

COLLECTIVE **P**RIVATE **C**OMMISSIONING

INITIATIVES BY ELDERLY FACILITATED BY THE MUNICIPALITY

A research on how urban municipalities can better facilitate CPC projects in order to meet the increasing demand by elderly.

Master Thesis

MBE Graduation Laboratory
Master of Science Architecture, Urbansim and Building Sciences
Track: Management in the Built Environment

Faculty of Architecture and the Built Environment
Delft University of Technology

PERSONAL INFORMATION

H.P. (Hugo) Smid
4490134

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First Mentor: Dr. D.K. (Darinka) Czischke
Second Mentor: Dr. A. (Aksel) Ersoy
Delegate of the Board: O. (Olga) Loannou



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Abstract

Due to the limited quantitative and qualitative supply of elderly housing and an increasing demand for alternative housing forms, more and more resident initiatives arise in the Netherlands. However, it is evident from these resident initiatives that municipal processes lack focus, cooperation and experience with resident initiatives such as collective private commissioning projects. Therefore, this research aimed to explore *how municipalities can better facilitate collective private commissioning (CPC) to respond to the increasing demand for elderly housing in urban areas.*

Literature review and desk research were conducted to create a theoretical framework; and to gain more insights into the concept, demand and useful instruments to facilitate CPC projects. CPC can be defined as a social project development method in which a group of future residents jointly have decision making authority and full responsibility for the use of the land and/or the building, the design and (re)development of their own private and public spaces, and sometimes even facilities, in a transformation, renovation, or newly-built housing project.

Based on the theoretical framework, a qualitative study was conducted to discover the motives and experiences of municipalities when facilitating CPC. Seven municipalities were interviewed to create an overview of barriers and opportunities. These barriers and opportunities were made clear based on the theoretical framework.

The results are presented in the form of a list of barriers and opportunities in relation to an instrument quadrant. The findings support the philosophy behind the quadrant: that more than one quadrant results in effective steering. Therefore, the general conclusion on how to better facilitate CPC projects is: to make use of multiple governance and maximize the soft steering aspects. The opportunities that are identified can help (radical, or soft) to better facilitate CPC projects.

Keywords; facilitate, elderly, collective, private, commissioning, municipality

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Chapter 1: Introduction

1.1 Introduction

In this chapter, the Dutch housing market and aging population are explored, which will set a basis for the research. In recent years, many responsibilities have been decentralized from the national government to the local municipalities, resulting in difficulties and challenges that municipalities should face in the upcoming years. At the same time, a reaction to the current situation is that more (elderly) people take initiatives themselves. Something that municipalities could partly help overcome their current challenges. All in all, this sums up to a problem formulation and research questions for this research. The outline for the rest of the research as well as the relevance can be found at the end of this chapter.

1.2 Background information about the Dutch housing market and aging population

The Dutch housing market can be seen as extremely competitive. Housing supply is limited, there are extremely fast rising housing prices and people start overbidding to make sure they own a house. All these factors impact the ability of younger people on the housing market to buy and own a house in the Netherlands (Seveno, 2021); (Trypsteen & Bani, 2021). In 2021, there were about 300,000 people looking for a home and this number is increasing. Hardly anyone is surprised by a ten-year waiting list for an affordable rental house. And, the average price of an owner-occupied home is about 400,000 euros and is rising fast (NOS, 2021; Eerenbeemt, 2021).

The mismatch between demand and supply can be explained by the limited building areas for housing (mainly in urban areas) as well as the low density of buildings in the Netherlands. The global Organization for Economic Cooperation and Development (OECD) is expecting that in 2050 almost 70% of the world population will be living in urban areas (OECD, 2020), which is also the case for the Netherlands (see figure 1, Rijksoverheid, 2020). This will put high pressure on the urban housing market which results in high housing prices due to limited housing and building areas. As a result, supply in urban areas cannot match demand, which results in shortages on the housing market. Besides, it is expected that there will be more single person households in the future, which results in even higher demand.

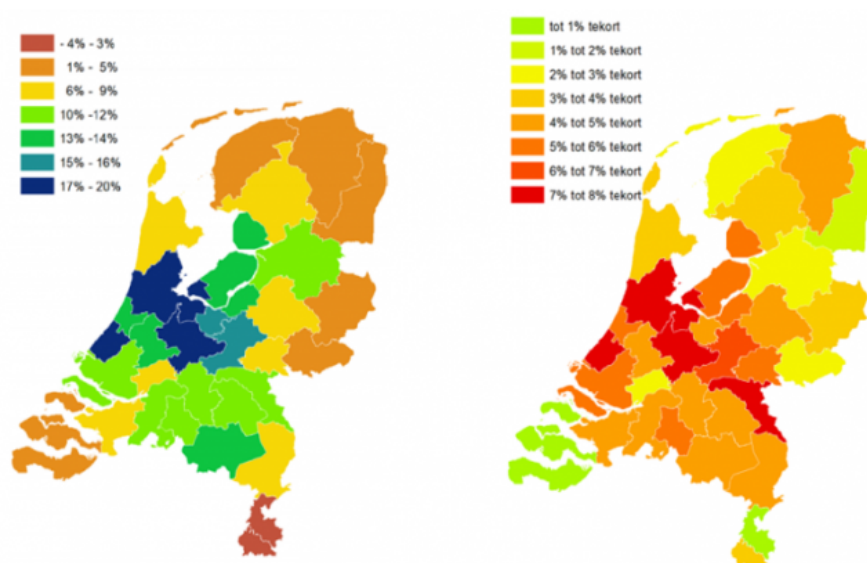


Figure 1. Household growth per housing market area (2020 until 2035) (left) & expected housing shortage in 2025 (right) (Rijksoverheid, 2020).

Several political parties call the housing shortage a 'silent disaster' or 'housing crisis' and they have the ambition that the Netherlands should focus on "Build, Build, Build!" and deliver more than 100,000 houses a year, especially for starters, students, people with a low income (social housing) and the middle incomes (NOS, 2021).

Research shows that building for the vital and active seniors, which are around 50-70 years old, can stimulate flow on the housing market (Platform31, 2013; Kramer, 2020). In the 1970's - 1980's, a lot of single-family houses were built for the growing younger population, which were young families and starters (ProjectTogether, 2021). Currently, these people are 40-50 years and older and can be categorized as empty nesters (where children have grown up and moved out) or single or two person households. Many of these people live in a house which is bigger than the space they need, which results in a mismatch between the supply of large family homes and their current residents, figure 2.

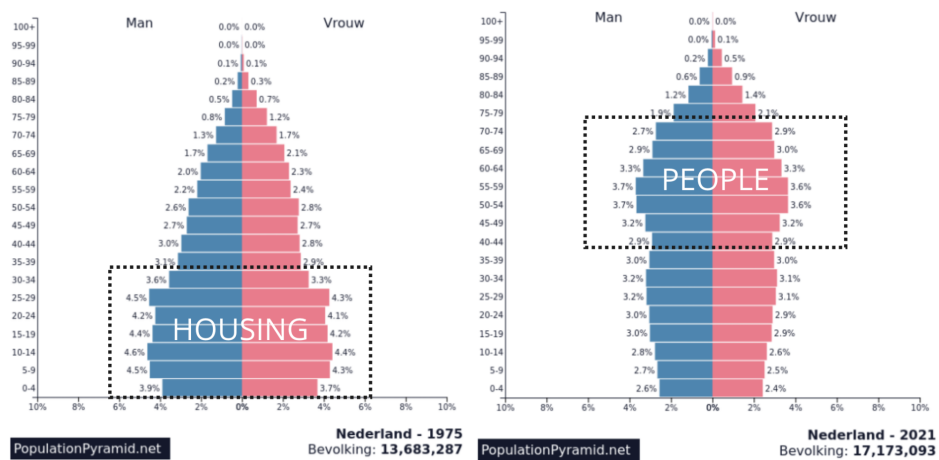


Figure 2. Mismatch of single family housing mainly built in 70's & 80's for population and the current population (Own figure, based on webinar ProjectTogether, 2021).

Figure 3 displays the flow on the housing market. In the current situation (left), there is less flow on the market because the elderly (also known as empty nesters) in large single-family homes stay in their current homes while the children have grown up and moved out. As a result, fewer younger families can move to a larger home. These families have to wait until these elderly people move out because eventually they have to move to a nursing home or they die. This trend mainly occurs in growth regions and urban (aging) areas (PBL, 2014). Therefore, Platform31 (2013) and Kramer (2020) propose to focus more on building for the elderly in order to stimulate flow on the housing market (right side of figure 3).

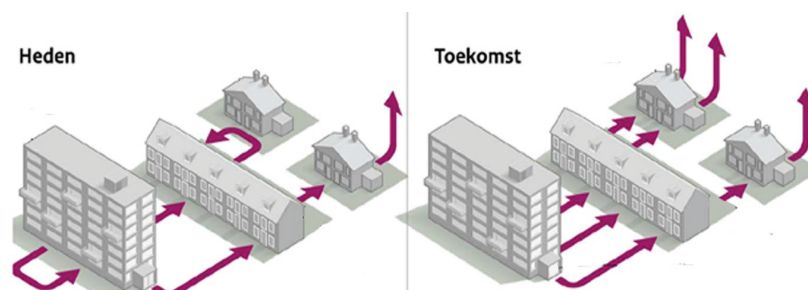


Figure 3. Schematic representation of flow on the housing market (PBL, 2014)

Of the nearly 8 million households in the Netherlands in 2020, 3.7 million households consist of people of 55 years and older (Rijksoverheid, 2019) and 2.1 million households are above 65 years and older. According to CBS (2020) it is expected that the population will grow continuously until 2070. The main reasons for growth are migration patterns towards the Netherlands and the life

expectancy of the elderly. Between 2040 and 2050, the elderly population stabilizes because a smaller group of cohorts (= people of the same generation) will be turning 65. After 2050, it is expected that the elderly cohorts will increase again.

According to the Central Bureau for Statistics (CBS) and the Planbureau Living Environment (PBL, 2019), it is expected that the majority of the population will live in the big urban cities (G4 cities with more than 250,000 inhabitants) or medium sized cities (at least 100,000 inhabitants) (CBS, 2020). At the same time, one out of five municipalities have to deal with a declining population, especially at the outskirts of The Netherlands. Due to the possibilities in the big cities, more jobs and cultural facilities, people are attracted to these big cities which result in movement from the outskirts of the Netherlands to the big cities. This results in municipalities with more elderly people than younger people, which have to deal earlier with the aging population (PBL, 2019). However, at the same time, the big and medium cities have to deal with the aging population as well. The people in the cities are relatively young and currently 'only' 13% of the population is 65 years and older. It is expected that in 2035 the average percentage of people 65 years and older in the big cities is around 20%. Where in the outskirts the number after 2035 will neutralize, this number will continue to grow in the big as well as the medium cities (PBL, 2019), figure 4.

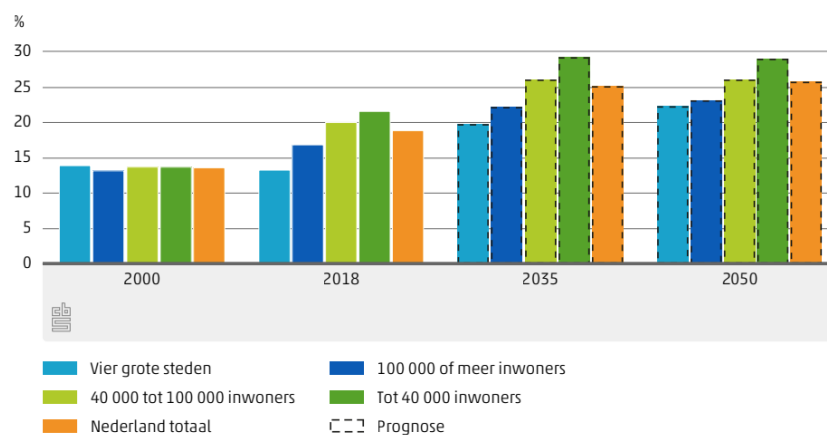


Figure 4. Prognosis - share 65's in the different size of municipalities (PBL, 2019)

On top of the growing aging population in urban areas, the inventourisation of Rijksoverheid (2019) shows that there are less suitable dwellings in urban areas (G44) than in the rest of the Netherlands. A home for elderly is suitable if the bathroom, living area and bedroom are on the same floor. A suitable environment, to live independently, depends on several factors which are: physical (the built environment), functional (services) and social factors (networks) (Stuart-Fox et al., 2021) The suitable living environment is better in urban areas because more services are nearby.

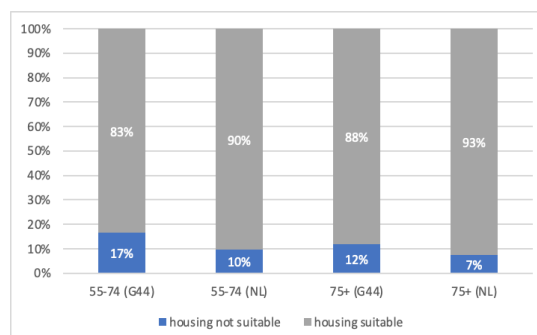


Figure 5. Suitable housing environment (Rijksoverheid, 2019)

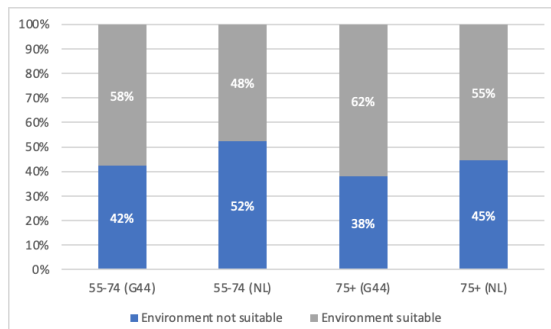


Figure 6. Suitable living environment (Rijksoverheid, 2019)

All in all, households in the age group of 55-70/75 can have a big contributing role in the housing shortage (Kramer, 2020; Vrieler & Ter Heegde, 2021). They represent a quarter of the total number of households in the Netherlands. More than 80 percent of the 55-s live in single-family homes, while only 10 percent indicate that they live in senior housing (Kramer, 2020). This means that this group of over 55-year-olds keeps many potentially suitable homes for families 'occupied', causing the flow to stagnate. On top of that, this group is relatively wealthy and vital. Many of the households are interested in moving, but the lack of suitable supply makes it harder to move.

An important consideration for different regions and municipalities in the Netherlands is whether they will focus on flow or additional construction at the bottom (Kramer, 2020). Facilitating the need in the short term can be done by adding to the bottom of the stock for new households on the housing market. Many municipalities and developers choose the simple way. This serves one type of household, such as the starter or middle group. However, In the long term, this can lead to surpluses, depreciation and vacancy in, for example, (obsolete) single-family homes (Kramer, 2020).

The current national as well as regional and local policies (known as "Langer Thuis") are aimed at short term solutions, to keep the elderly as long as possible at home (Rijksoverheid, 2018), which works counterproductive. The committee Future Healthcare for Independent Living Elderly discovered that the slogan of the government "Living longer at home" is often misinterpreted by elderly (Rijksoverheid, 2021). People think that they 'should stay in the same house' but the advice of the committee is to live longer at a suitable house, which means that people should focus on moving, on time, to a suitable home or make adjustments in their current homes in order to postpone the movement to a nursing home or rising healthcare demands.

One solution is that seniors can adjust their current home to new needs if their health deteriorates. A better and more sustainable choice is to build for the elderly to stimulate flow and thus make optimum use of the existing housing stock (Kramer, 2020; Bluemink, Van Klaveren & De Ruiter, 2021). This can be discussed as a better option for seniors to overcome barriers for health because a lot of the elderly do make only small investments in housing adjustment when it is already too late and they are forced to move (De Groot, Van der Staak, Daalhuizen & De Kam, 2019).

As mentioned before, the overview of Rijksoverheid (2019) highlights that more elderly people in urban environments live in unsuitable housing. Connecting this to the research of Kramer (2020) and Bluemink, Van Klaveren & De Ruiter (2021), it will create a research area to focus on for this research and will help to develop research questions later on in the chapter.

1.2.1 Governmental attention for the aging population

ADDITIONAL INFORMATION: The growing number of elderly people in the Netherlands will result in an accumulation of people who require a spot in a nursing home in the future. The Dutch government is aware of the aging population and the increasing demand for nursing homes and healthcare; which resulted in a question on how the accessibility to nursing homes

(with care) can be guaranteed for those who really need it (Actiz, 2020). Focusing only on increasing the capacity of nursing home care will not offer a full solution. It is necessary to organize housing and care for the elderly differently, otherwise the waiting lists will continue to grow. As a result, policy changes in 2015 were implemented. The policy is focused on living longer at home. However, as a result of this policy, a housing gap arose between the 'normal' home and the nursing home. Therefore, different forms of housing should be added to the housing market (Ahli, 2020).

On the 8th of march 2018, the cabinet, municipalities and several social-cultural parties combined forces and agreed on a national pact for elderly & healthcare to improve the living (and healthcare) situation for elderly (Overheid, 2018). Within the pact, three programs were announced. The three social programs are interrelated because they often concern the same elderly people, the same care workers or the same social partners. Therefore it is important that the tasks are tackled together by several parties (Overheid, 2017). After the first two programs "Een tegen Eenzaamheid" and "Thuis in het Verpleeghuis" announced before 2018, the last program of the pact was announced on June 18, 2018, which is called "Langer Thuis". The program focuses on the growing group of elderly people who will live independently at home. The philosophy behind this is: "depending on the degree of vitality, deterioration can be prevented, postponed or reduced; or can only be used to limit the consequences (such as the occurrence of an increasing number of functional limitations and use of healthcare)" (Ministry of Health, welfare and sport, 2018. p12)

The starting point of this program is the desire of the elderly and that they will be able to continue to live independently for as long as possible, with support, care and in a home that meets their personal needs. The program is not a fixed strategy with targets for the upcoming years. It is a starting point for a process in which all involved parties, together, improve elderly healthcare and housing. "Langer Thuis" has three national main focus/action points and several sub-focus points (Ministry of Health, welfare and sport, 2018):

1. Good support and care at home

is aimed at enhancing the self-reliance of elderly by creating a national network which is called "Vitaler Ouder Worden". Besides, to stimulate team performance of professionals in the neighborhood, integral support and agreements between healthcare providers and municipalities should be made. eHealth will also play a bigger role, and people can make use of two new subsidies.

2. Caregivers and volunteers in healthcare and wellbeing

The goal is to strengthen the position of voluntary work in municipalities in order to achieve a better connection between informal and formal care. Also, knowledge should be exchanged about citizen initiatives.

3. Housing

Most elderly people stay as long as possible in their current home and neighborhood. However, as people get older, there will be increasing limitations. These problems can often be managed by adapting the home or by making use of the help of informal carers, volunteers, or professionals. However, sometimes people have to move because there is no other option.

From the aspects above, the Ministry of Health welfare and sport (2018) expects that municipalities, housing associations and other parties will offer solutions for the elderly. Therefore, the ministry requires that:

A) The local urgency (of changing demands of elderly) is mapped out. Housing supply and demand per municipality should be identified. When there will be a shortage,

municipalities are asked to add a paragraph about housing and care to their housing vision.

- B) There will be an increasing supply of (clustered) housing forms with care. Experiences should be collected and restrictive regulations must be addressed.
- C) There will be fewer people in unsuitable dwellings. Municipalities have to develop local approaches in order to evaluate if the elderly live in suitable housing or not. In addition to the last point, attention should be given to the “younger” elderly. The sooner attention has been given to unsuitable housing, the better can be prepared for moving, adjustments in housing and healthcare.

1.2.2 National objectives for elderly housing

Kramer (2020), Bluemink, Van Klaveren & De Ruiter (2021); Faessen & Willems (2021) Vrieler & Ter Heegde (2021) and an advisory committee “Commissie Bos” of the Dutch government (Rijksoverheid, 2020a) concluded in their research that the housing supply for the elderly is not sufficient. The advice is to stimulate, build and transform houses for the elderly population in order to match demand and supply in the future and to have a flow on the housing market.

Based on the demographic developments and correlation between mobility problems and suitable housing, the housing shortage for elderly (above 65) will increase until 2040 with almost 507.000 dwellings. (Faessen & Willems, 2021). This is almost 46% of the total housing challenge until 2040 (1.054.000 dwellings).

