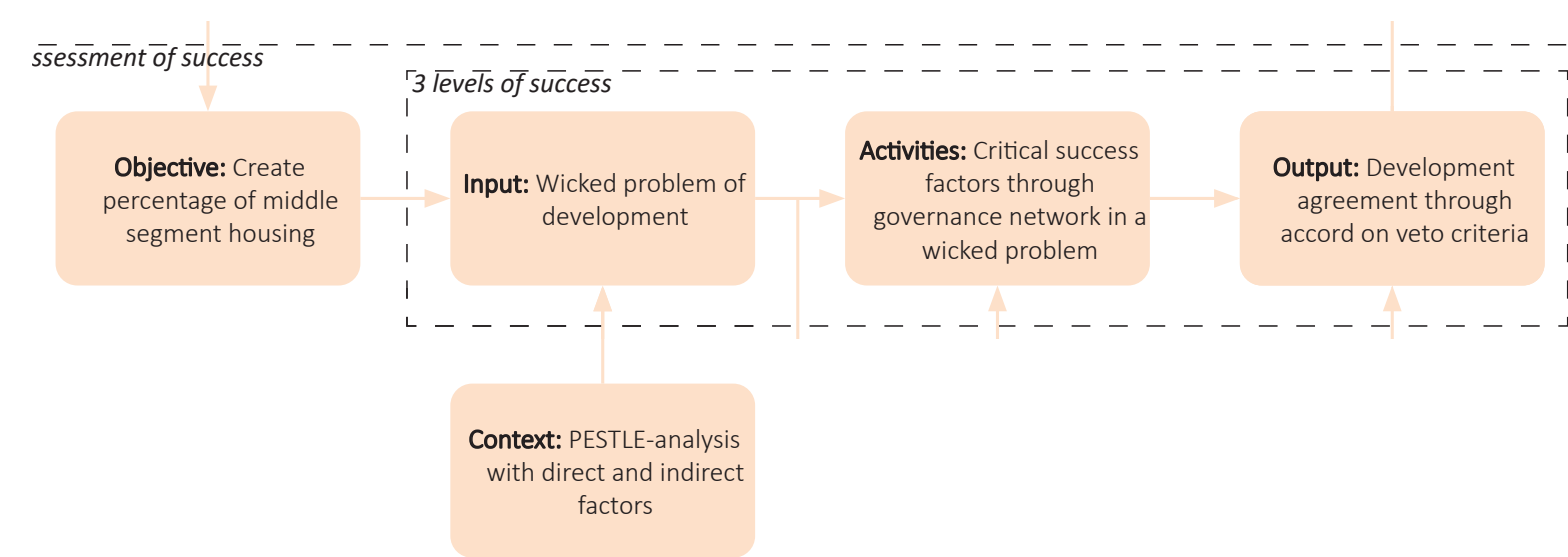
Objective: Create percentage of middle segment housing