The enormous challenge can be split up in four parts. In order to match demand and supply the number of clustered dwellings for the elderly should increase by 115.000 in the Netherlands between 2021 and 2040. The adjusted dwellings for elderly should increase with 94.000. On top of that, 268.000 single floor housing for elderly should be added by 2040. The last part is the normal housing supply in the buy and rental market, which are almost 577.000 dwellings (Faessen & Willems, 2021). The challenge can be split up in owner-occupied homes and rental homes. In table 1 an overview has been given for the two types of property:

Table 1. Desired mutations suitable housing for elderly in the Netherlands between 2020 & 2040 (Faessen & Willems, 2021. P.25)

Type	rental	buy
Clustered dwellings for elderly	82% + 94.300 dwellings	18% +20.700 dwellings
Adjusted dwellings for elderly	25% + 23.500 dwellings	75% (60% of this preferred 'cheaper segment') +70.500 dwellings
single floor housing for elderly	30% + 80.400 dwellings	70% (60% of this preferred 'cheaper segment') +187.600 dwellings
Total	+ 198.200 dwellings	+278.800 dwellings

Investment costs for adjusting the home are for home-owners. For housing associations, housing adjustments are more 'profitable' than for private homeowners, because rental properties that become available can be rented out again to other (older) households. Older homeowners appear to be less inclined to invest in home modifications if these are not (partly) reimbursed under the Social Support Act (in dutch: Wmo) (Vilans, 2021). Of the 94.000 dwellings, more than 75% are owner-occupied homes, which results in a major challenge to stimulate and improve the current housing. Therefore, people can apply for a subsidy for adjustment of the dwelling. Municipalities can finance this from the Social Support Act. However, municipalities have considerable freedom of policy, which can lead to major differences between the different municipalities (Faessen & Willems, 2021).

In response to the action points of the program "Langer Thuis" and the aging society, described in paragraph 1.2.1, Actiz, VNG, Ministry of healthcare welfare and sport, Ministry of kingdom affairs, Aedes and ZN have quantified the national ambitions in 2021 for clustered homes and single floor housing up to 2031 (Rijksoverheid, 2022). In order to achieve the objectives, preconditions have been established. The objectives for independent housing forms are (table 2):

Table 2. National objectives for independent housing for elderly (Rijksoverheid, 2022)

Objective independent housing for elderly	2026	2031
single floor housing for elderly (new or allocation)	40.000	110.000
Clustered housing for elderly	20.000	50.000
- Housing association	10.000-14.000	34.000
- other parties	6.000-10.000	16.000

ADDITIONAL INFORMATION: In order to achieve the objectives, they have to be monitored and steered if necessary. As of 2021, the development with regard to single floor housing and clustered housing is monitored in "Monitor Ouderenhuisvesting ABF " & "Monitor Geclusterd wonen RIGO" (Rijksoverheid, 2022):

- *Monitor ouderenhuysvesting ABF: presents information about households above 55 (Stuart Fox et al., 2021)*
- *Monitor geclusterd wonen RIGO: provides insight into the current supply (and eventually the development of the supply) of clustered housing units for the elderly at the level of the municipality (RIGO, 2021).*

In order to realize the objectives, preconditions are formulated by VNG, ZN, Aedes & Actiz. These relate to finances, locations and personnel (Rijksoverheid, 2022). In 2021 , the Ministries of the Interior and Kingdom Relations and VWS will indicate to what extent the central government's control options can be further supplemented towards municipalities so that they can release more building land for elderly. The next cabinet can implement this precondition on the basis of the inventory (Rijksoverheid, 2022).

All in all, all the points from the "Langer thuis" program show that the municipality is an important party which should take the lead. However, as explored as well, municipalities do have a lot of policy freedom, resulting in differences between municipalities with regard to housing, populations and care. However, what everyone is aware of, including the municipality, is the number of homes (for the elderly) that must be supplied, which has been quantified by the national government for the

upcoming 10 years. Housing associations will mean a lot in the realization of clustered forms of housing, but a part of the clustered houses must also be realized by other parties.

1.2.3 Resident initiatives, CPC a solution?

Vereniging Nederlandse Gemeenten (VNG, 2021) estimates that at least 5% of the population wants to live in collaborative housing. Currently, in the Netherlands, around 10.000 people live in a form of collaborative housing. Based on a household size of 2,14 people, the demand for collaborative housing is around 370.000 dwellings, according to the VNG. According to (Faessen & Willems (2021) there is a demand for 115.000 extra clustered dwellings for the elderly in the Netherlands until 2040. The supply of these clustered living forms for the elderly is limited in relation to the growing demand.

According to Vermeer (2021), the elderly do want to move, but they have specific needs and wishes which often do not match with the current available houses on the housing market. For example, in their own neighborhood or in a place where they are already known. They do not like to leave their familiar surroundings. In addition, they do not like to move from a detached house to a small apartment and have a feeling of 'being locked up'. Some of the elderly therefore start an initiative themselves to fulfill their own wishes, which positively contributes to the flow in the housing market. Some of these initiatives can be grouped under clustered forms of housing for the elderly, which is called 'Knarrenhof'. 'Knarrenhof' is intended for people who like to help each other now and then, but who do not want to be obliged to help. It is a non-committal community where you benefit from each other's knowledge, skills and company. This is ideal for the modern senior who wants to remain independent, and who less and less can fall back on informal care and children. (Knarrenhof, 2019; Jonkers, 2020; Oegstgeester Courant, 2018; RTV OOST, 2020; BN de stem, 2019) . These resident initiatives are very successful, and a growing group of elderly want to join these concepts, resulting in long waiting lists and spots that are sold within a day.

Considering the national housing ambitions and objectives of paragraph 1.2.1 & 1.2.2, a part that has to be realized by parties other than housing associations, these initiatives can fit in well with the ambitions. Resident initiatives can be defined as initiatives that start with an idea and are/or activities aimed at the residents and their liveability, which are carried out by the resident himself and of which the resident is the 'owner' (Gemeente Rotterdam, 2019; Nationale Ombudsman, 2018).

Resident initiatives for housing can be organized through Collective Private Commissioning (CPC): CPC is a form of social project development in which future residents jointly commission their own newly-built project (BIEB, 2021). Van Gameren, Kraaij & Van de Put (2018) state that CPC: *"bypasses the traditional developer, who is no longer able or prepared to run the risks of newbuild in the present climate. In this way, housing that is more demand-driven and concentrates on specific requirements can be developed"*. Future residents organize themselves in a foundation or association, without profit motives, who want to realize owner-occupied homes together through new construction or transformation on a piece of land or pieces of land they acquire. They are involved in the development from the start and can influence what is being built. The result is a complex, street or neighborhood with more variety, which fits well with the current needs in relation to the living environment. (RvO, 2021). Other advantages are social cohesion and the affordability of homes due to the lower development cost of newly developed homes (Boelens & Visser, 2011; Rehwinkel, 2021).

Because these initiatives will help bridge the qualitative as well as the quantitative gap between demand and supply, and, because these initiatives are in line with the societal movements towards self-sustainability and participation, it is desirable by the Dutch government to stimulate and facilitate these initiatives (Overheid, 2019). On top of that, when these initiatives are stimulated and facilitated,

the elderly at the top of the moving chain are motivated to move to a new home, which could have an impact on the rest of the moving chain.

All in all, the background information for this research can be summarized as: there is a growing pressure on the housing market due to the aging population in the Netherlands. The Dutch government is aware of the growing aging population and the corresponding growing health(care) problems in the Netherlands in the upcoming years. Therefore, the government stimulates living longer at home. However, a part of the elderly population lives in unsuitable housing, more in urban environments. Therefore, the government created national focus points, ambitions and objectives, especially for municipalities to focus on. The suitable housing supply for the elderly should increase in the upcoming years, which also stimulates flow on the housing market. Many houses could be developed by housing associations based on agreements with municipalities and healthcare organizations. However, a part of the set objectives should be developed by other parties. These parties can be developers for example. Some elderly residents are not satisfied with the current houses that are built or do have other ambitions for the future. They want to develop a house that suits their specific needs and start their own (collaborative) initiative.

Although this is in line with national ambitions of having more clustered housing forms, they are experiencing some difficulties.

1.3 Problem statement

Developing new houses is desired by many parties, however many of these small clustered housing forms such as the 'knarrenhofjes' are very hard to develop or do not start at all. In an interview with Peter Prak, the initiator of a clustered housing form in Zwolle, Obbink (2021) found out that cooperation with the municipality is difficult. Nijkamp & Bosker (2020) add that initiators experience that within the municipality, different municipal departments work counterproductively which result in hindering the initiatives in their development. For example, the spatial domain can earn less money by selling land to CPC initiatives, but on the contrary, the social domain can save money because less costs have to be made for healthcare and support because people live in 'Knarrenhofjes' types of housing (Nijkamp & Bosker, 2020).

In order to realize a CPC project by residents themselves, land is needed to develop their own projects. Obbink (2021) mentioned that if an initiative is looking for suitable locations in a municipality, they should contact the land affairs department. However, the land affairs department often selects land for projects which have the highest revenue, which are often single family homes for market conform prices instead of housing for the elderly for cost prices.

Within urban areas there is often fragmented ownership of land positions, mainly housing associations and developers own the land. As a result, municipalities cannot simply designate locations for CPC projects, and it is also more difficult for initiators of CPC to obtain a land position (De Jong, 2013) It is important for the success of the project that the municipal policies facilitate these initiatives and at least do not obstruct developments. For example in Groningen, in eight years, only one time the municipality offered land to a CPC initiative, however, this land was not even suitable for this type of project (Obbink, 2021). As a result, long waiting times occur. The result of the long waiting times is that people do not even want to move anymore. They stay in their current house, which will be unsuitable in the future (Obbink, 2021). Eventually resulting in the accumulation of spots for a nursing home because these people can not live at home anymore.

By introducing the land exploitation Act (GreX) already in 2008, the Dutch government adjusted regulations so that it should be easier to realize CPC projects. This new law makes it possible for municipalities to explicitly mention CPC in zoning plans. However, this is still not a priority for municipalities because developers and housing associations are seen as more important parties and therefore CPC is not included in many zoning plans (De Jong, 2013; Nagtegaal & Van Orden, 2021). Besides, Nagtegaal & Van Orden (2021) add that municipal processes not aimed at collective housing forms, little attention has been paid in housing surveys, visions and plans for collaborative housing form or often there is no category in the zoning plan or for land allocation.

Bossuyt, Salet & Majoor (2018) add that the Dutch norm of an active land policy potentially could enable the development of small initiatives, such as CPC projects by elderly. However, currently active land policies are used to facilitate collaboration with developers and housing associations as this contributes to land revenues of the municipality and the desired spatial quality. Bossuyt, Salet & Majoor (2018) conclude that many municipalities still use a fully supply-driven housing system, despite the privatization and liberation of the housing market in the past 25 years and the shift towards a demand driven system. This requires a different role from the municipality.

De Jong (2013); Bossuyt, Salet & Majoor (2018); Luijten, Tuinder & Du Long (2018) Nijkamp & Bosker (2020); Nagtegaal & Van Oorden (2021) all conclude that municipal processes lack focus on, and cooperation and experience with, resident initiatives such as collective private commissioning projects. Municipalities should therefore focus more on these initiatives, target groups and their needs.

1.4 Research goals and research questions

As described in the previous paragraphs, the pressure on the housing market is growing, especially in urban environments where relatively more elderly do live in unsuitable housing and the aging population will continue to grow, even after 2035. Sometimes residents start their own initiative because there is no suitable supply for them. By means of collective private commissioning these residents start an initiative together and develop their own homes. The role of the municipality seems to be very important during the developments of these projects. As it turns out, many initiatives experience difficulties (e.g. unfamiliarity, cooperation) with municipalities. The role of the municipality should change in order to let these types of housing projects succeed more often. In other words, municipalities should better facilitate this.

Therefore, the aim of this research is to explore how municipalities can better facilitate collective private commissioning initiatives, in order to make it possible for more houses to be realized by residents themselves according to their corresponding specific needs and wishes. That is why this research focuses on the main research question:

How can municipalities better facilitate Collective Private Commissioning (CPC) to respond to the increasing demand for elderly housing in urban areas?

In order to answer the main research question, several sub questions have to be answered first. To gain more insights about collective private commissioning, the demand of elderly for this housing type and the involved actors in CPC, literature and desk research will be done. The following questions will help by creating a more in depth understanding of the topic and will contribute to answering the main research question:

- 1) What is collective private commissioning (CPC) and what is the demand of elderly?
- 2) Which actors are involved in a CPC process and what are their roles and motives?

According to OnzeTaal (2011) "*facilitate*" means 'to provide facilities, to provide support by offering help and facilities' or 'offering tools' (also figuratively) to make something possible' and more generally: 'to make possible'. In order to answer the main research question the following sub question has to be answered first. The aim of this sub question, together with the previous two, is to formulate a theoretical framework which sets the basis for the empirical part.

- 3) What instruments or tools can municipalities use in order to facilitate CPC projects?

In the empirical part, lessons can be drawn from practice. When the motives of the municipality to stimulate CPC are explored in sub-question 2, it will be relevant to explore the experience of CPC projects that have already been realized in the relevant municipalities. According to the Cambridge Dictionary, experience means "*(the process of getting) knowledge or skill that is obtained from doing, seeing, or feeling things, or something that happens which has an effect on you*" (Cambridge University Press, n.d). By gaining experience, insights can be provided into how the municipality deals with projects and how they view them. Investigating the experiences is important because it can result in recommendations on how to deal with CPC in the future and even whether it should be further encouraged or better focus on other ways of housing construction.

By means of qualitative research, insights will be gained about how municipalities facilitate CPC projects and what they experience as opportunities and barriers. Different municipalities will be interviewed about their motivations and experiences with CPC, in order to find out what instruments should be used or be optimized in order to deal with these barriers and opportunities. The following sub questions will help by answering the main research question:

- 4) What are the experiences and motivations of municipalities when facilitating CPC projects for elderly in practice?
- 5) Which barriers and opportunities in relation to the instrument quadrant occur according to municipalities when facilitating CPC projects for elderly in practice?

All the sub questions above help by answering the main research question on how municipalities can better facilitate CPC to respond to the increasing demand for elderly housing in urban areas. This is also shown in figure 7. The answer to the main research question will result in recommendations for municipalities on how to better facilitate CPC initiatives. Since the ministry of health, welfare and sports expects that municipalities will offer solutions for the elderly (see also §1.2.1), these recommendations can contribute for municipalities achieving (partly) the set requirements by the Dutch government.

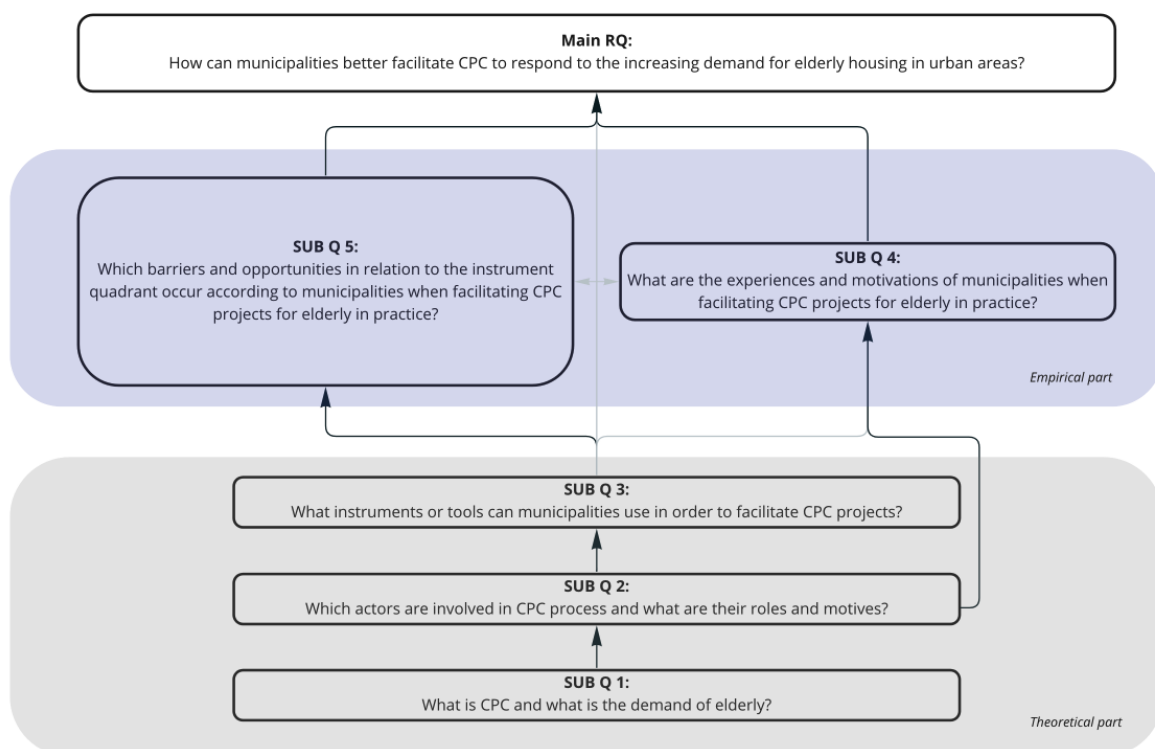


Figure 7. Scheme of sub-questions in order to answer the main research question (own figure).

1.5 Relevance

Scientific:

The current developments and trends require a different role from the municipality. The role of the municipality can be seen as crucial for the development of demand-driven initiatives. Research of Kievit (2013) examines how the cooperation process of renovation or transformation of CPC projects can be improved and facilitated by the municipality. De Jong (2013) examines the cooperation process and pre-financing problems in relation to the right governance model of the municipality to implement CPC in urban areas. Both concluded that that municipality had lack of knowledge with regard to an approach for CPC and cooperation. Also in 2018, Bossuyt, Salet & Majoor (2018) concluded that municipalities still focus more on the supply-driven housing market and state that a reconfiguration of actors is needed in order to facilitate self-building.

Van Loo examines how municipalities can steer more effectively on professional investors to implement collaborative housing forms for elderly. Bastiaans (2021) researched how collaborative housing forms, led by professionals, satisfy the end users (seniors). Both recent researches highlight the importance of building collaborative housing for the elderly. However, collaborative housing forms for elderly could be seen as an umbrella term for many concepts (Lang, Carriou & Czischke, 2018). More in-depth scientific research about facilitating specific forms such as CPC in relation to the end users demand (elderly) is lacking.

Additionally, recent studies by Van Loo (2021) & Bastiaans (2021) show that there is growing attention for collaborative housing forms and the elderly. Rehwinkel (2021) researched how municipalities dealt with CPC in relation to housing demand of younger people in rural areas. However, as Kramer (2020) suggested that the vital senior could be the key on the housing market. Research is still lacking into how the municipality can utilize CPC to meet the wishes of the elderly and thus possibly enhance flow on the housing market. Therefore, this research attempts to find an answer to the gap in literature.

Societal:

The group of elderly people will increase in the coming years and will be more and more vulnerable. On the other side, elderly people do have more individual wishes and needs regarding living situations (De Jonge, 2020).

Current research can be seen as relevant, since it tries to contribute to the mismatch of demand and supply on the housing market in the Netherlands. There is a big gap between living independently and the nursing home. According to De Jonge & Ollongren (2020) municipalities play a crucial role as a director in addressing the residential care task. Although there are many great initiatives, only half of the municipalities still have an analysis of residential care tasks and a third of the municipalities have a residential care vision for the coming years. Besides, the contact between municipalities and especially the elderly has still not really improved since 2015 (Mijnkwaliteitvanleven.nl, 2020). The group of elderly people will increase in the coming years, will be more vital and have more needs. Therefore, municipalities should put more focus and attention on this increasing situation. This research tries to raise awareness at urban municipalities.

Chapter 2: Theoretical Framework

2.1 About Collective Private Commissioning

In order to answer the first sub-question of this thesis, first the definition of Collective Private Commissioning (abbreviation: CPC) should be explored. The definitions below show that the concept could be approached from different perspectives.

The definition in the Spatial Planning Act, article 1.1.1 states that (C)PC is:

"A situation in which the citizen or a group of citizens - in the latter case organized as a non-profit legal person or by virtue of an agreement - acquires at least economic ownership and has full control and responsibility for the use of the land, the design and construction of the owner's home" Translated from (Overheid, 2008).

Boelens & Visser (2011) defined an extensive definition for CPC. They do not only include 'the owners home' of the definition of the Spatial Planning Act but also private and public spaces:

"A form of commissioning whereby a collective of like-minded private parties acquire the piece of land or pieces of land and jointly decide how, and with which parties, the homes, private spaces and sometimes even public spaces are to be laid out and constructed" (Boelens & Visser, 2011, p. 109).

The Netherlands Enterprise Agency or in dutch: RvO (RvO, 2021) links CPC to other concepts in their definition:

"CPC is a construction that ensures that future residents have more influence on the development of their own home. This results in guaranteed sales, which can promote flow and urban renewal" (RvO, 2021).

After the definition, the RvO explains how 'the construction' works: Future residents organize themselves in a foundation or association, without profit motives, who want to realize their own homes together through new construction or transformation on a piece of land or pieces of land they acquire. They are involved in the development from the start and can influence what is being built (RvO, 2021). This is often done together with an architect or contractor. The result is a complex, street or neighborhood with more variety, which fits well with the residents current needs in relation to their living environment. (RvO, 2021). In addition to the explanation of the Netherlands enterprise Agency; Van Gameren, Kraaij & Van de Put (2018) could add that CPC:

"Bypasses the traditional developer, who is no longer able or prepared to run the risks of newbuild in the present climate. In this way, housing that is more demand-driven and concentrates on specific requirements which can be developed" (Van Gameren, Kraaij & Van de Put, 2018).

The organization of BIEB (*In dutch: Bouwen In Eigen Beheer*) only focuses on CPC itself and not how it works or what follows from adapting CPC. BIEB (2021) states that CPC in its purest form is:

"A form of social project development in which future residents jointly commission their own housing project" (BIEB, 2021).

The definitions have some similarities, such as future residents realizing their own home, but they also use different terms. A CPC could be a form of commissioning, a form of social project development, a construction or a situation. As a result, the concept might be seen as ambiguous. To have a better understanding of CPC and gain more insight into CPC, the next paragraphs will go through the CPC practice in the Netherlands in further detail.

The following paragraphs place demand-driven housing systems in the current context and delve into the properties and manifestations of the principle. However, a context is not complete without providing a thorough outline of the (historical) background.

2.1.1 The (historical) context of public and private

According to the WRR (2006), the years between 1852 and 1854 marked the beginning of private initiatives as a major form in the Netherlands, as a result of the abolition of some legal passages. However, during this time, the migration of workers to the major city had bad consequences for city living conditions, which the bourgeoisie could not handle on its own. Industrialization, urbanization, and the agrarian crisis resulted in dwellings of poor (technical) quality, with little or no natural light. Therefore, to regulate the quality of housing construction in the Netherlands, the housing act was introduced in 1901.

The Housing Act determines the quality of (public) housing in the Netherlands and in which ways it must be provided (Van der Lans, 2013). During that period (around 1900) there was a housing shortage and the housing stock was characterized by houses of poor quality. Due to the Housing Act, it was possible to realize slum clearance and to set up several housing associations. The goal was to provide affordable housing with a certain level of quality. As a result of the housing act, public housing became a national situation. However, the law was structured in such a way that implementation was the responsibility of the municipalities in the Netherlands. Housing associations were private legal entities (foundations or associations) charged with a public task and admitted by the government (Boelhouwer et al, 2014). Municipalities were expected to allow and stimulate more private initiatives. The government made loans available through municipalities for government-approved and licensed housing associations for the stimulation of these initiatives (Van der Lans, 2013). In 1910, the construction of houses built under the new housing act grew and in 1915 municipalities were involved even more than intended. Their share was important because housing associations were failing for the poorest groups. The growing involvement of the municipalities who had the responsibility for acquiring land, draining the land, making a layout and selling the land to private parties can be known as the current 'active land policy' (Bossuyt, Salet & Majoor, 2018), which will be described later in this thesis.

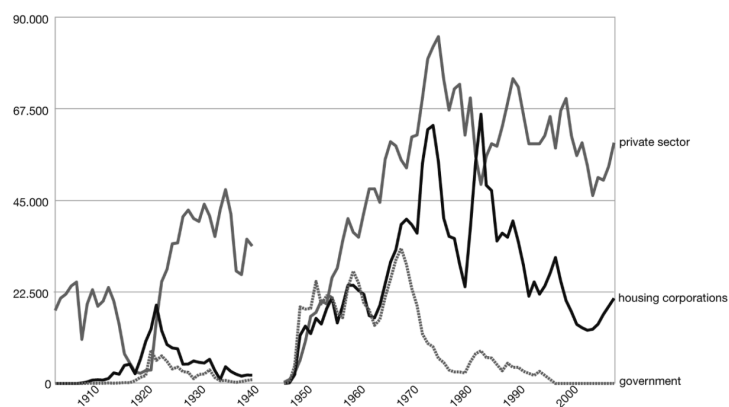


Figure 8. Production of housing by organisation (Boelens et al., 2010)

After World War II, the Dutch housing market was severely affected. The total amount of housing was decreased by 100.000 houses. The Dutch government saw themselves as the right organization to increase the enormous gap between demand and supply. The period of reconstruction was characterized by mass production and professionalism/industrialization on the Dutch housing market. However, already around 1960, more and more criticism arose against the mass production

and planning structures of the Dutch government (which facilitated professional developers and organisations instead of the residents/households). In this period, subsidies, rental policies and governmental financing resulted in a dependent interaction between governments, housing associations and large developers. The original attitude (from 1900) of self-sustainability in the Dutch culture disappeared slowly into the background of the society (Bossuyt, Salet & Majoor, 2018).

Standardization, industrialisation and innovations resulted into large scale housing development which could bridge the gap between demand and supply. Municipalities still were in control of the development of the land, however, they only issued it to large developers and housing associations. As a result, residential initiatives had no chance to develop their own housing. As shown in figure 8 the Dutch housing supply was dominated by housing associations in the 80's. However, 1985 can be seen as a tipping point. The Dutch government focused more on deregulation and market forces due to economic setbacks. The idea was that private parties should take more responsibilities and therefore, the role of the government changed to facilitator and organizer (Boelens, Bolt, Boonstra, Brouwer, Hooimeijer & Nonnekes, 2010).

Between 1990 and 2000 state Secretary Heerma of Public Housing restructured the policy system and as a result, the housing associations became independent (Boelhouwer et al., 2014). Deregulation and market forces are more central in the revised housing act of 1992. As of 1 January 1997, the majority of housing companies will continue as an independent 'authorized institution' (Van der Lans & Pflug, 2015). However, the privatizations mainly resulted in a different position of the dutch national government instead of the position of the citizens (Bossuyt, Salet & Majoor, 2018). Still, citizens were 'trapped' in a supply-led system because they only were offered housing and no plots on which self-building could happen.

The growth of a qualitative shortage

The Ministry of Housing, Spatial Planning and the Environment (VROM) concluded that much has been built focussed on quantity which result in a smaller quantitative housing shortage. However, the qualitative shortage has grown (p. 178). VROM mentions that the combination of higher income developments, low interest rates and the housing shortage on the market, especially in the higher-quality segment are important reasons for qualitative shortage.

On the supplier side, none of the parties has a primary interest in higher quality, diversity or appealing identity. The goal is to achieve the highest margin which affects the qualities desired by the individual consumer. It is possible to achieve high margins because there is a shortage on the housing market (Ministerie van VROM, 2000) P179).

Not only professional organizations were responsible for the qualitative shortage. Especially since the 1990s, many municipalities have switched from cost-oriented prices to market-oriented prices for land allocation (Ministerie van VROM, 2000; De Leve & Kramer, 2020;). When land allocation is based on market-oriented prices, there is often a direct relationship established between the value of the buildings on the plot and the land price.

The advantage of market-oriented prices is that the municipality can also benefit from the land price increases between the time of price agreements with the project developer and the time of sale to the first occupant of the home. The buyer of the new-build home must also pay additional land costs to the municipality for the additional building qualities he desires, compared to the building plan previously submitted to the municipality by the project developer. This discourages the realization of extra qualities. The result may be that the buyer postpones these, often socially desirable, additional building qualities until after acquiring ownership of the land (Ministerie van VROM, 2000; p. 180).

All in all, more and more quality disappeared from the residential plans which resulted in supply that

does not connect with the wishes of the consumer (Ministerie van VROM, 2000). As a result of the Heerma memorandum, a start was made on increasing market forces in the housing market. However, around 2000, it appears that the market is still far from perfect. During the same period, housing consumers and their demand have changed significantly (Loenen, 2005, p15). Partly as a result of the good economic years citizens have become even more individualized and do have more specific wishes. Both resulted into a new memorandum: "Nota Wonen".

'NOTA WONEN'

In 2000, the memorandum of State Secretary Remkes was adopted by the House of Representatives. The government wants to give citizens more control in the land and housing market and therefore takes a more collaborative and/or participatory role: "In the past decade, the decentralization movement was initiated to leave more freedom for market parties. But the market is far from perfect which resulted in less quality and freedom of choice for citizens, who are depending on construction and soil markets" (Ministerie van VROM, 2000. p 11). Therefore, the memorandum; 'Nota Wonen', focuses on encouraging forms of self-building. In this way, more housing consumers would be able to realize a home according to their own wishes and; due to this memorandum; the demand of citizens to shape their own housing situation themselves will be met (Ministerie van VROM, 2000, p84-86). It provides a very important impulse to the objective of increasing the freedom of choice and control for the citizen. This applies to both new construction and the transformation tasks of residential environments within the existing stock.

In 1998, Duivestijn and Verbrugt filed an amendment that said 30-35% of the construction of homes should be done through self-building between 2005 and 2010. On November 7, 2000, the motion was accepted by the house of representatives.

All in all, the governmental influence on housing production over the years has changed. In figure 9, a systematic view of the governmental influence on housing production is shown. Some of the experts believe that the next shift will return to individual (private) initiative (De Vries & Kuenen, 2008), however according to Beenders (2011) there is no substantial data to back up their claims. Beenders (2011) adds that in practice there will be a balance between public and private parties and in which both parties take the initiative in the development of an urban region. Therefore, the proportions are not that straight forward as they appear in this paragraph and figure 9. There will always be a certain balance.

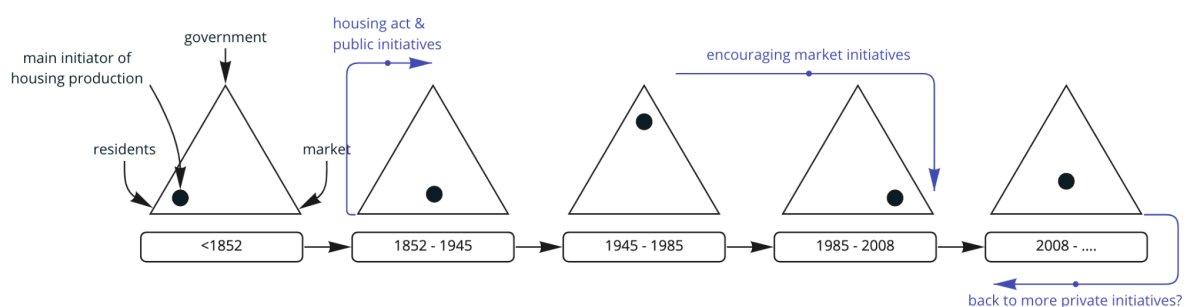


Figure 9. Governmental influence on housing production (Adapted from Beenders (2011) and Rehwinkel (2021)).

Due to the global financial crisis in 2008 the supply-led housing market had to make room for more 'incremental' and 'organic' developments according to Buitelaar et al. (2012); Bossuyt, Salet & Majoor (2018). As it turns out, the private-commissioning initiatives remain stable despite the financial crisis. After the crisis, the financial and building sectors have recovered which resulted in municipalities abandoning the 'organic' and 'incremental' developments again and bypassing

residential initiatives in the urban context (Bossuyt, Salet & Majoor, 2018). However, interest in (collective) private commissioning arose as well. This demand will be described in the next paragraph.

2.1.2 The demand for Collective Private Commissioning

The realized dwellings by (collective) private commissioning are not statically tracked. Policymakers as well as researchers therefore assume the total number of granted building permits for newly built dwellings (Wielen, 2017). As shown in figure 10, the number of permits that were granted for self-building between 1995 and 2000 declined. However, the share of granted permits for private commissioning did remain stable (around 16%). In 2001, the government explicitly wanted to encourage private commissioning as an instrument to give citizens, as much possible, control in planning processes for the construction of a house. Some measurements were drafted to achieve the goal of 30%. These were set in order to remove obstacles and risks faced by private commissioners, such as difficulties in purchasing the land, lack of knowledge or poor service from market parties and municipalities. The government considered taking legal measures if those measures did not work sufficiently.

Even after the stated goal of 30% and the defined measurements, the number of building permits declined even further to 7.063 in 2003. This time, the share of granted permits for self-building declined as well to 11%, and the government had to respond (Schipperus, 2019):

"The realization of private commissioning currently lags far behind the government objectives. The legislative proposal therefore includes the option to set rules by the council with regard to private commissioning. If in the coming years, despite the instruments in this legislative proposal, the supply of free plots lags behind, the government wants to set rules to ensure that government policy on this point will be implemented. It is envisaged to impose a minimum percentage, related to locations of a certain minimum size or related to concretely designated locations, areas or municipalities."

As a reaction, in 2008, it was finally officially possible to oblige private commissioning by municipalities. A paragraph was added in articles 3.1.2 and 6.2.10 of the spatial planning act. According to Bossuyt, Salet & Majoor (2018) several other steps, shown in table 3, are taken by the government in order to strive for the stated goal of 30%:

Table 3. Measures in order to achieve the goal of 30% self-building by 2010 (adapted from: Bossuyt, Salet & Majoor, 2018)

What	
1	adding a paragraph to the 2003 spatial planning act on the inclusion of housing typologies in land use plans which means that: Municipalities could make the inclusion of particular housing types mandatory in land-use plans. Self-building was added as a distinct housing type.
2	the national government introduced communicative instruments to stimulate both the supply and demand sides of self-building
3	a limited set of subsidies was introduced specifically for collective self-building
4	technical building regulations were cited as an impediment to self-building and subsequently the national building regulations were loosened up

In 2000, 16-17% was done through (collective) private commissioning, figure 10 while in 2009 this number was only 10-11% (SEV, 2010; CBS, 2017). As stated in paragraph 2.1.1, after the crisis, the financial and building sectors have recovered, which resulted in municipalities abandoning the 'organic' and 'incremental' developments again and bypassing residential initiatives in the urban context (Bossuyt, Salet & Majoor, 2018). However, interest in (collective) private commissioning

arose as well. In 2016, private-commissioning accounted for 20,5% of the *total* newly built housing, figure 10 & table 4.

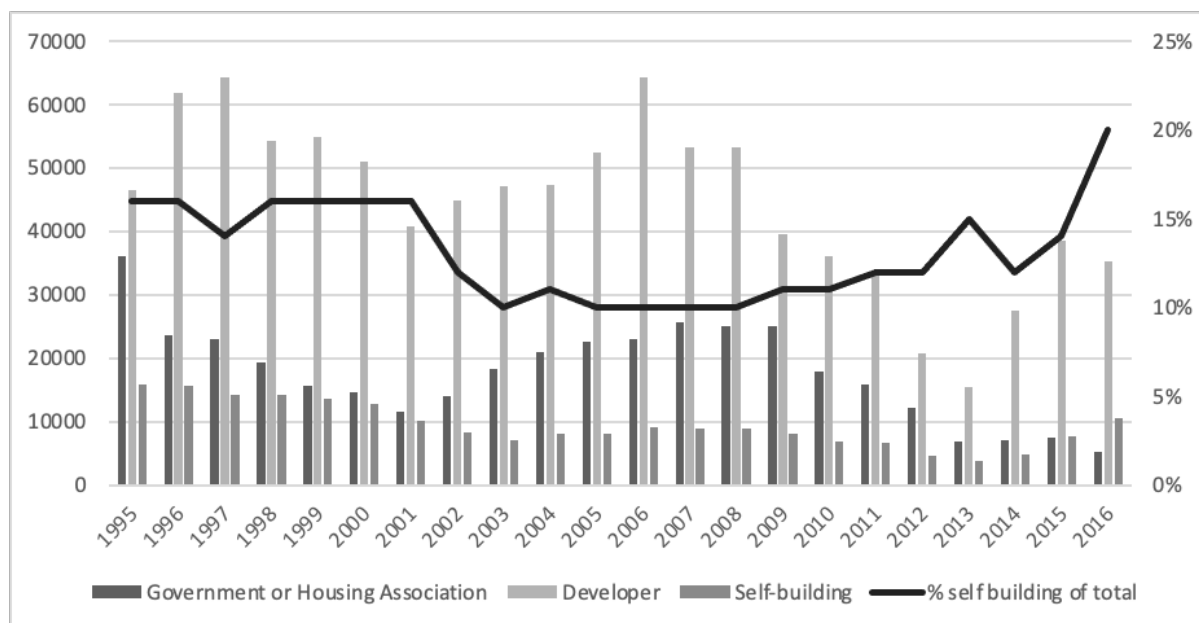


Figure 10. Total permits of newly built housing by category and share of self-building (Edited from CBS, 2017)

Table 4. Permits granted for newly built housing, total and owner occupied only (edited from CBS, 2017)

permits granted rental & owner occupied

	2009	2010	2011	2012	2013	2014	2015	2016
Government or Housing Association	24977	17929	15743	12119	6945	7077	7521	5283
Developer	39629	36148	33461	20649	15427	27403	38435	35260
Self-building	8040	6951	6600	4602	3812	4885	7577	10454
total	72646	61028	55804	37370	26184	39365	53533	50997
% self building of total	11,1%	11,4%	11,8%	12,3%	14,6%	12,4%	14,2%	20,5%

permits granted owner occupied

	2009	2010	2011	2012	2013	2014	2015	2016
Government or Housing Association	7599	7450	5398	3324	1742	1293	1628	861
Developer	32433	28099	26757	14318	10262	19824	27502	24576
Self-building	6663	6082	5968	4244	3454	4544	6812	9714
total	46695	41631	38123	21886	15458	25661	35942	35151
% self building of total	14,3%	14,6%	15,7%	19,4%	22,3%	17,7%	19,0%	27,6%

When focusing on permits which are granted for newly constructed owner-occupied housing only, the share of private commissioning reached 27,6% in 2016 (figure 10, table 4). It can be stated that 15 years after the introduction of the memorandum, the goal of 30% is almost achieved. However, it should be noted that rental housing is not taken into account for this goal.

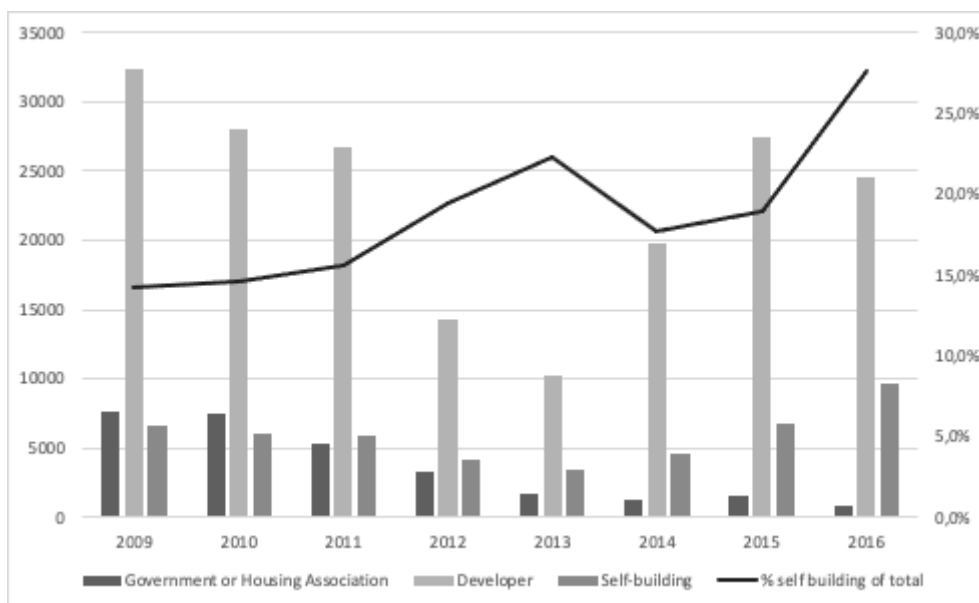


Figure 11. share of private-commissioning of newly built owner-occupied housing (Edited from CBS, 2017)

After 2016, the Central Bureau of Statistics quit collecting data about private commissioning in relation to building permits. Due to various social developments, the philosophy and method on which the demarcation is based are no longer up to date. Besides, developers and housing associations have made use of every possible housing location, resulting in less space for private commissioners. Nevertheless, the share of private-commissioning is still estimated at 18% (7.408) of permit applications for owner-occupied homes in 2020 (41.154) of the total production in the Netherlands (CBS, 2021; WoningbouwersNL, 2021).