Output: Development agreement through accord on veto criteria

Context: PESTLE-analysis with direct and indirect factors

Cross case analysis; 3 levels of success

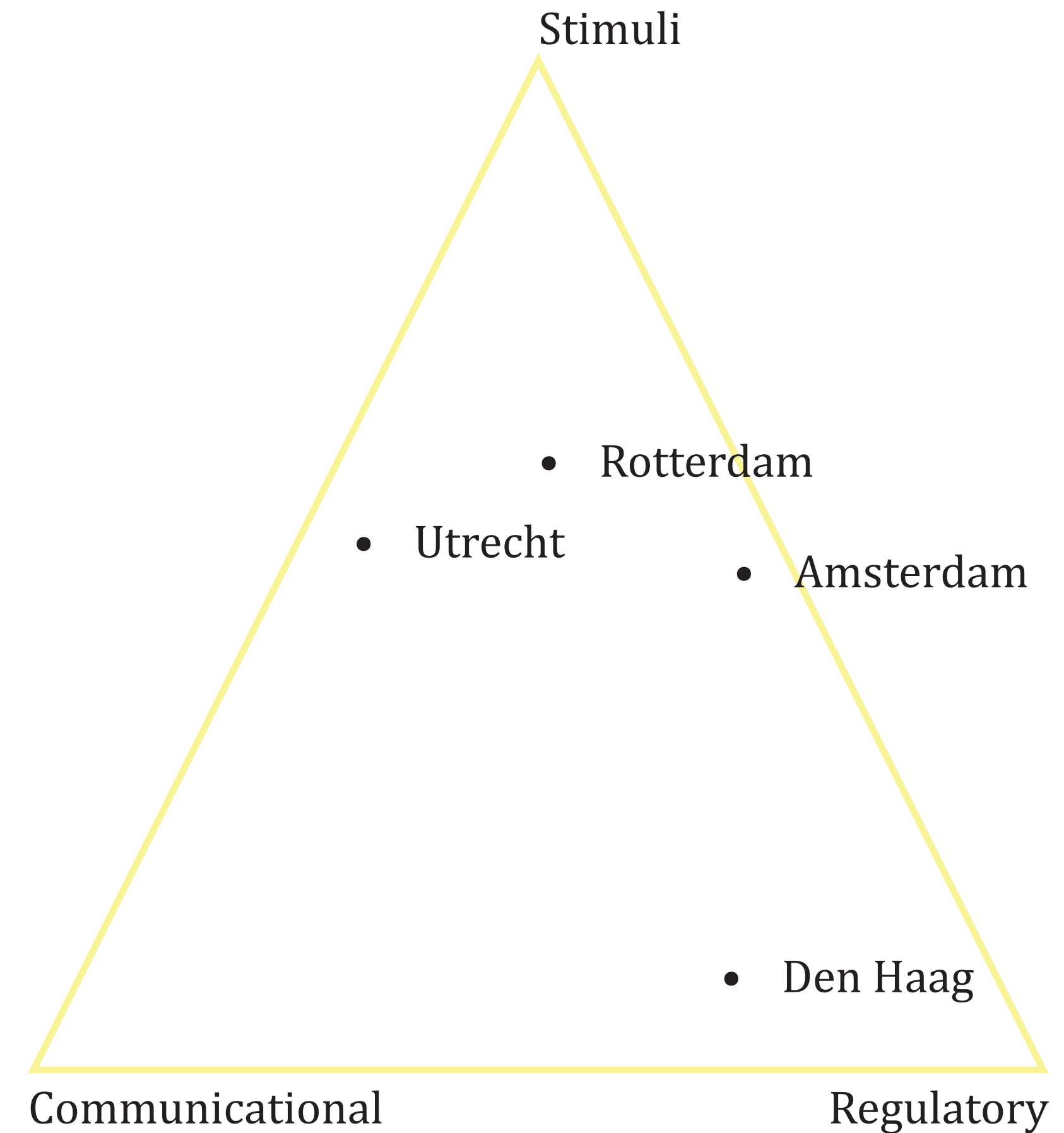
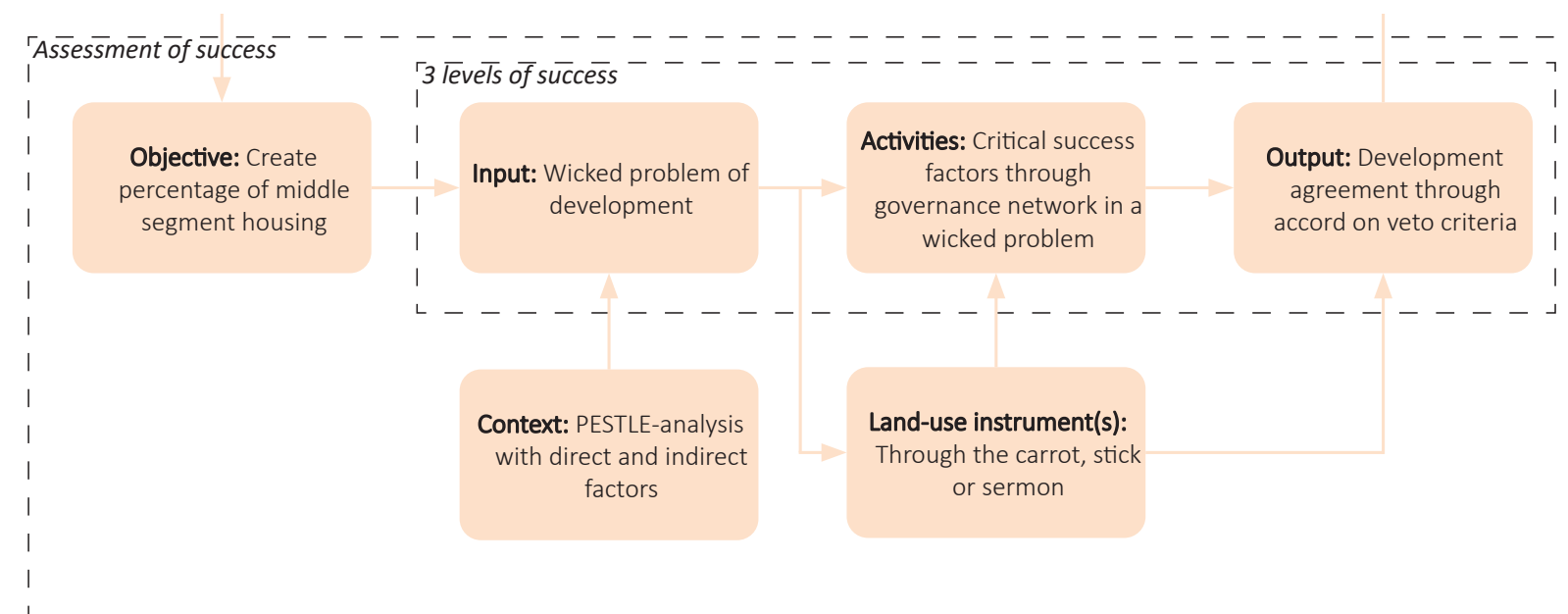
	Veto criteria	Relations in the governance network	Context
Amsterdam	Financial feasibility, land acquisition & Permits	A strained relationship, but it had a low influence on the project	Political will, Policy & Land position
The Hague	Finance vs. Permits	A deficient relationship, but it had a low influence on the project	Land-use plan
Rotterdam	Finance, Permits/instruments	An adequate relationship, but it had a low influence on the project	Political will & Social housing
Utrecht	Financial feasibility	Excellent, with a high influence on the project outcome	Political will & Social housing



Cross case analysis; Instrument usage

Often usage of a combination of 3 land-use instruments:

- *Regulatory pressure through permits;*
- *Stimulus by anterior negotiations;*
- *Communication by policy documents on middle segment housing.*



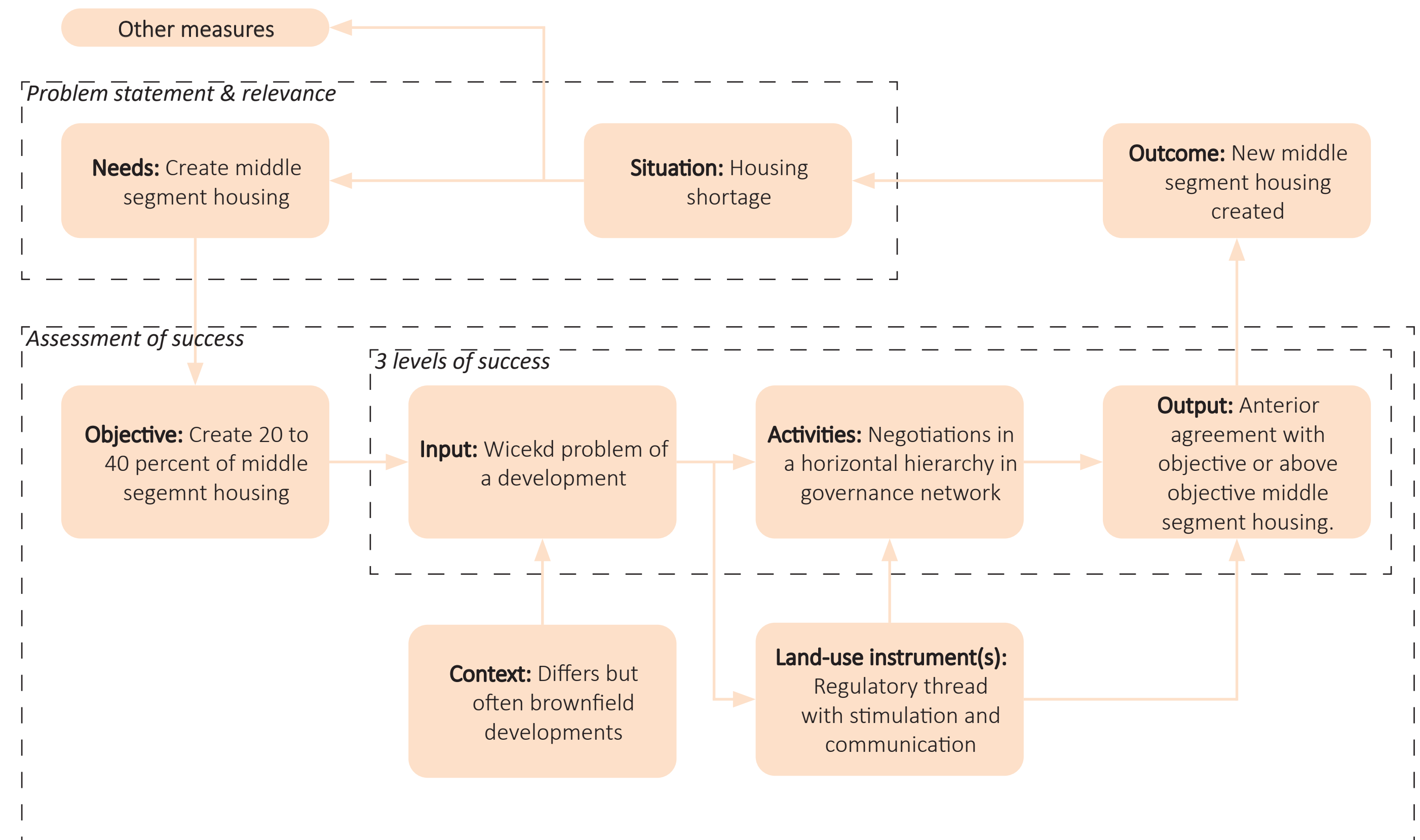
Cross case analysis; Conclusion

3) How are these instruments used and is success influenced?

The same instrument are used differently and with more -or a different focus on the typologies.

Stimulus differed per case:

- Amsterdam Financial Contributions
- Rotterdam Lowering of social housing requirements
- Utrecht Lowering of municipal taxes