Currently, in many municipalities, private commissioning has become an indispensable part of housing construction. This can also be concluded from research by WoON (n=>60.000, 95%-CI). In 2009, 2012, 2015 and 2018¹ the respondents who had the desire to move within 2 years were asked if they did have the intention for individual or collective private commissioning. The numbers can be found in table 5. In the past few years, almost a third (31%) of the Dutch households that want to move definitely within 2 years want to build (collectively) their own home or transform an existing building (WoON, 2018).

Table 5. Intention for private commissioning of households in the Netherlands who definitely have the desire to move (in 2 years). (edited from: WoON, 2018; CBS, 2021)

<i>intention for private commissioning in NL (with desire to move)</i>				
WoON (BZK)	2009	2012	2015	2018
Own plot (IPC)	12,6%	9,4%	7,6%	19,0%
Own plot, with others (CPC)	2,2%	3,0%	2,2%	9,0%
Transformation of existing building	0,0%	0,0%	2,0%	3,0%
In doubt, maybe	14,4%	21,1%	23,8%	18,0%
No interest	70,7%	66,5%	64,3%	52,0%

This can also be narrowed down to elderly households. Based on data from WoON (2018), the number of households above 65 years old that have the intentions to move 'definitely' or 'maybe, but can't find a suitable location' can be calculated (Can also be found in Appendix B). In 2018,

¹ Any information about 2021 is not available yet due to Covid. First presentations will be online in June 2022. See: <https://woononderzoek.nl/nieuws/Planning-WoON2021/101>

80.315 (4%-5%) households above 65 will definitely move within 2 years. 418.047 (23%-24%) households above 65 may want to move, but cannot find a suitable place.

Based on the intention for private commissioning of all households in the Netherlands, 28% do have the intention for I/C private commissioning (see table 5). If this is plotted against the elderly households who definitely want to move within 2 years, this means that 22.500 households above 65 in 2018 do have the intention for individual or collective private commissioning (figure 12). This is more than in 2012 and in 2015.

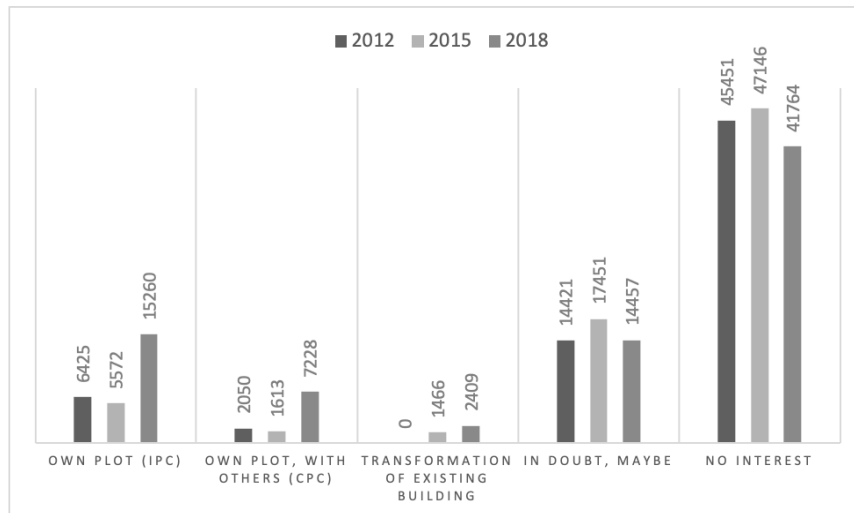


Figure 12. Elderly households above 65 years old which 'definitely' have the intention to move in 2 years plotted against national interest in (C)PC, based on 2012, 2015 & 2018 (own figure, edited from WoON, 2018)

If the households that may want to move, but cannot find a suitable place are plotted against the intention for private commissioning in the Netherlands, it results in almost 115.000 65+ households who are interested in (I/C) PC in 2018. However, it should be noted that this calculation is based on people who definitely will move (table 5). There is no data available about people who might want to move, and who then prefer CPC. Therefore, this number could be lower or higher. Nevertheless, it highlights the massive demand for individual and collective private commissioning also in the group of people who might move.

All in all, the interest of elderly households above 65 who definitely want to move within 2 years is already higher than the granted permits for (collective) private commissioning for all households in the Netherlands. If the 'may' group is added to the total households, the interest increases even more. This highlights the potential for (collective) private commissioning in the upcoming years.

2.1.3 Different forms of project development, CPC in a spectrum

Since 2000, the Dutch government has focused more on increasing freedom of choice and control for citizens. See also 'Nota Wonen', §2.1.1. The government wants to give citizens more control and take a more participatory role (VROM, 2000). The most important element of self-building or demand-driven construction is the degree of control (Beenders, 2011). The degree of control can vary. This can be explained by the ladder of citizen participation from Arnstein (1969). However, according to Qu & Hasselaar (2011) this ladder can be seen as a bit old-fashioned and adapted the model to more modern terms, which is shown in figure 13.

LEVEL	Citizen participation steps	Objective	Relation user - decisionmaker	CHOICE OR VOICE
5	Decision making	To obtain real influence through shared power	Shared Power	VOICE 'attempts of people to actively change things by speaking out'
4	Participation	to enable future residents to negotiate and engage with the traditional power holders	Trustful relation	
3	Consultation	allows future residents to give advice, but the people in charge continue their right to decide.		
2	Information	To give the future resident better opportunities to respond due to increased transparency. Future residents lack the power to ensure that their views will be acknowledge		CHOICE 'make the most out of what they have'
1	Ignoring	avoid influence by other stakeholders.	Non - participation	

Figure 13. Citizen participation ladder adjusted by Qu & Hasselaar (2011) edited by Author.

Qu & Hasselaar (2011) added 'choice' and 'voice'. Choice can be explained as: "the capability of deciding between alternatives, presupposes competition" (p.11) and voice can be explained as: "the ability to influence plans and products, to be involved and heard in the design and maintenance process" (p.11). The highest part of this ladder implies that (future) citizens have more decision-making authority.

In their research, Qu & Hasselaar (2011, p.94) combined the steps of citizen participation with development strategies and household preferences. In the end, they could develop a framework that connects the participation ladder with development processes for urban areas, which is shown in figure 14.

Framework voice and choice	Choice			Voice	
	Traditional approach	Participation procedure	Participatory design	Group housing development	Collective development and co-housing
Denial	1. developing for the market				
Information		2. level communication			
Consultation			3. participatory planning		
Participation				4. group commissioning	5. Cooperative housing
Decision making					

Choice and voice in preference making can thus be organised in five levels:

1. project developers build for the market
2. user influence through direct communication
3. participatory planning with future occupants
4. group-wise commissioning of individual houses
5. cooperative development for collective housing

Figure 14. Development strategies for urban areas combined with citizens' ladder of influence (Qu & Hasselaar, 2011)

The shift of the Dutch government towards participation and giving control to citizens can be described as a shift towards 'participatory planning', which means that "future occupants or people in the surrounding neighborhoods are stimulated to become actively involved, are helped to form and express their ideas and eventually become co-producers of the neighborhood and the city" (Qu & Hasselaar, 2011. P.12-13). Qu & Hasselaar (2013) state that the future residents will participate in the design process to discover as well as discuss their housing preferences with architects and developers.

For demand-driven construction, individual control is the major characteristic of different developments, which fluctuates depending on the type of project. It can vary from having control over the design of the living environment or just the design of the floor plan (Beenders, 2011). In practice, the Dutch housing sector can be characterized by different forms of project development. The differences between the forms relate to the presence of the types of actors, the risk distribution, the degree of control for the resident and the organization on the private side (Beenders, 2011). Figure 15 shows the spectrum from serial production (SP) to individual private commissioning (IPC) in combination with the degree of control for users for a variety of participatory planning scenarios. In addition, figure 15 also depicts the degrees of risk for residents as well as the amount of participation during the design and planning process.

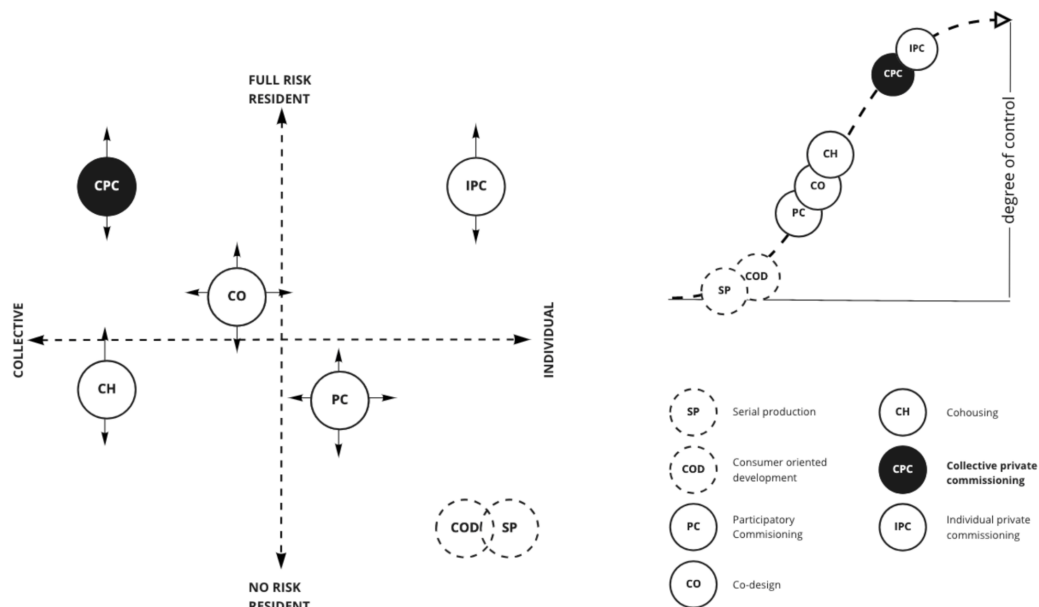


Figure 15. Different project development forms in the Dutch housing sector. (Adapted from Beenders, 2011).

The main forms which fall under self-building in the Netherlands are Individual Private Commissioning (IPC) and Collective Private Commissioning (CPC). The differences between all types of project development are described in table 6. CPC is highlighted in orange.

Table 6. characteristics about different forms of project development (Adapted from: RIGO, 2010; Beenders, 2011; Wielen, 2017).

	Individual private commissioning (IPC)	Collective private commissioning (CPC)	Cohousing (CH)	Co-design (CO)	Participatory commissioning (PC)	Consumer oriented Production (COD)	Serial Production (SP)
Initiator	an individual	a group of private individuals formed as association	residents (in combination with professional)	professional party	developer who invites residents to develop together	market party	market party
Type of construction	could be self-building or have it built and finish yourself	acquires building land and develops with the help of an architect, accompanying advisor and contractor	In Dutch practice, in most cases a developer is actively involved in the development process in order to guide the private collective and/or bear the risks.	same as CH	built by developer and contractor	built by developer and contractor	built by developer and contractor
Degree of control	maximum control	Association has maximum control about the complex - individual control/flexibility for the dwelling - smaller than by IPC due the collaboration of private individuals in the collective	Cohousing leans more towards collective private commissioning than towards participatory commissioning. The emphasis in cohousing is on the gathering of like-minded people and the stimulation of joint activities. This is expressed in the realization of a communal space(s) or an inner garden,	same as CH	equal for both parties (residents together with professional) after joining in early stage (design already)	limited aspects can be determined by resident. Only during final steps of the projects such as inside walls, location of bathroom and kitchen	none, residents buy dwellings from a drawing
Risk	resident bears all development risks itself <i>The backstop of homes is often a problem for (I/C)PC. At the start of construction, it sometimes happens that a number of homes are still unsold. At that time, a market party can act as a backup party and bear the risk of the unsold homes.</i>	foundation/association takes all the risk The backstop of homes is often a problem for (I/C)PC. At the start of construction, it sometimes happens that a number of homes are still unsold. At that time, a market party can act as a backup party	developer bears most risks	In co-design the future residents have control and securities, without the obligation to buy a plot or to invest in a development for which the price is not yet clear. This means they have more influence than with 'participatory commissioning' and less risk than with '(collective) private commissioning'.	In practice, the market party bears the majority of the risks, because a private individual is unable to bear the risks comparable to a serial project.	The private individual can be active at the front of the development process as a participant in a board/group, who does not have to take responsibility or risk.	almost none

All in all, Residents in a CPC project do have a 'voice' in the development process of their own dwelling since the group acts as the primary developer/client or principal (RIGO, 2010; Wielen, 2017). As a result, CPC is at level 5 of the participation ladder. Kapedani (2013, p.59) adds that CPC is a specific form of group commissioning and can be seen as a method, not a way of life, with the primary goal of giving residents direct influence and full decision-making power over their own dwelling. It allows people to choose where, how, and with whom they live, without relying on market options.

2.1.3.1 CPC in the broader context

Collective private commissioning can be placed in a broader spectrum of housing. It is part of Collaborative housing.

Collaborative housing forms (for elderly) could be seen as an umbrella term for many housing concepts, also for international variations and concepts, with different forms or degrees of (collective) self-organization (Czischke, Carriou & Lang, 2020).

Table 7. International terminology for collaborative housing (Tummers, 2017).

FRENCH	GERMAN	DUTCH	ENGLISH	ITALIAN
CO				
<ul style="list-style-type: none"> • Habitat groupé • Habitat Partagé • Habitat solidaire • Cohabitat • Coopératives d'habitants • Habitat communautaire 	<ul style="list-style-type: none"> • Wohngemeinschaft • Genossenschaften • Wohngruppe (für senioren) 	<ul style="list-style-type: none"> • Samenhuizen (Flamand/Flemish) • Woongroepen (voor ouderen) • Centraal wonen • MW² 	<ul style="list-style-type: none"> • Cohousing • Housing co-op • Intentional communities 	<ul style="list-style-type: none"> • Co-abitare • Comune • Cooperativa
AUTO				
<ul style="list-style-type: none"> • Habitat participatif • Habitat autogéré • Auto-promotion • Auto-construction • Squat 	<ul style="list-style-type: none"> • Baugruppe • Selbstverwaltung • Hausbesetzer 	<ul style="list-style-type: none"> • Zelfbeheer • bouwen in eigen beheer • collectief particulier opdrachtgeverschap • kraken 	<ul style="list-style-type: none"> • Self-help housing • Self-build housing • Squat 	<ul style="list-style-type: none"> • Autogestione
ECO				
<ul style="list-style-type: none"> • Ecohabitat • Ecovillages • Ecoquartiers 	<ul style="list-style-type: none"> • Ökodorf 	<ul style="list-style-type: none"> • Eco-dorp • Eco-wijk • Ecologisch wonen • MW² 	<ul style="list-style-type: none"> • Eco-habitat • Eco-village • Eco-district 	

The three main forms which fall under self-building in the Netherlands are *Participatory Commissioning (PC)*, *Collective Private Commissioning (CPC)* and *Individual Private Commissioning (IPC)* and are described below. Other forms in the spectrum can be found in table 6 as well.

When “an individual acquires a piece of land and determines with which parties (architect and/or contractor) they construct their home, for their own use”, it is called IPC (Boelens & Visser, 2011. P109) According to Noorman (2006) different variations are possible. It could be self-building, have it built, only finish after it is built. All the risks are for the future residents and their degree of control is the highest (table 6).

CPC, a derivative of *IPC*, is a form of social project development in which future residents jointly commission their own newly-build project (see more elaborated definition in paragraph 2.1.5). When developing a dwelling by means of *Participatory Commissioning (PC)*, in dutch ‘Mede-opdrachtgeverschap’, the residents develop together with a professional party a house or complex. Residents are early involved, but the initiator is often a professional party (Noorman, 2006).

Co Design or *co creation* can be compared with Participatory Commissioning. This form of demand-driven construction has, in comparison with CPC and IPC, a limitation in control for individuals. This is in proportion to the removal of a certain risk for individuals by the developing party.

Co-Housing (or In Dutch ‘*Centraal Wonen*’) can be compared with CPC, however, there is a slight difference between the two concepts (Beenders, 2011). In Dutch practice, in most cases, a developer is actively involved in the development process in order to guide the private collective and/or bear the risks. During the process of CPC, the association itself is responsible for the development. This will be elaborated in paragraph 2.1.6. Besides, CPC is not always focused on shared spaces and shared facilities. Co-housing does, while CPC sometimes only focuses on collaborative development during construction. According to Beenders (2011), Co-housing form of development is bigger in other countries.

Tummers (2017, p.69) developed an overview and highlighted “realm of co-housing from a planning perspective”. This is shown in figure 16. In addition to Beenders (2011), Tummers (2017) categorizes CPC (CPO) as ‘functional contact’ and ‘collective action’, while co housing itself is categorized as ‘community living’ on the scale from individual to collective.

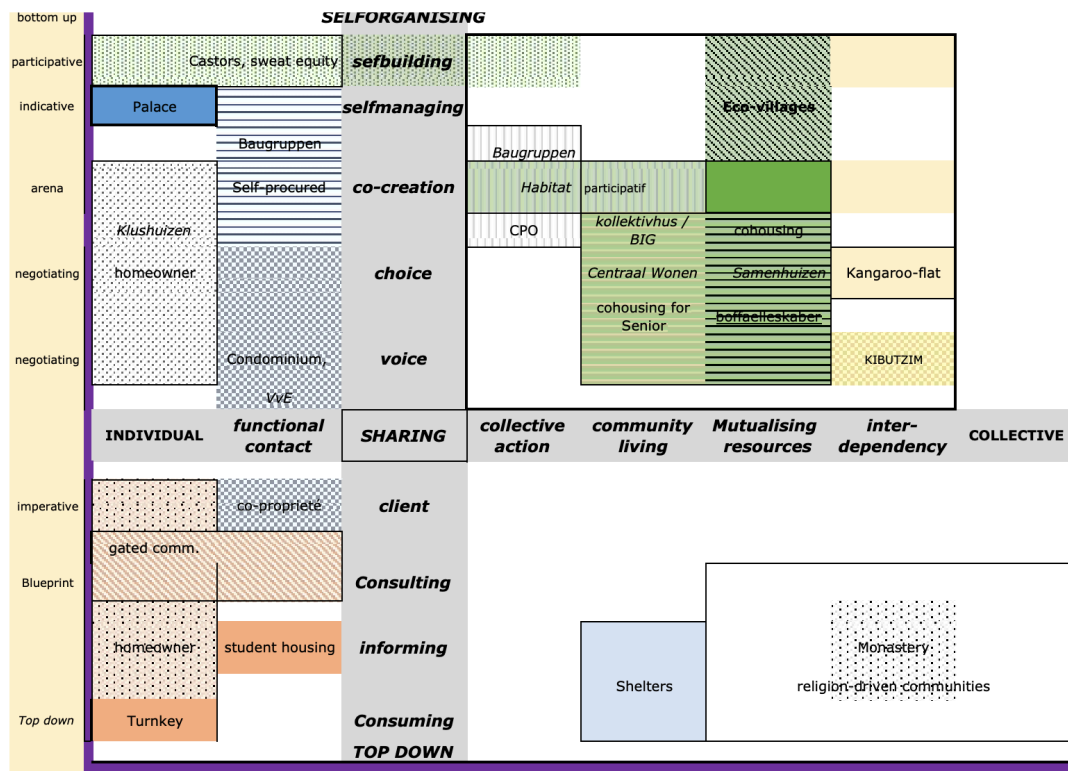


Figure 16. “realm of co-housing” (Tummers, 2017).

Based on Beenders (2011), Tummers (2017) and Czischke, Carriou and Lang (2020) figure 17 has been developed. As shown, CPC is part of co-housing, which is part of collaborative housing. On top of that, CPC is mainly a form which is used in the Dutch Context. However, it can be compared with the French Habitat participative or the German “baugruppe” (Tummers, 2017).

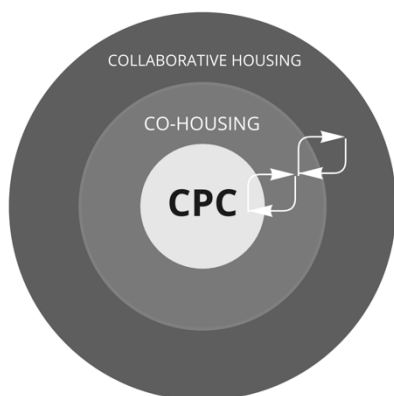


Figure 17. CPC in the context (own figure).

2.1.4 Collective Private Commissioning projects in the Netherlands

Projects which are realized by Collective private commissioning (CPC) do have many different appearances in the Netherlands. Firstly, CPC projects can vary in size. There are known projects between 6 and 100 dwellings in the Netherlands (RvO, 2021). Small projects do have fewer financial advantages. However, project changes can be handled quicker. When a project exists of a large group, the organization and mutual coordination takes relatively long. According to RvO (2021) a group size of 20 to 40 households is ideal for CPC projects. When projects have this size, economies of scale can occur and tasks can be divided equally. Besides, the coordination of the group remains clear and the group can be consulted quite easily.

CPC projects vary not only in size but also in housing types. It can be apartments but also (semi) detached- single-floor-houses or row houses, which often depends on the specific target group (e.g., elderly or starters) it is realized for. Also, architecture differs a lot because people can fulfill their own specific needs and wishes. However, it should be noted that sometimes building aesthetics requirements can be set by the municipality and that there is no complete freedom in architecture. The projects can be located in urban as well as in rural environments, and they can be either newly constructed projects or transformation or renovation projects. This all highlights that there is a great diversity in CPC projects (RIGO, 2010).



A newly constructed and well-known CPC project for the elderly in the Netherlands is "De Aahof" (also shortly mentioned in §1.2.3) or better known as the first "Knarrenhof concept" that was realized in the municipality of Zwolle in 2018. "Knarrenhof is the combination of the courtyards of the past with the convenience of today. This creates a unique concept of safe living with a lot of privacy and at the same time all the

advantages of living together. Knarrenhof is intended for people who like to help each other now and then, but who do not want to be obliged to help. It is a non-committal community where you benefit from each other's knowledge/skills and company. This is ideal for the modern senior who wants to remain independent, and who less and less can fall back on informal care and children". (Knarrenhof, 2019).

'CPO de Aahof' refers to the former swimming pool, the Aa-pool, which was previously located on the site of the Aahof, and the district, the Aa-landen, in which the Aahof is located. For technical and economic reasons, in 2000 it became clear that the pool would be suitable for replacement. On October 18, 2012, the pool was closed and then demolished. This land was owned by the municipality of Zwolle, which changed the zoning plan in 2016. This resulted in a perfect location for people to build their own houses. The Aahof consists of 34 owner-occupied homes, 14 social rental homes and a communal area, divided over two courtyards. In 2011, the idea of a joint housing project that involves more than just living arose among a number of over-50s. In addition to housing,



neighborship, self-reliance, and independence are central. The living room, kitchen, bedroom and bathroom are located on the ground floor. On the first floor is a service space where the installations are located. All houses have solar panels and have a private terrace and a communal courtyard. The houses were officially opened in April 2018 (Vos, 2019). When people die, the initiator of Knarrenhof, states that the houses will be sold for the cost price, including a small fee or raise. In this way, it will be guaranteed that most of the benefits of the first CPC initiators are passed on to the next owners (Oussoren, 2021).

It is also possible to realize smaller CPC projects. An example is "CPO Heikantsestraat" in Breda. This project consists of 7 single floor houses for the elderly. Partly due to the special shape of the plot and the specific wishes of the participants in the CPC process, a design was created with red bricks with a large differentiation in housing plans. In contrast to this differentiation, the houses in the streetscape appear as clear, repetitive volumes (Compen-Architecten, 2019).



In addition to the variation in size, projects can also vary in the degree of common facilities. For example, AQUAradius (age 50+, 56 apartments) in Hoofddorp is a CPC project which has a shared living room and kitchen. There are also 2 guest apartments and hobby rooms. People do have their own underground parking space and outside parking spots are available for guests. There are also two rooms for healthcare, such as a nurse or physio. The goal of the shared facilities is to enhance independence and social cohesion. Besides, the solidarity, involvement in the CPC building process and active attention to well-being keep healthcare outside the door for a long time. Nevertheless, when care is required, the facilities are included in the design (Ter Steege, 2016).



CPC projects can also be renovation/transformation projects. A recently finished project which is a transformation CPC project is "Boekhuis". This is a former library in the municipality of Amersfoort. After the library of Amersfoort had moved to its new-build location on Eemplein, the old building on Zonnehof became vacant. A group of active seniors in the age group between 60 and 80 years from Amersfoort, who wanted to move out from their (too) spacious (single-family) house with garden to a comfortable, single-floor apartment in the center of the city, had plans together with the architectural firm ZEEP to acquire the vacant building and redevelop it into a residential building. When the municipality put the vacant and abandoned library building on the market through a tender, the initiative group submitted the winning plan and realized 23 apartments (ZiN, 2017). Besides the fact that the project was developed through collective private commissioning, it can also serve as an inspiring example for the transformation of vacant buildings and for the realization of contemporary forms of housing for the elderly.



A similar project is located in Eindhoven, called "CPO De schrijver". A former monumental school has been transformed into 21 apartments for mixed generations in the inner-city center of Eindhoven. The school building has been expanded with a new building at the rear, resulting in an inner courtyard which is now the hub of the residential complex (Mag-Architecten, 2020).

In Eindhoven, CPC was also applied on a large-scale row-house redevelopment project. In Bloemenbuurt-Zuid, 306 houses were too expensive to renovate in 2003. This resulted in redevelopment of the area where six different newly-built CPC projects were developed, consisting of owner-occupied and rental dwellings, varying in size and facilities. A development association, consisting of buyers and tenants of all ages, has been set up for each new building block in order to let the project succeed (BieB, 2016). All projects were completed in 2016.



Sometimes CPC projects are focused on a specific theme. People are committed to this dream or theme (RIGO, 2010). Recurring themes are sustainable living environments (in the future) and social interaction (Wielen, 2017). CPC Almansweide (23 dwellings) in Hilversum or CPC De Kersentuin (93 dwellings) in Utrecht reflect sustainability in living in an environment where the natural landscape is enhanced, with people who respect each other and are aware of the environment in which they live. The focus is on sustainable materials and installations, which is also reflected in for example De Aahof and AQUAradius.

All in all, CPC projects are realized by and for a specific target group, for example, the elderly or starters. Besides, the projects are mainly newly-built projects on an acquired plot. However, they can also be transformation or renovation projects and the projects are not only focused on housing, but also on shared facilities. In addition, challenging plots seem suitable for implementing CPC projects. On top of that, CPC projects can be characterized as versatile projects. The architectural appearance can differ a lot. A specific common theme such as social sustainability or social interaction is often the basis for the realization of CPC projects.

2.1.5 Collective Private Commissioning: the complete definition

The demand for collective private commissioning shows that there is potential to pay more attention to this concept in the near future. The definitions of collective private commissioning in paragraph 2.1 might be seen as ambiguous. To have a better understanding of CPC and gain more insights into CPC, the previous paragraphs went through the CPC practice in the Netherlands in further detail by approaching collective private commissioning from different perspectives.

By doing literature reviews about different forms of project development, CPC could be placed in a spectrum and more insights about control, risks and type of development are gained. The definition of BIEB (2021): *“A form of social project development in which future residents jointly commission their own housing project”* is comprehensive by describing that CPC is a form of social project development. However, they are not mentioning the primary goal of giving residents a direct influence, full decision power influence and taking all risks about their own housing project, which Kapedani (2013) mentioned. It allows people to choose where, how and with whom they live, without relying on market options. This seems a good addition to the definition of BIEB (2021).

In addition, the CPC project examples show that CPC has different appearances. The definition of Boelens en Visser (2011) only focuses on a piece of land, the definition of RvO (2021) focuses on the development of their own home and the definition of BIEB (2021) focuses on a housing project, however from the projects in Amersfoort or Eindhoven it can be concluded that future residents do not only acquire a piece of land but can also acquire an old building to transform or redevelop together. Besides, sometimes it is not just a housing project but also shared facilities that can be developed (e.g. Hoofddorp).

By doing some more in-depth research about CPC, this study attempts to clarify an unambiguous definition for municipalities. By adding to or expanding the existing definitions, a more complete definition about **Collective Private Commissioning** could be given, which is:

A social project development method in which a group of future residents jointly have decision making authority and full responsibility for the use of the land and/or the building, the design and (re)development of their own private and public spaces and sometimes even facilities, in a transformation, renovation or newly-built housing project.

2.1.6 Collective private commissioning and the involved actors

An important part of Collective Private Commissioning is the process. This process will be explored first and thereafter an overview (table 7 and 8) will be given of the involved actors and their roles.

2.1.6.1 CPC process

Location and group

Collective Private Commissioning development can be seen as a 'reversed' construction process, in which the residential consumer or private individual is already involved from the start of the development process and has a lot of control (Beenders, 2011). People form a collective, start looking for a suitable location and try to acquire a plot or building in order to start. The formation of groups in CPC can take place in two ways: spontaneously or it could be a recruited group. According to Rigo (2010, p. 46) spontaneous groups *"usually have a stronger bond with each other. They pursue the same goal on the basis of their motive of realizing a sustainable living environment, an equal lifestyle or origin, the desire to have specific facilities, the desire to combine living with work, and so on"*. However, in urban areas where land is scarce, it can be very hard to acquire a piece of land. Therefore, another option is that a landowner (municipality, developer or private individual) owns the land/building and makes it available for (I/C) PC. When this is the case, the owner must make a choice to either divide the plot into several smaller plots in order to facilitate Individual Private Commissioning (IPC) or sell the whole plot or complex to a group of people all at once (CPC). There is a risk of not selling all the split plots within a certain amount of time (time set by the owner) or in the situation of CPC that no collective can be found. The current owner can decide what he wants (Van Loon, 2013). In most cases the municipality, housing association or private party makes a plot available (Rigo, 2010; Obvion, 2021). According to Rigo (2010) a plot passport is drawn up for land allocation for CPC. It contains rules that apply to the design and construction of the house. Also, the land price is included. However, sometimes a separate land allocation contract is included with the price of the land. This price is determined by the land policy or memorandum on land prices.

Association

When the location has been found, the group has to set up a 'legal entity' together with the other interested parties and form a non-profit association. When this is done, it has to be ensured that all members have equal voting rights. Then decisions can be made democratically (BiEB, 2021). The advantages of an association is the stronger position when negotiating with the municipality and financial economies of scale can be achieved (Van Loon, 2013). For the association, it is important to review municipal policies in advance (Rigo, 2010). In this way, the objectives of the municipality are known to the association, and it is clear if the municipality already has experience with CPC. These objectives are often expressed in local and sometimes regional housing visions which contain housing policies, housing programs, and often how municipalities use instruments, such as land policy and incentives (Rigo, 2010). Other points of attention, when not having a policy about CPC, are the land and spatial planning policies regarding zoning plans, image quality, urban design and aesthetics requirements (Rigo, 2010). If a municipality is very strict regarding these points, it is very hard to develop CPC projects (Rigo, 2010).

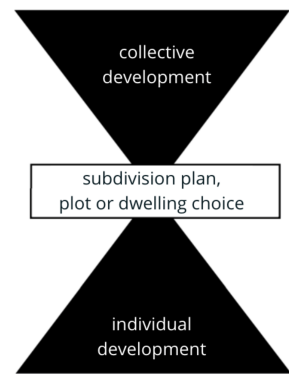
Advisor, Program of requirements & Architect

In the association, the individuals often do not have enough knowledge about the housing development process. According to BiEB (2021) it is recommended to hire external people, for example, a process manager with skills and knowledge that can guide the association during the process.

At the same time, the association has to make a program of requirements. This can be done together with the architect in order to discover all the possibilities. The architect should be aware of the

building decree and must adhere to the preconditions set by the municipality for the CPC project. If there is no subdivision plan for the plot, the architect should make this (BiEB, 2021; Obvion, 2021). This plan is the result of the collective decisions about the size, position, and type of each dwelling (structural work). The subdivision plan will be tested by the municipality against building rules and preconditions (SEV, 2007; Wielen, 2017).

Then the architect starts working on the design together with the future residents of the CPC project for every individual dwelling. This phase also proceeds through various steps: from sketch to preliminary and final design to technical design. The technical design should be very detailed in order to save time and money in later phases (Van Nieuwenhoven, 2009).



Permit and contractor

When the design has finished, the architect and CPC initiative apply for the environmental permit at the municipality (Obvion, 2021; BiEB, 2021). The municipality will assess the design against the current zoning plan and building decree as well as the aesthetic requirements (Van Loon, 2013). At the same time, a contractor should be tendered by the association. Depending on the project and involved parties a specific type of tender must be applied (Van Loon, 2013). In the end, the permit will be issued, the contractor is contracted and the association officially buys the land (Van Loon, 2013). It should be noted that land is bought in a later phase. So, there are many preparation costs associated with CPC.

Together with architect and contractor the individual dwellings could be finalized (individual development). For example, it is possible to add an extra room or adjust the layout of the kitchen. However, it is important to make good agreements about this in advance, which does not lead to extra costs later on (BiEB, 2021).

Construction and management

When everything is discussed with the individual households (individual development) about the details of the housing, the construction can start. The collective is responsible for appointing a supervisor who is in charge of the whole construction, checking the progress and quality. This could be the process manager, an architect, or a client with experience (Rigo, 2010; Van Loon, 2013). When the construction is completed, the collective association can no longer be seen as the initiator/developer. However, the legal entity could continue to exist in order to represent the common interests of the residents/owners when common facilities are realized (SEV, 2007). Only when apartments are realized, the collective is required to set up a Homeowners Association (in Dutch known as Vereniging van Eigenaren, VvE). When single family dwellings are realized, it is not required (SEV, 2007; Wielen, 2017).

The municipality could make arrangements for the public space around the project. It is possible to transfer the responsibility for public space to the association. Therefore, the municipality could set up requirements for a minimum quality of public space, for example. Resulting in enhancing the connections of the collective and lower costs (Wielen, 2017).

Table 7. complete overview of several researches/sources about CPC process (edited by author)

PHASING			ACTIVITIES					
De Regie (2004); Wielen (2017)	SEV (2007)	Rigo (2010)	Rigo (2010)	Van Loon (2013)	Wielen (2017)	BiEB (2021)	Obvion (2021)	
		preparation	review policy set up plot passport determine price of the look for objectives of municipality					
initiate	Group forming	plan development	group formation spontaneous or recruit	group formation searching for location owner decides what will happen with the ground (ipc or cpc)	taking initiative define programm searching for process coordinator recruiting making contact with municipality search for location inventory financial capabilities	group formation sign for location	find location sign up for location	
definition	Collective development		set up legal entity find architect	form legal entity find collectively advisors	set up legal entity define Program of Requirements	set up association find advisors	set up associaton find advors	
design			tender contractor gain insurance, for individual construction define program of requirements	find collectively architect	look for an architect making agreements on locaiton searching for backstop continuing recruitment of individuals	find achitect	find contractor find process advisor	
			make technical design apply for permits	architect makes design apply for permits check for aesthetics requirements buy officialy the ground tender contractor	design dwellings and surroundings choose plot search for contractor apply for permit arrange funding	make design apply for permit tender contractor	make design with architect, involve process advisor apply for permits tender contractor	
construction	Individual developemnt		construction	check progress & quality set up supervisor finish individual housing projects (in dutch afbouw)	construct dwellings set up supervisor check progress and quality	construct dwellings supervise progress & quality	construct	construct
management			management		type of contract decides what should be done after construction. Turn-key or only structural construction is done	set up Homeowners Association make agreemtens with municipality about public space		enjoy your home

Kapedani (2013) compared the process of CPC with serial production and can be found in figure 16. The main difference between the two types of development is that, from phase 2 on, the private collective does have full authority over the project instead of the market party. As can be seen in figure 16, the market party is replaced by the private collective. On top of that, a separate builder should be contracted for phase 3, design. The market party or developer often has his own contractor or subcontractor.

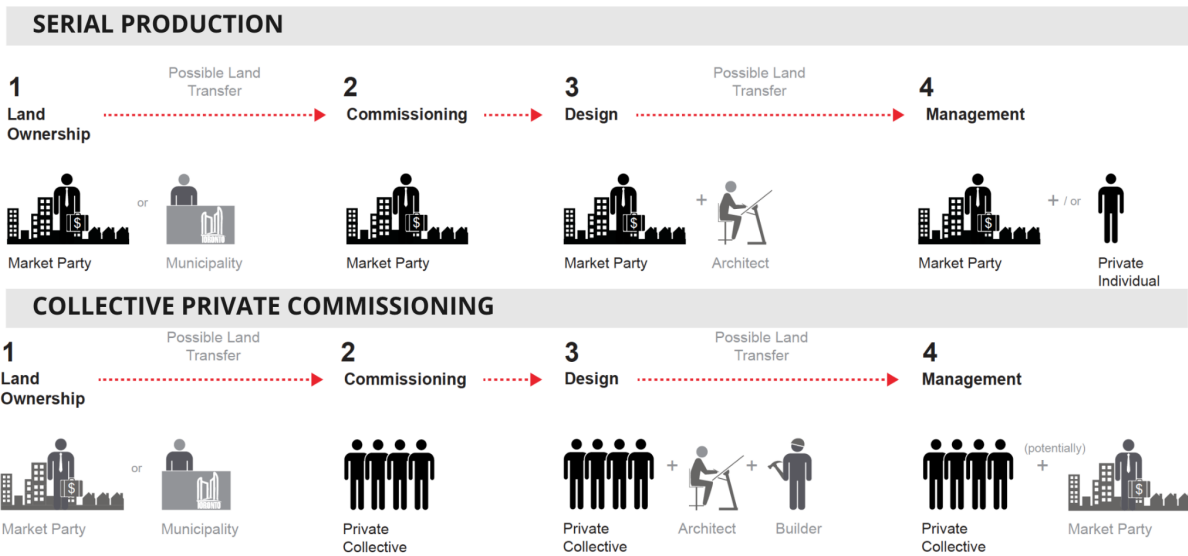


Figure 16. CPC compared with SP (Kapedani, 2013)

2.1.6.2 Overview of the involved actors in CPC

Various actors are involved in the different phases of the development. Each actor has its own role in the process and development. In traditional serial production, the developer has control and authority over the construction process. The client is involved as late as possible and almost all risks are for the developer. This is a reversed situation by Collective Private Commissioning where the resident will be the principal. The future residents jointly have decision-making authority and full responsibility for their new home. Based on the CPC process in §2.2.1, RIGO (2010) and Wielen (2017) an overview of actors and roles can be given. This is shown in table 8:

Table 8. Actors & Roles compared with traditional Serial Production (RIGO, 2010; Wielen, 2017)

Role	Actors: Traditional development	Actors: Collective Private Commissioning Development
Legislator and land allocator	Municipality	Municipality Developing contractor
Client (in possession of resources and land)	Project Developer Contractor Investor Housing association	Private Individual Collective of Private Individuals
Process supervisor and/or backstop	-	Province Municipality Independent process coordinator Coordinating developer Coordinating architect Coordinating contractor Housing association
Designer	Achitect Constructur Costs expert	Achitect Constructur Costs expert Catalog Builder
Contractor	Contractor Sub contractor Supplier	Contractor Sub contractor Supplier
User	Owner Resident	Private Individual Collective of Private Individuals

In comparison to serial production, the *process supervisor* and *backstop* are extra (essential) roles for CPC (Wielen, 2017). These process supervisors or process managers can guide the association

during the process and serve as a link between the professional actors and principals. The backstop bears the risk for possible unsold houses (also in §2.1.3) (Wielen, 2017) and will serve as optional pre-financer (e.g. Province with subsidy) for the CPC initiative before the land is bought (RvO, 2018).