Recommendation

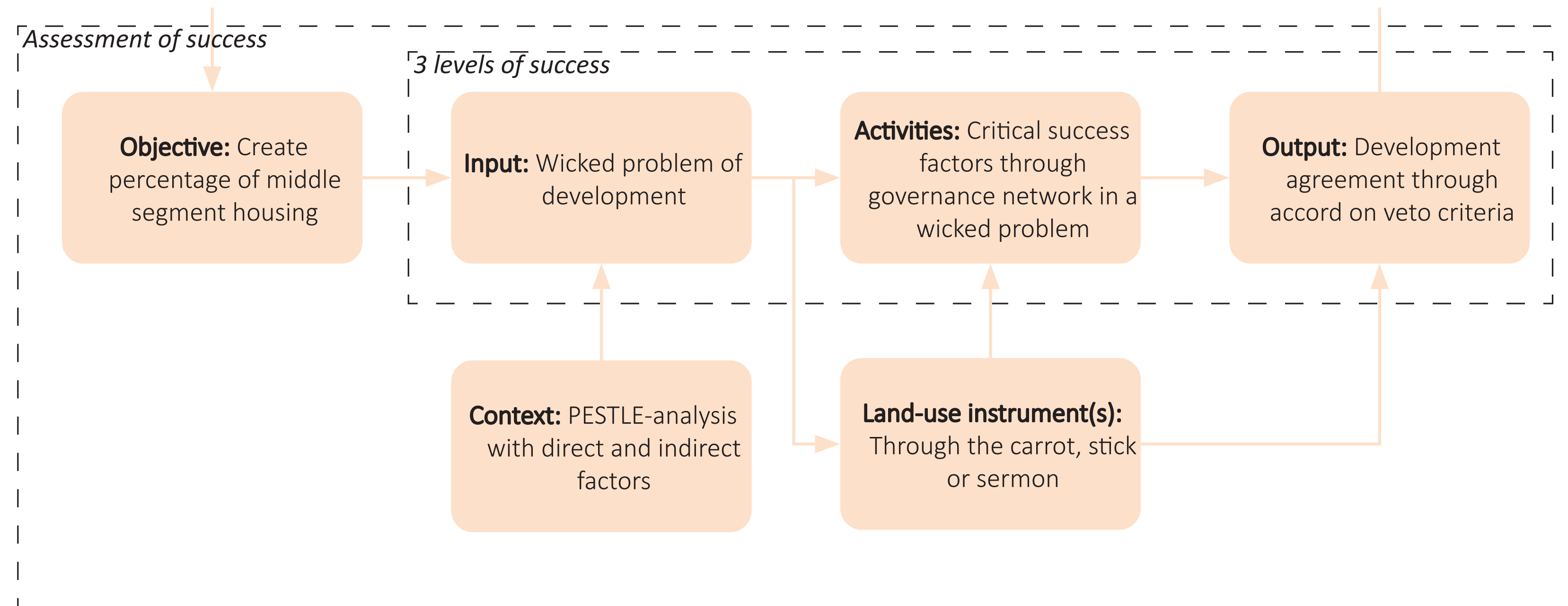
Context and success

Recommendation: Context and success

4) *What recommendations can