The advantage of a backstop is that the development process can still continue when one or more initiators drop out of the development process. Besides, a backstop construction lowers the threshold for initiators because extra security is guaranteed. Normally, initiators cannot bear the burden of a possible dropout. This is prevented with a backstop.

Previously, these constructions were mainly offered by housing associations. However, housing associations have to focus more and more on their 'core business' (See also 2.1.1) which is the provision and development of rental housing in the social sector. Due to changing legislation and regulations, housing associations rarely offer such constructions anymore. This role seems to be reserved for contractors and architects. In practice, this construction is not considered risky because the projects are built at cost prices. The advantage for contractors and architects is that they can use their own funds to develop homes at cost price and later resell them at market value (which is in all cases higher than cost price). The disadvantage is that these contractors and architects must have sufficient equity capital. In many cases (mainly smaller companies), this is not the case. As a result, the options for the CPC group when selecting contractors and architects are more limited (Baan, 2016).

Municipalities and housing associations often set professional process guidance as a requirement for collective private commissioning, and therefore, a process supervisor can be seen as an important actor as well. The involvement of a backstop is also not a (legal) obligation, but plays an essential role in the acquisition of a mortgage and in the group process of collective private commissioning (RIGO, 2010).

2.1.6.3 Interest of different actors in CPC

This paragraph explains the interests of various actors in participating in or focusing on collective in table 9, it is shown that in a CPC project different types of actors are involved. According to Bakker (2012) some actors can be categorized as formative or leading actors, while other actors can be categorized as facilitative actors. According to Boelens (2010) it is possible that certain actors in an association may be more dominant, because they have particular resources at their disposal that are required for action. As a result, Bakker (2012) divided the different roles and actors into formative and facilitative actors. This is shown in table 9:

Table 9. Formative and Facilitative actors in CPC (from Bakker (2012))

Formative / leading actors		Facilitative actors	
Role	Actors	Role	Actors
Client (in possession of resources and land)	Private Individual Collective of Private Individuals	Process supervisor	Independent process coordinator Coordinating developer Coordinating architect Coordinating contractor Housing association
Legislator and land allocator	Municipality Developing contractor	Designer	Achitect Constructur Costs expert
Backstop	Province Municipality developer contractor Housing association	Contractor	Contractor Sub contractor Supplier
		User	Private Individual Collective of Private Individuals

The basic principle is that formative actors can be seen as principals and facilitating actors as contractors in a CPC project. It is assumed that the backstop actor will set preconditions for its participation and can therefore be seen as a formative actor. It is further assumed that this role is not performed by an independent process manager or a coordinating architect, as it is not in line with their activities (Bakker, 2012).

As stated, according to Boelens (2010) actors might have particular reasons and resources at their disposal that are required for action. Therefore, the motives, interests, and means of formative actors such as the collective and municipality will be discussed in the next sections.

The Collective

In CPC, the most significant formative actor is 'the collective', which consists of a group of private individuals (Wielen, 2017). They are both clients and end users at the same time. Besides, they are also responsible for financing the project and for making decisions, as stated in the definition in paragraph 2.1.5.

People who start a CPC project usually think more about how they wish to live. CPC is possible for all target groups, but CPC groups often consist of seniors, young people, or less wealthy housing consumers (RIGO, 2010; Bakker, 2012). The needs of housing consumers who choose CPC often do not match the current supply of the housing market. This is the biggest motivation for people to start a CPC project that can fulfill their specific needs (RIGO, 2010).

Other motives or benefits for the collective actor are *influence on the neighborhood* and *competitive price agreements (economy of scale)*. The group together determines the design and is not dependent on a project developer. They will not only have influence on their own home, but also in the interpretation of the neighborhood.

Because the collective jointly purchases products for development, they can benefit from economies of scale. Materials such as roof tiles, bricks and cement can therefore be purchased in bulk. Also, better price agreements can be made with, for example, a contractor or an architect (Bakker, 2012). Costs are usually 10 to 20 percent below the market value (Obvion, 2021).

The target group of this research are the elderly. The combination of CPC and (health)care provides many benefits for society, the municipality, government, care providers and, last but not least, for the collective (elderly) itself (RvO, 2017; Hofstrategie, 2017):

Societal motives and benefits

- Greater social cohesion means more informal care between residents. This can relieve the pressure on care systems and amongst elderly.
- People remain longer independent and have fewer psychological and physical problems.
- (showcase/positive profile for the municipality and even the province. A good example is the Knarrenhof which has received a lot of attention from several media companies).

Social motives and benefits

- Because people live in a group, residents have less feelings of loneliness. On top of that, residents do make less use of family and environment
- High level of social cohesion
- It is good to move while you are still fit and before physical/mental problems arise
- The social care component works: people stay active much longer.
- People can rely on each other

physical motives and benefits

- Elderly will develop high-quality dwellings resulting in more diversity in the current housing stock.
- A great opportunity to preserve an old, beautiful building that is being given a new meaning (eg from education to housing)
- It will be/are homes with a good price/quality ratio
- It ensures a very well-thought-out layout of buildings, conceived from the end user who takes into account quality of life in combination with affordability instead of only cost-technical and sales aspects that developers focus on. Besides it is aimed at non-mobile residents with extra wide galleries and parking spaces

In order to secure the motives or interests, the group can set criteria or requirements. By means of a program of requirements, design criteria or budget the desired interest can be safeguarded (Kievit, 2013).

The Process supervisor

Despite the fact that the process supervisor is not a formative actor in the CPC process, it is an important independent actor, which is often required by the municipality. However, what should be noted is that this process supervisor does not take over the control and decision power of the collective (Wielen, 2017). The process supervisor has an indirect interest in the project.

In CPC projects, the supervisor focuses on and supports process aspects, such as the process approach, the project organization, the decision-making method, and the financial and legal aspects. They also regularly support construction groups in conducting consultations or negotiations with the municipality or other parties and in selecting or contracting an architect, consultant or contractor. Besides, they elaborate on the minimum requirements of the group, work out the principles for the architect, supervise the different construction phases and apply for a subsidy from the municipality and province. The (residential) ambitions of the (future) residents and users are always central in their working methods (DeRegie, 2021; Obvion, 2021).

The Municipality

Before the CPC project even starts, the municipality has a key position in collective private commissioning because, after all, they have to focus on plot allocation, welfare and permits. By means of policies and public and private instruments such as the zoning plan (in 2022; the Environment & Planning Act) and land policies, the municipality will have influence on the supply of CPC-locations and CPC projects. According to Noorman (2006), they can also be the party that actively stimulates (collective) private commissioning. Due to an amendment to the Land Exploitation Act in 2007/2008, municipalities can allocate land for private commissioning in their zoning plan. It is also possible to expropriate land in order to facilitate CPC projects, but this can be seen as a hard and last option to facilitate CPC projects.

According to Noorman (2006) and Van Loon (2013) municipalities can be divided into four types:

1. Municipalities which have been allocating plots for many years, however, do not want to scale up. They do want more know-how and knowledge to improve the results in urban planning and architecture.
2. Municipalities which allocate many plots per year and actively support (C)PC
3. Municipalities which allocate a few plots a year and sometimes actively support (C)PC
4. Municipalities that occasionally allocate plot(s), but do not develop policies for CPC or do have the wish to implement it in their policies.

In addition, Van Loon (2013) highlights that the size of the municipality also influences the attitude towards private commissioning. In small municipalities, there is little resistance to private commissioning, while large(r) municipalities generally have a much more negative attitude towards private commissioning. This has mainly to do with the amount of land they own. On top of that, the following obstacles are put forward by municipalities: municipalities have 'agreements from the past' with developed parties, ground prices are high, there are general restrictions for all housing construction, there is an obligation to build social rental housing; which all make it harder to stimulate (collective) private commissioning (Van Loon, 2013).

The interest of a municipality in CPC

Bouabbouz (2012), Kievit (2013), Verheijen (2014), Wielen (2017) & Van den Berg (2018) concluded in many municipal policy memorandums and research that CPC is not the goal itself, CPC can be

used as a means in order to achieve other (policy) goals of the municipality. This is shown in figure 17 and could be a motive for the municipality to focus on CPC.

CPC as instrument for/to:	Bouabbouz	Kievit	Verheijen	Wielen	van den berg
increasing control and freedom of choice for future residents	x			x	x
means to realise facilities		x		x	
increasing opportunities for special target groups			x	x	
stimulating flow on housing market			x		
enhance housing quality	x	x		x	
enhance spatial quality	x	x		x	
match demand and supply		x	x		
preservation of (historic) buildings		x		x	
increasing self-reliance (elderly and care)				x	x
social cohesion	x	x		x	x
to built in high density areas	x				
land sales			x		
catalyst for transformation of urban (industrial) areas	x	x			
creating affordable housing			x	x	

Figure 17. CPC could be used as instrument by the municipality in order to achieve (policy) goals (own figure)

In order to safeguard these interests, which come in some cases from policy objectives, a municipality can be involved from the start of the process of collective private commissioning. On top of that, in many cases, the initiative and recruitment even lie with the municipality (See also 3.3.1): "If groups do not automatically present themselves, that does not mean that there is no demand for CPC" (SEV, 2007; p33).

By communicating clearly about the possibilities of collective private commissioning, the municipality could actively involve groups. The SEV (2007) gives a number of means of communication for this: such as websites, advertisements, information evenings, excursions, workshop (open) days and attention in the media. By providing targeted information and offering guidance, the municipalities can lower the barriers and remove barriers that many private individuals experience in collective private commissioning. An expert can be appointed for this guidance or a consultancy can be hired and a permit coach, legal/construction consultant or process supervisor can facilitate the process (Kievit, 2013)

A municipality can also set conditions (or rules) for the process and/or product of collective private commissioning in addition to the previously mentioned facilitating and activating roles. However, these conditions could be in conflict with the interests of CPC parties. For example, aesthetic criteria, image quality plans, feasibility studies or requirements with regard to the choice of an architect can be imposed as leading by the municipality, while for example the CPC association wants to choose the architect themselves. On the other hand, too much freedom can be experienced as frightening for the association (Kievit, 2013). This requires a lot of consideration by the municipality.

2.2 Instruments for municipalities to facilitate CPC

Wielen (2017) states that municipalities can influence the product and the process of CPC. Municipalities can require that a process advisor be connected to the association. In this way, municipalities set conditions for the process. On the other hand, municipalities can set conditions for the product. An example can be the external appearance, which can be described in the urban zoning plan. However, setting too many conditions upfront can influence the freedom of a CPC project.

Before an CPC project starts with construction, the municipality has a key position in collective private commissioning. After all, they have to focus on plot allocation, welfare, and permits. By means of policy and public and private instruments such as the zoning plan (in 2022; the Environment & Planning Act), the municipality can have influence on the supply of CPC-locations.

According to Noorman (2006), they can also be the party which actively stimulates (collective) private commissioning. Due to an amendment to the Land Exploitation Act in 2007/2008, municipalities can allocate land for private commissioning in their zoning plan. It is also possible to expropriate land in order to facilitate CPC projects, but this can be seen as a hard and last option to facilitate CPC projects.

The growing interest in resident initiatives is a result of the aging population and a lack of supply. Therefore, governments have to act in a more facilitating, stimulating and regulating way in order to enable initiatives in urban environments (Heurkens, 2019).

In order to do so, cooperation between all partners requires the state/municipality to delve into the interests and goals of the market and society, adapt its policy and strategy accordingly, and actively cooperate and connect with the various organizations in the market. This is in line with the theory of Heurkens et al. (2017). The researchers investigated all kinds of instruments that help public parties improve cooperation with private parties and realize urban (re)development. According to Bouabouz (2012) CPC can be seen as a development strategy for urban area (re)development. The researcher identified several themes why CPC does connect to phased bottom-up urban (re)developments. Besides, in paragraph 2.1.2, it was mentioned that due to the global financial crisis in 2008, the supply-led housing market had to make room for more 'incremental' and 'organic' urban developments according to Buitelaar et al. (2012); Bossuyt, Salet & Majoor (2018). These were CPC projects, which remained stable and ensured lasting area developments. In addition to the points above, CPC projects can consist of large numbers of dwellings that can provide (small scale) urban developments. Therefore, the range of instruments for urban development can also be utilized for CPC.

The range of instruments comprises 4 different views/roles on which various steering instruments can be analyzed, which are described in table 10:

Table 10. Steering instruments for area (re)developments (Heurkens et al. 2017).

Role:	Guiding/Shaping	Regulatory	Stimulating	Connecting
instrument:	Vision Formulating Instruments	Legal planning instruments	(In)direct cost and/or risk-reducing instruments	instruments that increase organizational capacity
what:	Create area potentials and give direction to the choices of market parties (market-forming)	Delineate area potentials and limit the options of market parties (market-regulating)	Increase area potential and broaden the options of market parties (market-stimulating)	Explore area potentials and help market parties to discover new options (market-facilitation)
Examples	policy document, housing visions, masterplans	land-use plan, tender	subsidies, taxes, expropriation, infra-investments	organizing collaboration, network building, process guidance, conflict fighting, trust

The roles shown in figure 18 include a range of instruments set against two axes: 'steering on distance and steering in consultation' and 'hard steering and soft steering'. The range of instruments provides insight into how the municipality can steer urban development. However, this range of instruments could be applied in different ways per municipality (Heurkens et al., 2017).

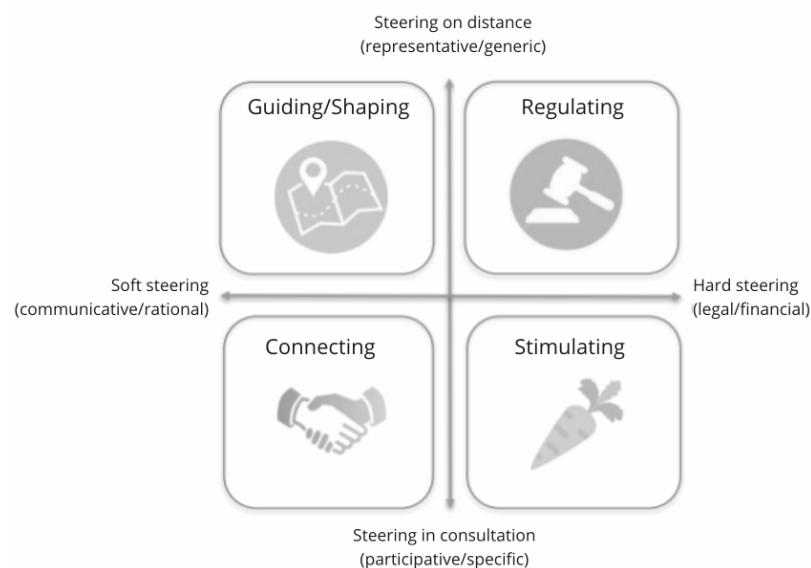


Figure 18. Instrument quadrant (Heurkens et al., 2017)

Steering at a distance or remotely can be done by providing visions, plans and legal frameworks. (Heurkens et al., 2017). Steering in consultation or controlling from proximity is done by deploying instruments together with the parties. Additionally, the distinction between hard and soft steering can be made by legal and financial instruments, which are hard elements and communicative and relational instruments which are more soft elements. This last form of steering provides the confidence that is so much needed to reach concrete agreements. After all, soft steering is about the relational aspect. By providing direction, a municipality can clearly state what it stands for and as a result, the market or initiatives will know better where their options and perspectives lie.

Based on the literature in the previous paragraphs and desk research, the following instrument can be composed for CPC projects:

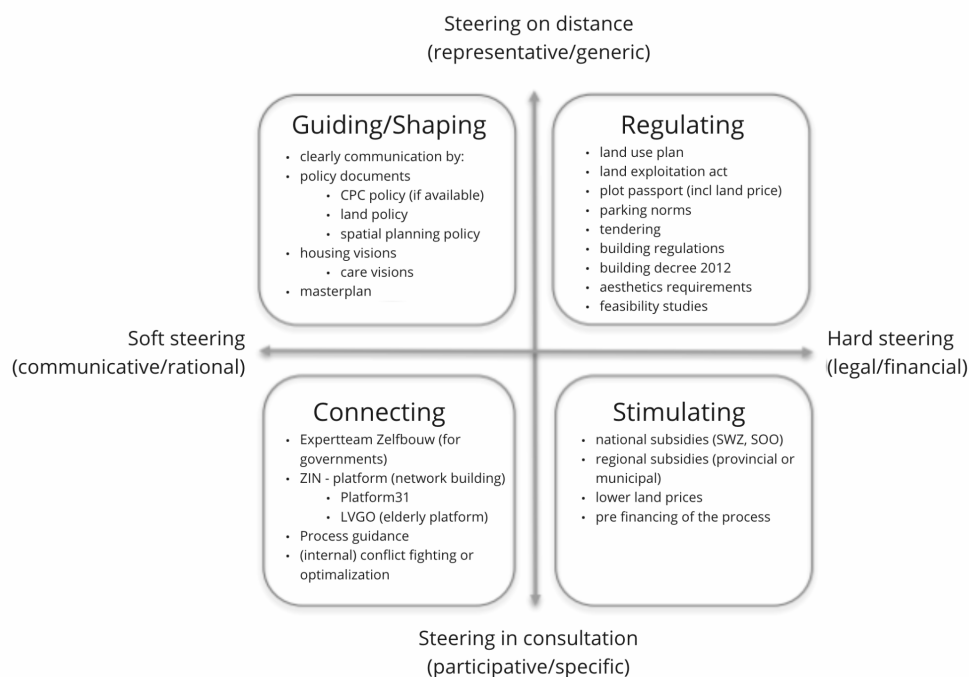


Figure 19. Instrument overview for CPC projects (based on Heurkens et al. (2017) and edited by the author)

Governments often tend to focus mainly on a breakthrough by means of hard steering, by wanting to regulate or by making land purchases. According to Hoorn (2020), this can certainly be important to ensure that a development gets the desired result. However, not everything can be tackled with hard instruments. It is also necessary to spend a lot of time on the steering roles 'guiding' and 'connecting'. The soft steering needs a lot of attention, in all phases of a development. After all, the interactions between people ensure the right developments (Heurkens et al., 2017; Hoorn, 2020).

Research by Heurkens et al. (2017) shows that the use of a single instrument often does not provide sufficient guidance to achieve area development. The authors recommend using a mix of instruments in order to arrive at a process of effective steering by municipalities. They note that although an instrument mix is necessary, this does not mean that all instruments from the instrument range must be applied. 'A tailor-made selection is needed on a case-by-case basis' (Heurkens et al., 2017) p. 42.)

2.2.1 Capacity building/connecting

That governments can be part of the market, as stated by Heurkens et al. (2017) builds upon the theory of Adams & Tielsdell (2010) who see "Planners as market actors". By providing guidance,

regulation and stimulation, the municipality can (in)directly influence market parties and the market environment. Instead of dictating or directing, the municipality works together with the market, resulting in opportunities to learn from each other. This new way of working requires broadening horizons and bringing together skills and (market) knowledge. This is also known as 'Capacity Building' (Adams & Tiesdell, 2010). It will support the implementation of developments, because, in their book, Adams & Tiesdell (2012) state: *“Capacity building enables actors to operate more effectively within their own opportunity space, while influencing the opportunity space of other actors to wider advantage”* (p. 287).

The better a municipality is able to implement capacity building, the more effectively it can influence the market parties and the market environment. Guiding, regulating and stimulating instruments are only effective if the people and organizations who use these instruments do have enough knowledge and skills. However, as stated in the problem statement, municipal processes lack focus on, and cooperation and experience with, resident initiatives such as collective private commissioning projects. Therefore, capacity building is important to focus on. The research by Heurkens, Adams & Hobma (2015) examines the possibility for local planning authorities to employ a number of policy instruments. In table 11, capacity building, stimulus, regulating and shaping instruments are shown and what their impact is on the market (Heurkens, Adams & Hobma, 2015).

Table 11. Categorization of planning tools (Heurkens, Adams & Hobma, 2015).

Instruments	Impact on markets	Sub-types and examples
Shaping	Shape decision environment of development actors by setting broad context for market actions and transactions	Development/investment plans <i>Public (infrastructure) investment plans</i>
		Regulatory plans <i>Statutory plans, policies, strategies</i>
		Indicative plans <i>Non-statutory plans, policies, strategies</i>
Regulating	Constrain decision environment of development actors by regulating or controlling market actions and transactions	State/third party regulation <i>Planning permission, property rights</i>
		Contractual regulation <i>Development, section 106 agreements</i>
Stimulus	Expand decision environment of development actors by facilitating market actions and transactions	Direct state actions <i>Reclamation, infrastructure, land acquisition</i>
		Price-adjusting instruments <i>Grants, tax incentives, bonuses</i>
		Risk-reducing instruments <i>Policy certainty, place management</i>
		Capital-raising instruments <i>Loan guarantees, funds, partnerships</i>
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Market-shaping cultures, mind-sets, ideas <i>New perspectives, ways of thinking</i>
		Market-rich information and knowledge <i>Market and development process logics</i>
		Market-rooted networks <i>Formal and informal interaction arenas</i>
		Market-relevant skills <i>Human capital, individuals</i>

In order to achieve capacity building, it is required to focus on crucial areas, which are: (Adams & Tiesdell, 2010; Adams & Tiesdell, 2012; Heurkens, Adams & Hobma, 2015):

- Market-shaping cultures, mindsets and ideas
 - Which means that governments should be part of the development process as an active participants
- Market-rich information and knowledge
 - Which means that governments should know how the process works.

- Market relevant skills
 - Which means that governments should focus on (in)formal interactions between actors and sectors
- Market networks
 - Which means that governments should invest in human capital and focus on individual skills.

All in all, capacity building is aimed at facilitating the guiding, stimulating and regulating instruments (Adams & Tiesdell, 2012). In addition, capacity building *"requires greater trust, mutual respect, and a willingness to work together in partnership with the private sector, both formal and informal, to achieve mutually beneficial and desirable outcomes."* (Heurkens, Adams & Hobma, 2015. p.6)

On the other hand, capacity building can be seen as a separate steering instrument by Heurkens et al. (2017), which is 'connecting'. However, according to Heurkens et al. (2017) it is clear that the quadrants cannot work without each other and that a broad palette of (policy) instruments is necessary to ensure that high-quality area transformations will be obtained. Additionally, both research highlights the importance of the soft participative steering mechanism and that more than one quadrant should be used in order to create a successful place.

2.2.2 Effectiveness, efficiency and evaluation

According to Rijksoverheid (2021) the ultimate choice of one or more instruments must be based on an assessment of the effectiveness and efficiency of various instruments. As a result of looking at efficiency and effectiveness, more insight can be obtained into the usefulness and elaboration of the steering instruments.

The expected *effectiveness* of the set of instruments refers to how and to what extent the set of instruments is expected to contribute to the achievement of the objectives. This creates a link between the instruments' expected performance and the desired results (Rijksoverheid, 2021).

The expected *efficiency* of the instruments revolves around the expected ratio between the (financial) resources to be deployed and the performance and/or effects to be achieved (Rijksoverheid, 2021).

On top of that, since 2006, the Central Government has applied the Periodic Evaluation Survey (in dutch RPE), which obliges the various ministries/municipalities to periodically evaluate their current policy (instruments). The RPE contains a guideline that is intended as a practical tool for the implementation of policy (instrument) evaluation, which can be found on the website of the Central Governments (Rijksoverheid, 2022). Figure 20 is based on this guideline and represents the chain of the policy process effectiveness, efficiency and evaluation:

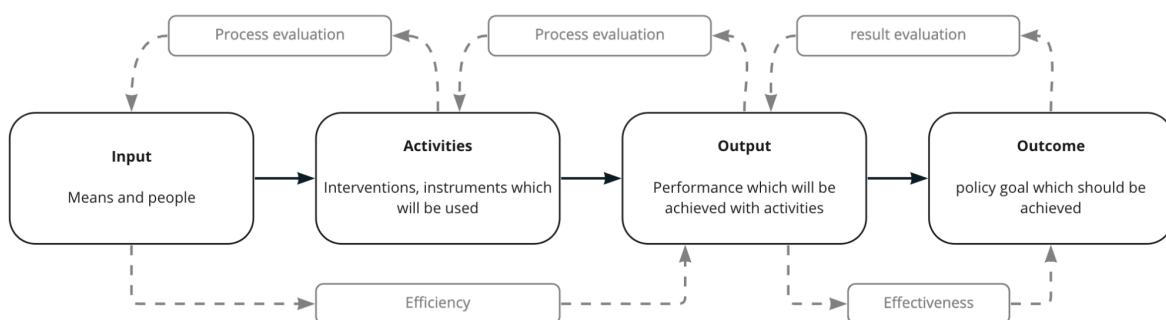


Figure 20. Chain for policy efficiency, effectiveness and evaluation (Author, based on Rijksoverheid, 2022).

In order to achieve a successful, efficient, and effective project, it is necessary for both, municipality and CPC initiative to gain an advantage from the realization of collective housing forms. The municipality has a wide range of existing available instruments. However, if a municipality wants to steer effectively, there are a few steps to go through, according to Heurkens et al. (2017):

Step 1: 'inventorisation of the current situation'

Before it can be determined which instruments should be deployed, resulting in a way in which the municipality can effectively facilitate and/or steer actors, it is important to gain insights into the way in which the municipality already manages. What is going well, but also what could be improved and therefore barriers could be identified. The researchers identified three types of barriers which prevent or limit transformation of urban area locations (Heurkens et al. 2017, p. 18):

- *Legal barriers*
 - long and difficult procedures (eg. expropriation, adjustment in land use plan, permits)
 - limited national regulations and local policy rules

- *Organizational barriers*
 - unclear visions by local municipalities, which result in insecurities for developing actors
 - political insecurities (every 4 years new elections)
 - lack of administrative expertise and continuity

- *Financial barriers*
 - high investments before project starts
 - insecurities about yield/efficiency of products
 - high costs for land acquisition, expropriation, process and advice

Based on the explanation given for the various barriers, it is possible to order the three categories in relation to the range of instruments. Steering on legal barriers and financial barriers is mainly done on the hard side. For legal barriers, steering will be done by regulating instruments. For financial barriers, steering takes place by means of both regulation and stimulation. Organizational barriers are mainly located on the soft side of the steering spectrum. Steering on organizational barriers can be done by giving direction and connecting (Van Loo, 2021). Figure 21 visualizes how the three categories of barriers relate to the instrument.

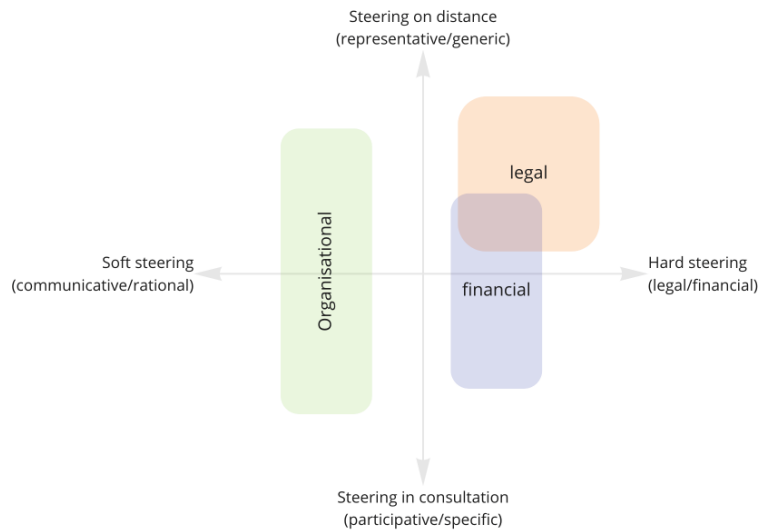


Figure 21. Barriers in relation to steering instrument (adapted from Heurkens et al. 2017; Van Loo, 2021)

Step 2: 'Basics in order'

When barriers and opportunities are collected, solutions can be defined based on existing instruments. The main question in this step is: To what extent can municipalities reduce barriers with existing elements? In order to achieve effective steering, it will be examined which existing instruments can be adapted or supplemented. All in all, the aim is to find an optimal mix of instruments from the four quadrants of the instrument range (Heurkens et al. 2017).

Step 3: 'Add additional instruments'

In addition to existing instruments, the municipality can conduct research into the use of new instruments. International references can serve as examples, but inspiration can also be found within other sectors (Heurkens et al. 2017).

Step 4: 'Last additional incentive needed'

When step 2 and step 3 do not lead to the desired result, an (financial) incentive is needed in order to achieve the goal.

2.2.3 Land policies

As stated in the intro of paragraph 2.3, municipalities can have an influence on CPC by means of public and private instruments and policy. The instruments are described in the previous paragraphs. However, policy is still underexposed in this research.

The memorandum on land policy states which policy the municipality pursues and which legal instruments it uses to implement that policy (De Leve & Kramer, 2020). There is no legal obligation to set up a land policy memorandum and municipalities also have freedom of form. This is why municipal land policy memorandums differ a lot. In extreme forms, there are 2 types of land policies, active land policy and facilitative land policy. In short, when having an active land policy, the municipality is in full control. When having a facilitating land policy, the management is left to market parties. In addition, there are so-called intermediate forms in which public and private parties work together. Facilitating and active land policy includes certain land policy instruments and activities.

Active land policy

In the case of an active land policy, the municipality owns the land or actively acquires the land and thereafter prepares it for construction, which means construction of sewers and construction roads. When the land has been prepared for construction, the building plots are issued/sold to buyers who can proceed with development within the boundaries of the zoning plan. After the completion of the buildings, the municipality will prepare the public space around the housing (Bergen, 2019).

Facilitative land policy

In the case of a facilitating land policy, the municipality does not own the land itself and will not acquire it, but creates preconditions in which the market party can carry out the desired development. The municipality sets requirements for the quality of the public area and makes agreements about future management. As a result of a passive land policy, the municipality runs little or no financial risk. However, the control options are also more limited than with an active land policy (Bergen, 2019). Steering on projects will be done by policies/visions (the softer steering instruments of Heurkens et al. (2017)).

Within the facilitating land policy, a distinction can still be made between a *passive facilitating policy* and an *active facilitating policy*. In both cases, a market party owns the land and will eventually proceed to develop the land. The difference is that in a passive facilitating policy the municipality gives low priority to development. The municipality will only check whether the initiative fits within the policy and ambitions and will issue the required permit.

When the municipality has an active facilitating policy, they will encourage the market party to proceed with a development because the municipality has a high priority on the development. The means described in 2.2.3 can be reasons why the municipality wants to proceed with, for example, CPC. When a market party wants to start developing the land, the municipality must assess the initiative and check whether the plan fits within their existing policy. A decision will be made on whether to proceed or not. It is also possible that the municipality has to adjust the zoning plan at a later stage and that costs have to be incurred for the construction of infrastructure (Bergen, 2019).

In the following table 12 and figure 22, an overview is given of instruments and activities, and the (dis)advantages of both policies will be described, based on Bergen (2019) and De Leve & Kramer (2020).

Table 12. Overview of active and facilitative land policy (Bergen, 2019; De Leve & Kramer, 2020)

	Active land policy	Passive (facilitative) land policy
Definition	The municipality acquires, prepares land for construction and housing and hands out the land itself to third parties (sale of land by the municipality)	The municipality limits itself to its regulatory task and sets frameworks for the private sector. The purchase, exploitation and sale of land is left to private parties.
Instruments & Activities	(active) Acquisition - strategic procurement, - expropriation, - Municipal preferential Rights Act Temporary Management Prepare for construction and housing land issue cost recovery: discounted in landprice	Spatial instruments - zoning plan, - exploitation plan, - environmental permit Anterior/Posterior Agreement (Building) regulations legal ordinance Cost recovery: anterior agreement, exploitation plan, posterior agreement
Advantages	- maximum management of municipal objectives in the field of spatial development, such as living, working and nature - maximum control on content, quality and phasing of the plan development - strong negotiating position	- Limited risk for the municipality, the financial risks of the land exploitation are for market parties, - Financial and organizational burden are for third parties, - Municipality can set location requirements in an anterior agreement or exploitation plan.
Disadvantages	- negative results and risks are for the municipality - financial and organizational space is needed - required specialists for implementation are scarce - require considerable effort from the municipality	- Priority of development lies with the private owner, steering on projects is based on the (municipal) policy framework, - Less, or no, impact on operating profit, - Less influence on the planning and timing of desired location developments.

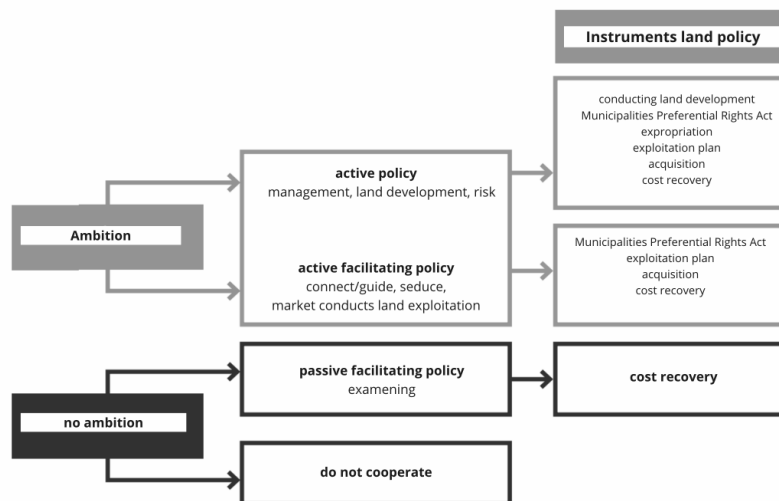


Figure 22. Active, active facilitating and passive facilitating land policy and the associated instruments (Adapted from: Tilburg, 2019)

It is also possible to have an intermediate land policy, which is called the situational land policy. Then, the municipalities base the choice for a certain form of land policy on (predetermined criteria regarding) existing or desired land positions, available financial and personnel capacity, expected risks and social urgency (De Leve & Kramer, 2020).

Table 13 shows different development stages for different cooperation models between the public and private sectors. In the last row, the degree of active or passive land policy is added. For this research, the focus is on private realization, which shows that the initiative and operation stage could be on the public as well as the private side. The rest will be the responsibility of the private party.

Table 13. Different roles within Public, Public-Private Partnerships or private realization (I/C-PC) (Heurkens et al., 2012; adapted from Kenniscentrum PPS, 2006)

Development Stage	Sub-stage	Public Realization	Building Rights	Joint Venture	Concession	Private Realization
Initiative	–	Public	Public or Private	Public or Private	Public	Public or Private
Plan & feasibility	Vision and program	Public	Public & Private	Public & Private	Public & Private	Private
	Design plan	Public	Public & Private	Public & Private	Private	Private
Realization	Land development	Public	Public	Public & Private	Private	Private
	Real estate development	Public or Private	Private	Together or Private	Private	Private
	Construction	Private	Private	Private	Private	Private
Operation	Maintenance public space	Public	Public or Private	Public or Private	Public or Private	Public or Private
Land use policy		Active < >			Passive	

According to Bossuyt, Salet & Majoor (2018) could the Dutch norm of an active land policy potentially enable the development of small initiatives, such as CPC initiatives. However, according to Bergen (2019) many municipalities do have a facilitative policy. This has to do with the financial crisis back in 2009. During the crisis in 2009, it became apparent that large losses were taken by the municipality as a result of high depreciation on the value of land. The reason for this was the disability to develop the grounds because no developing party was found for the locations. On the other hand, in the realization phase, some municipalities have a small part and can choose to invest in land development in order to prevent market failure (Overheid, 2020).

2.2.4 Government & Governance

Public, private and social organizations each offer unique values and perspectives on issues in society. The public sector focuses on legitimacy and legality, the private sector focuses on effectiveness and efficiency and the social sector focuses on satisfaction and attention (De Jong, 2016). According to De Jong (2016) & Krul-seen (2016) complex societal issues can be tackled and societal (added) public value can be created when different angles or worlds are brought together in a coalition. In a coalition, the three organizations are able to find better solutions to difficult issues.

In this new situation, it is not only about the government that transferred public values to the market (through privatization) and civic society (through participation), but also about a movement from below, known as bottom-up (De Jong, 2016). The movement is based on the motives and conditions of citizens, which create their own public value.

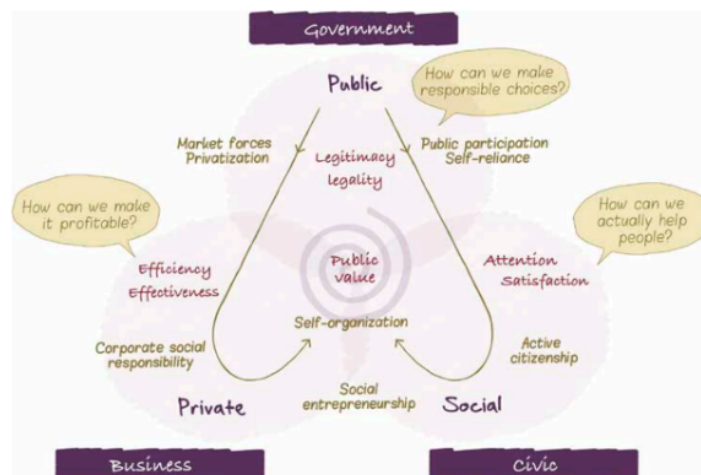


Figure 23. Transferring public values to market (De Jong, 2016).

For existing organizations, this means that they must be much more open to other organizations and initiatives from outside (De Jong, 2016). It has not only to do with formulating policy objectives for yourself and finding out who can help to achieve your objectives. Organizations should also look at what is going on outside and connect themselves to this, which means that organizations should partly give up their autonomy and accept the associated risks and uncertainties. Internal politics is no longer leading. Organizations have to focus on external dynamics that are leading (De Jong, 2016).

Pullens (2013) states that the position of the government changes, resulting in less emphasis on the government as the main institutional form and center of society. The shift from government to governance results in a changing relationship between government and citizens and more responsibilities for society. Citizens are expected to take more responsibility. There is no longer a hierarchical division of roles in which the government stands above the citizens, and the government and the association can be seen as equal partners, or the housing consumer may have even more influence on the government than the other way around (Pullens, 2013).

As a response to the developments described by Pullens (2013), De Jong (2016) and Krul-seen (2016) state that individuals and organizations should form networks. After project management, program management, and process management, networks are now popular (De Jong, 2016). Networks can be seen as coalitions. Different organizations form a certain coalition if they are convinced that they can achieve more together than they can alone and to work on a certain ambition. According to De Jong (2016) there are 3 types of coalitions in a spectrum:

- Directive coalitions, in which one (or a few) organization(s) has/have an ambition, and other parties have to follow because the actor has taken a directing role.
- Collective coalitions, in which different parties become partners because they share the same vision and form a combined ambition. And if governments are not involved in this coalition, which means a coalition between market and civic society, they can be seen as a facilitative party, in the same way connective coalitions work.
- Connective coalitions, in which different actors can facilitate (e.g. with money, contacts, expertise, or capacity) the ambition of an initiator in order to achieve their own ambition. However, if initiators do not have enough experience or capabilities to realize ambitions on their own, governments or businesses have to make a choice if they want to be involved in the coalition.

According to De Jong (2016) this type of connective coalition is new for many organizations and they need to get used to it. Some municipalities look for initiatives themselves, as long as they are in line with their policy objectives. However, if they think that the initiative is a mismatch with their objectives or even a threat, they back off or do not support the initiative. On the contrary, some municipalities have a more proactive role when it comes to new initiatives and give these initiatives more space to develop.

After the crisis between 2008-2013, very different mechanisms were needed to get things done. Much less controlled, much more in motion with forces that see opportunities and take initiatives. This is called adaptive programming (Krul-seen, 2016). Organizations (municipalities) are part of various coalitions. For example, an organization can be the director of a number of directive coalitions, a partner in a few collective coalitions and have a facilitating role in a few connective coalitions. The familiar directing role and approach will therefore not change or disappear, but more roles will be combined or added in a new approach (De Jong, 2016; Krul-Seen, 2016).