be made on creating middle segment housing?*

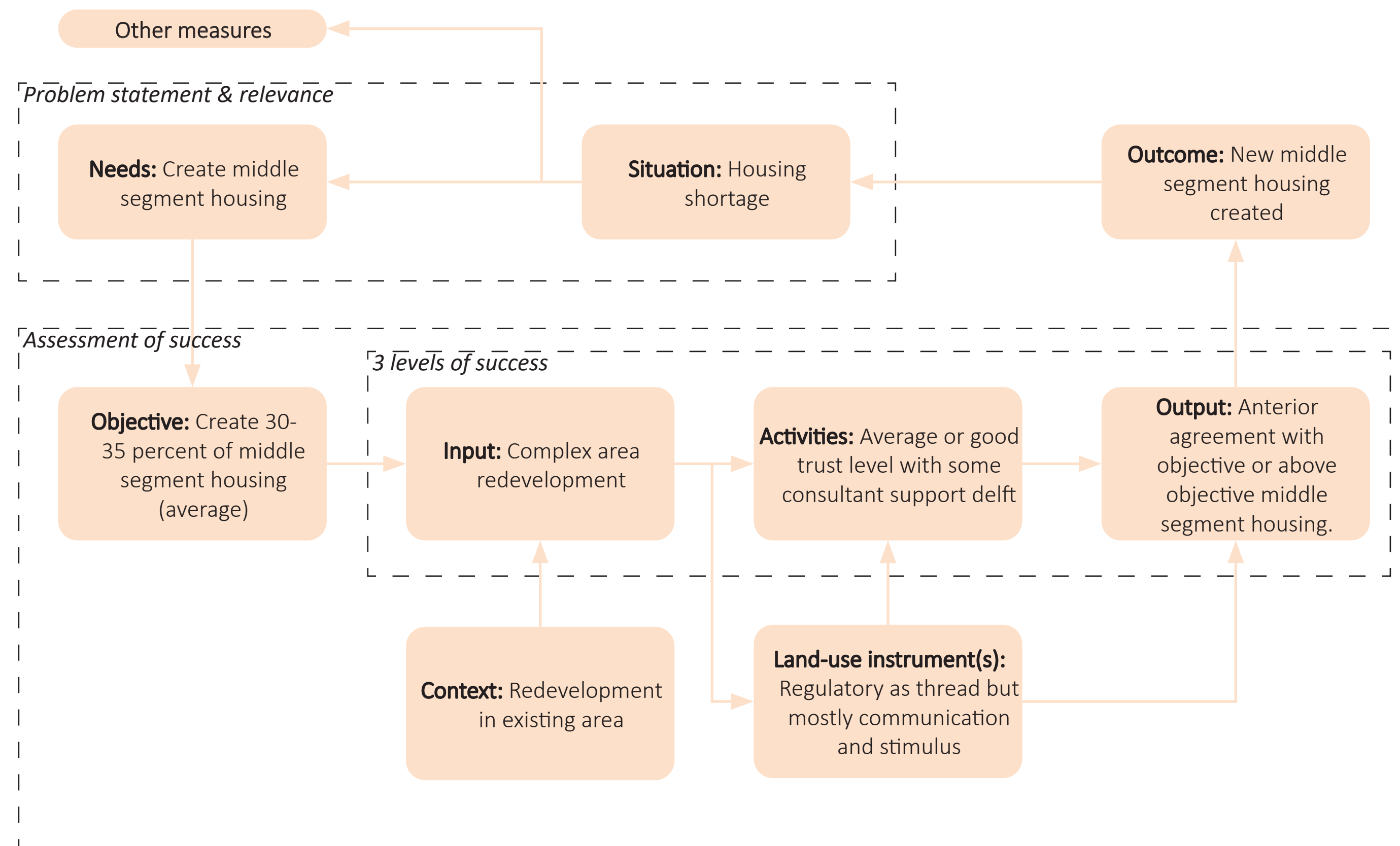
Two types of context determined by the PESTLE-analysis.

1. Redevelopment in existing area with general policy documents.
2. Area redevelopment with set up municipal plan;



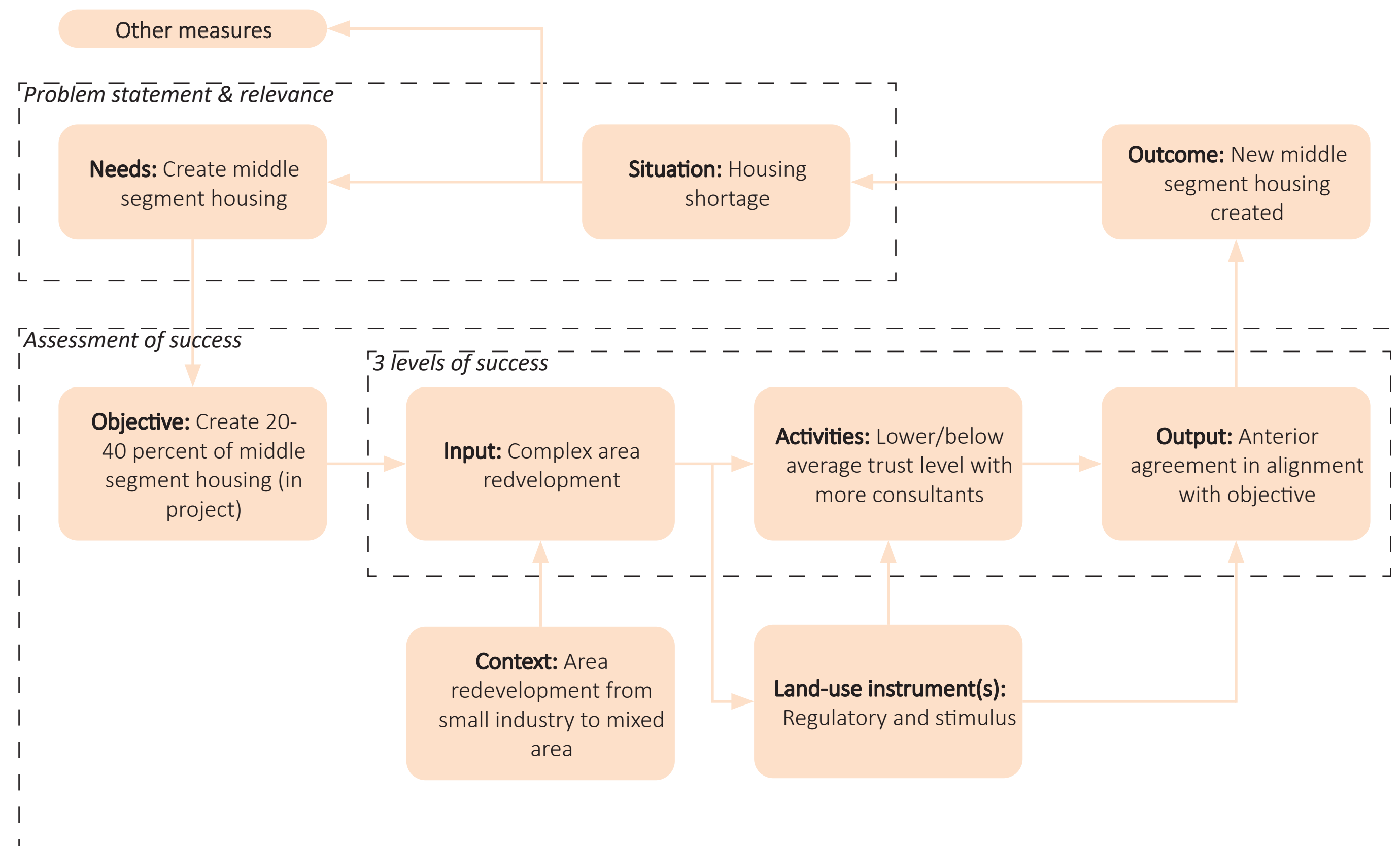
Recommendation: Context and success

1. Redevelopment in existing area with general policy documents.



Recommendation: Context and success

2. Area redevelopment with set up municipal plan.





Conclusion

Conclusion

RQ first part:

‘What land-use instruments exist in the Dutch context of passive land policies to create more middle-segment housing,’

Within the three typologies, municipalities use different combinations of instruments with some similarities.

- | | |
|---------------|------------------------------|
| Regulative: | - <i>Minimal percentages</i> |
| | - <i>Eternal land lease</i> |
| | - <i>Permits</i> |
| Stimulus | - <i>Anterior agreements</i> |
| Communication | - <i>Policy documents</i> |

RQ second part:

‘and how does the use of these passive land-use instruments influence the success in creating middle-segment housing in (urban) developments?’

In different ways-->

Conclusion

Influence of the success by the land-use instruments:

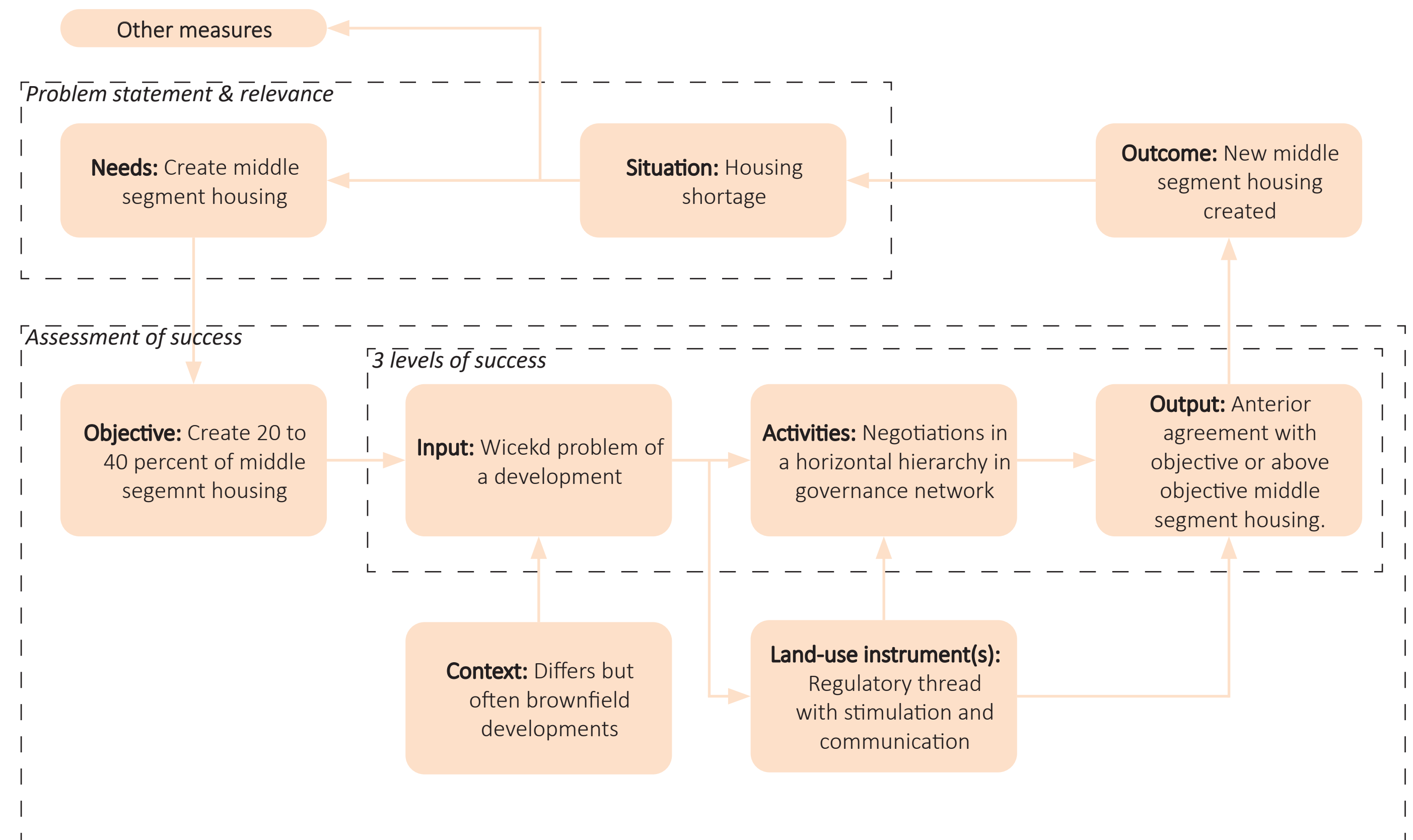
- *Communication to convey the municipal requirements to the market;*
- *Regulation to start negotiations;*
- *Stimulus to create financially feasible middle segment housing.*

Stimulus by:

- *Financial contributions;*
- *Lowering municipal taxes;*
- *Altering/lowering public objectives.*

Or

Use a regulatory land-use plan to enforce minimal percentages.



Discussion & recommendation

Limitations:

- *The qualitative research was in a prescribed framework;*
- *Few cases are used;*
- *The policy is relatively new.*

Recommendation:

- *Do more cases to further test the framework and to gain more knowledge on influences of and on land-use instruments.*

End



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