In practice, organizations sometimes see a facilitating role as the most attainable, but one role is not better than the other (De Jong, 2016). It is about the most appropriate role for the assignment. And this requires a conscious choice as well as a clear overview for the initiative of which role they choose. Depending on the characteristics of the issue, the culture of the organization, the specific context and the main players, a place on the spectrum of coalition building (directing, partnering or facilitating) can be found (De Jong, 2016).

The shift towards coalitions is also in line with the research of Heurkens et al. (2012) and Heukens (2019) about urban governance. The research highlights that there has also been a shift in the collaboration between public and private in urban development since 1980, and partly since 2000. The new Environment & Planning Act results in a new phase of planning, figure 24, which is called coalition planning (Heurkens et al., 2012; Heurkens 2019). In this phase, the market as well as citizens determine demand for space and housing themselves. At the same time, all parties are confronted with the aging population, their wish to live longer in their own homes, and the shifted ambitions of the national government (see also Chapter 1). The growing interest in resident initiatives is a result of the aging population and a lack of supply. Therefore, governments have to act in a more facilitating, stimulating and regulating way in order to enable initiatives in urban environments (Heurkens, 2019).

The problem statement showed that, from the viewpoint of the CPC group, cooperation with the municipality is difficult. By inventorying barriers and opportunities from the municipality's point of view, this research tries to provide insight into why cooperation from the side of the municipality is difficult and what should be optimized. By connecting this to the instrument quadrant, the goal is to provide insights on which roles the emphasis is on and which should be better utilized. This trajectory is shaped in figure 26, the conceptual model.

Added to that, the motives and experiences of the municipalities will be collected. Investigating these motives and experiences, which are also related to barriers and opportunities, is important because this can result in recommendations on how to deal with CPC in the future and even whether it should be further encouraged (or not).

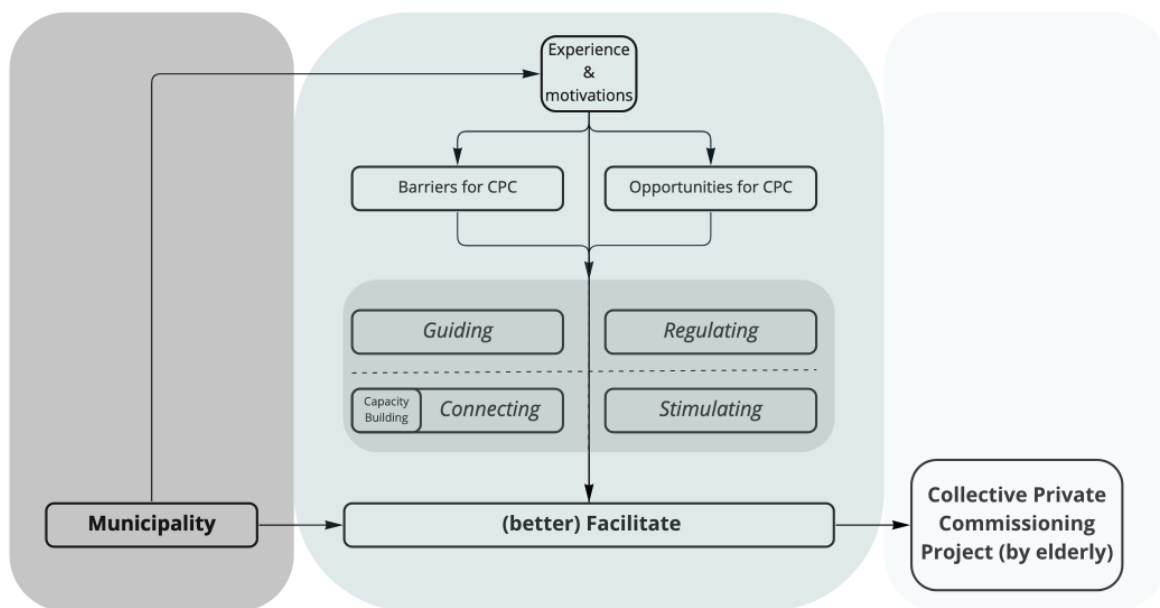


Figure 26. Conceptual model (Own image).

2.4 Operationalisation

This paragraph describes the intermediate stage of the research questions, the variables and the interview questions. In this paragraph, the concepts are converted into measurable terms. In order to find out how municipalities can better facilitate CPC projects to respond to the increasing demand from the elderly, the definition of OnzeTaal (2011) is used in this study. As stated also in paragraph 1.4, according to OnzeTaal (2011) "facilitate" means 'to provide facilities, to provide support by offering help and facilities' or 'offering tools (also figuratively) to make something possible' and more generally: 'to make possible'. In the context of this research, facilitation is interpreted as 'offering tools (also figuratively) to make something possible'. The theory in the previous paragraphs has shown that by applying multiple instruments from the instrument quadrant, the municipality should be able to facilitate, achieve successful places and effective steering. Although an instrument mix is necessary, it does not mean that all instruments from the instrument range must be applied. This is 'case-specific' and therefore, several steps are introduced in paragraph 2.3 to identify what is needed. In order to make a choice about which instruments are needed, insights are needed about the current situation.

As mentioned before, in order to achieve a successful, efficient and effective project, it is necessary for both the municipality and the CPC initiative to gain an advantage from the realization of collective housing forms. If an actor would suffer a loss (in the short or longer term) on the realization of this project, often this realization will not take place. Therefore, in order to arrive at an interesting (feasible) business case, it is valuable to see how the (financial, organizational, and legal) negative aspects can be reduced and the attractive aspects can be strengthened. It was therefore decided to inventory the opportunities in addition to the barriers for this study. The inventorisation of barriers and opportunities results in insights for the municipality on how to better (internally) facilitate these projects.

These opportunities will be operationalized and categorized based on the instrument quadrant. The empirical data with regard to the barriers will be categorized, applying the categorization from chapter 2.3, namely: legal, organizational and financial barriers.

According to the Cambridge Dictionary, experience means *“(the process of getting) knowledge or skill that is obtained from doing, seeing, or feeling things, or something that happens which has an effect on you”* (Cambridge University Press, n.d). In this research, the focus is on facilitating the process and the product of CPC. Insights and knowledge (indicators) from example projects will be used to describe how municipalities look at the end product and the process (dimensions). After that, more in-depth experiences will be described from the perspective of barriers and opportunities. During the facilitation process, opportunities and barriers arise. These opportunities and barriers are filtered from the respondents' experiences, based on the given indicators, when facilitating CPC projects.

In the following table, an overview of the sub questions, dimensions, indicators and corresponding interview questions can be found:

Table 14. Operationalisation table (own table)

1.Subquestion	2.Concept:	3.Dimensions	4.Indicators
What are the experiences and motivations of municipalities when facilitating CPC projects in practice?	Experiences & motivations	The process (CPC process) The end product (CPC project)	Knowledge and insights (which can be positive or negative) about product and process
5.Interview questions	What is the motivation of municipality x to facilitate CPC? What do you think of this?		
	What are the experiences from the municipality when CPC project x has been facilitated? <ul style="list-style-type: none"> - What is your view on this? - How is the process of facilitating CPC projects experienced? - How is the product of facilitating CPC projects experienced? Can you tell me something about project x?		
	Do you see CPC as a goal or a means? Why?		

1.Subquestion	2.Concept:	3.Dimensions	4.Indicators
Which barriers and opportunities in relation to the instrument quadrant occur according to municipalities when facilitating CPC projects in practice?	Barriers	Legal barriers Financial barriers Organizational barriers <i>(Heurkens et al., 2017; Van Loo, 2021)</i>	-procedures, regulations, or policy rules -investments, yield, efficiency -visions, politics, expertise
5.Interview questions	What barriers do you encounter when the municipality facilitates CPO projects?		
	- Are there barriers in procedures, rules or policy when the municipality wants to facilitate CPC? Which one?		
	- Are there barriers in relation to investments, yield or efficiency when the municipality wants to facilitate CPC? Examples?		
	- Are there barriers in vision, politics, or (internal) knowledge when the municipality wants to facilitate CPC? Examples?		
1.Subquestion	2.Concept:	3.Dimensions	4.Indicators
Which barriers and opportunities in relation to the instrument quadrant occur according to municipalities when facilitating CPC projects in practice?	Opportunities	Guiding opportunities connecting/capacity building opportunities Shaping opportunities Regulating opportunities <i>(Heurkens, Adams & Hobma, 2015; Heurkens et al., 2017; categorized by author)</i>	-visions, plans and policy -knowledge, skills, internal capacity and interactions between actors -incentives -contracts or state regulation
5.Interview questions	What opportunities do you see for the municipality to facilitate CPC? - How do you view this?		
	- Are there opportunities with regard to visioning, planning or policy for CPC to facilitate it? If so, which one?		
	- Are there opportunities with regard to the municipality's internal capacity, skills, and knowledge to facilitate CPC?		
	- Are there opportunities with regard to incentives (from the municipality) to facilitate CPC?		
	- Are there opportunities related to contractual relationships or government regulation?		

Chapter 3: Methodology

The aim of this is to clarify how this data was collected and analyzed. To do this, it is discussed which research method is used for data collection and how this data is analyzed in order to answer the research question. Finally, there is a reflection on the research process, discussing the challenges and limitations during the research process and the ethical considerations.

By doing research about motives and experiences with regard to CPC, more insights will be gained about the process from the viewpoint of the municipality and barriers and opportunities could be identified. According to Hennink, Hutter & Bailey (2010) motivations and experiences are issues which best can be investigated in a qualitative way. An important feature of qualitative research is that issues can be analyzed from the perspective of the participants (Hennink et al., 2010). Additionally, qualitative research decodes, describes as well as translates different concepts. This in contrast with the quantitative research which tries to capture the frequency of used concepts (Basias & Pollalis, 2018).

In *qualitative research*, the aim of recruiting participants is to get as detailed as possible an idea of a phenomenon and its context (Hennink et al., 2010), which are in this research the experiences and motivations when facilitating CPC and the use of specific steering instruments in relation to barriers and opportunities. Participants/experts in the research were chosen because they have certain knowledge or interpretations in relation to the steering instruments which can contribute to the research. These people are mainly real estate specialists or policy advisors of a municipality.

By means of *semi-structured interviews* and *existing data or desk research*, qualitative data will be collected about barriers, opportunities and facilitation methods which are used by municipalities. Existing data was collected from various sources within municipalities such as books, journal articles, internet publications and policy documents (Baarda & De Goede, 2001). This existing data can also be described as secondary data (Krul, 2014). After performing interviews (primary data), statements, extra documents or numbers could be validated by this secondary data. Semi structured interviews make use of the potentials of dialogue from which knowledge can be extracted (Denzin & Lincoln, 2017). Additionally, the interviewee can highlight other information which he or she considers important (in their field of expertise). In this way the interviewer hides not behind a fully organized interview guide, resulting in a more knowledge producing participant during the process of interviewing (Denzin & Lincoln, 2017. p. 1002). Other strengths, weaknesses for semi-structured interviews are identified in table 15.

Table 15. Strengths & Weaknesses of semi-structured interview (from: Wilson, 2014)

Strengths	Weaknesses
may uncover previously unknown issues (in contrast to structured interviews)	Interviewer effect, where background can influence how much information people are willing to reveal.
address complex topics through probes and clarification	Interviewers can give cues that might guide the participants into a particular answer.
Ensure that particular points are covered with each participant and also allow users and interviewers to raise additional concerns	Interviewers should not put words into the participant's mouth
provide some flexibility for interviewers and also allows some broad comparisons across interviews	Consistency among interviews is required. Too much flexibility among interviewers might make comparisons difficult.

Because several elements are found important by the researcher, semi-structured interviews are applied. As a result, the researcher can steer the in-depth interview in the right direction, in relation to the research project (Denzin & Lincoln, 2017). Because several municipal employees with different backgrounds were interviewed, it was useful to conduct semi-structured interviews as these people could come up with other and more interesting information than just the answers to the questions formulated in advance. Additionally, it has to do with the Dutch system of decentralization of national government tasks. Every municipality uses a slightly different approach and people with a specific function for different tasks. Therefore, municipalities themselves were given the opportunity to nominate the right person with expertise in CPC in relation to their local policies.

The semi-structured interview will be supported by an *interview guide*, which has been prepared by the researcher before all the interviews in order to ensure that the interviews have a clear structure. This guide can help during the interview in order to prevent subjects from being forgotten (Bird, 2016). The interview guide is included in Appendix A.

3.1 Selection of municipalities

In order to find an answer to the question of how urban municipalities facilitate collective private commissioning projects by the elderly in practice, first a selection has to be made in order to find the right municipalities to interview. Therefore, the following selection criteria were set up:

1. *It should be a municipality within the G40+G4.* The inventorisation of Rijksoverheid (2019) shows that there are less suitable dwellings for elderly in urban areas (G44) than in the rest of the Netherlands. As a reaction, elderly start their own projects and realize suitable housing. Because CPC projects are often long-term projects before they are finished, this research should focus on the long term. As stated in paragraph 1.2, the aging population will continue to grow after 2035 in large and medium sized cities. That is why is chosen for municipalities within the G44.
In addition, Van Loon (2013) highlights that the size of the municipality also influences the attitude towards private commissioning. In small municipalities, there is little resistance to private commissioning, while large(r) municipalities generally have a much more negative attitude towards private commissioning. Therefore, to gain more insights in the lack of cooperation that is experienced from initiators, the larger municipalities will be researched.
2. *Within the municipality, at least one collective private commissioning project has been developed by the elderly. (CPC projects are found via process advisor companies such as De Regie, BIEB, Bouwsaam, SIR55+, Knarrenhof or Kilimanjaro Wonen).* When a project has already been realized, the respondent can give answers about what the experiences were and what the opportunities and barriers were. As stated in paragraph 1.4, experience means *“(the process of getting) knowledge or skill that is obtained from doing, seeing, or feeling things, or something that happened which has an effect on you”* (Cambridge University Press, n.d). The words obtained and happened, relate to something from the past, therefore, a project should already be finished. Also, because this research focuses on elderly population, the project should be developed and finished by a group of elderly people.
3. *Collective private commissioning projects should be finished at least after 2015/2016, after economic depression.* After the crisis, the financial and building sectors have recovered which resulted in municipalities abandoning the ‘organic’ and ‘incremental’ developments again and bypassing residential initiatives in the urban context (Bossuyt, Salet & Majoor,

2018). The land policies were changed to more facilitative policies, which makes it harder for CPC projects to obtain land and be realized. Therefore, in order to get insights about how the projects were realized in these circumstances, projects cannot be older than 6/7 years.

4. Because municipalities should have experience with finished CPC projects in order to answer the questions during the interview, the municipality should be involved based on the types of Noorman (2006) and Van Loon (2013). *It concerns municipalities that allocate plots for CPC projects and are known with CPC projects.* However, this can be on different levels:
 - A. *Municipalities which have been allocating plots for many years, however, do not want to scale up. They do want more know-how and knowledge to improve the results in urban planning and architecture.*
 - B. *Municipalities which allocate many plots per year and actively support (C)PC*
 - C. *Municipalities which allocate a few plots a year and sometimes actively support (C)PC*
 - D. *Municipalities that occasionally allocate plots (but do not develop policies for CPC or do not have the wish to implement it in their policies).*

As a result, 15 out of 44 municipalities were found (Appendix C) and contacted via their general information e-mail address. Also, contacts were approached via LinkedIn. The search criteria for LinkedIn were: the municipality; housing; policy; real estate; and CPC. Of these 15 municipalities, three municipalities were not suitable for this research because the project was finished during the economic depression or the project has not finished yet. Five municipalities indicated that they did not have enough information about the CPC projects or that they were not interested in participating in this research. The municipality of Zwolle did want to cooperate. However, they were not able to be interviewed because the right person was not available for a long time.

Seven municipalities responded positively to the proposal to participate in the research, and the right person (table 16) was appointed internally at the municipalities to be interviewed. Experts within the municipalities were appointed by the municipality themselves, because they have certain knowledge or interpretations that contribute to the research. The eight participants of the interviews are various employees of municipalities where housing has been realized through Collective Private Commissioning. The interviews had a duration between 40 and 65 minutes.

Table 16. Participants during the research

#	Municipalities	Name	Function
1	Almere	T. Lupi	Program manager Innovative Housing
2	Amersfoort	E. van Kooten	Policy advisor Housing
3	Breda	L. Slotegraaf	Real estate specialist / projectmanager
4a)	Eindhoven	M.Louman	Senior Advisor Housing & Innovation
b)	Eindhoven	A. van Helvoirt	Land Policy advisor
5	Hilversum	I. Huiskers	Program Coordinator Housing
6	's Hertogenbosch	B. van Daal	Policy assistant housing
7	Tilburg	I. de Gooijer	Policy assistant housing

3.2 Data-analysis

After asking permission of the participants, the interviews will be recorded, transcribed, stored on the harddrive of the researcher, and for analysis, imported into Atlas.TI. Atlas.TI can be used in order to analyze qualitative data in a consistent manner. When coding the data, both deductive coding and inductive coding are used. According to Hennink et al. (2010), the coding process often involves both deductive and inductive coding. Some of the codes are derived from the literature, which is described in the contextual framework (deductive), while other codes are derived from reading and analyzing the interviews (inductive).

Deductive coding is used when semi-structured interviews are performed and which are based on the predetermined framework (Koolwijk, 2021). These codes can be found in table 17. The inductive approach will be based on the scheme of the grounded theory approach, which is shown in figure 27.

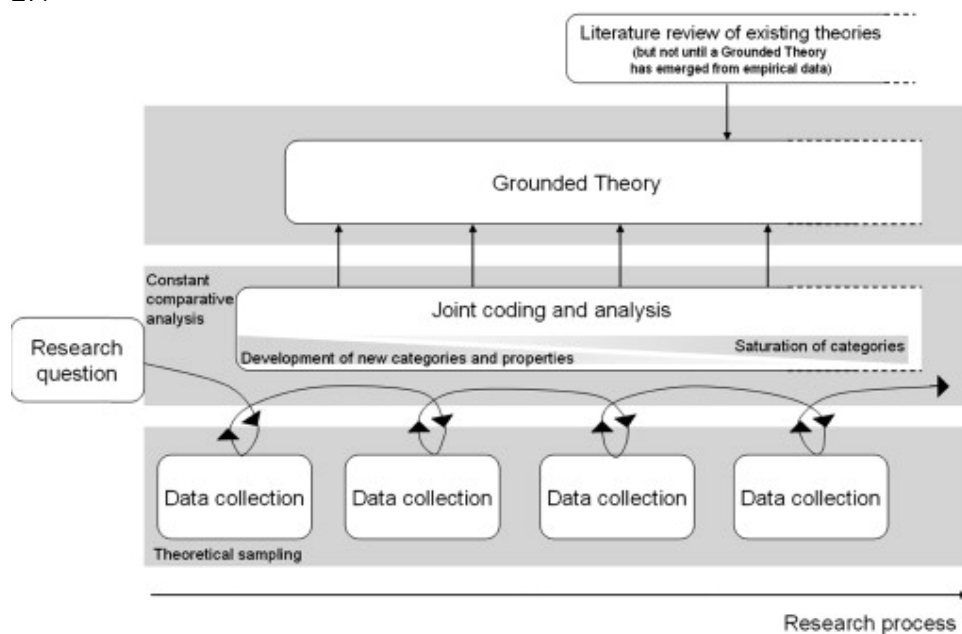


Figure 27. Grounded theory (Wagner et al., 2010)

The research questions form the starting point of the analysis. This question is operationalized, and interviews can be conducted. After the first interview, a transcript has been made, which can be coded immediately. This coding also raises new questions. The interview guide can be adjusted accordingly to these new questions. In the beginning, many new codes will arise. In the second interview, new codes will arise, but over time this will decrease. However, after interview 3, new codes can be discovered. Therefore, it is useful to check the previous interviews to see if these codes come back, so that more data can be collected. The categories (Atlas TI: families) and properties (Atlas TI: codes) in figure 27 will be discovered less and less often. At some point this will become saturated and the researcher will have collected various fragments about a code so that a substantiation can be made. The constant comparative analysis in figure 27 is also seen as open coding.

Axial coding can begin if text fragments are attached to several codes. Codes are compared and an overarching code (known as selective coding) can be found. Additionally, codes can still belong to different overarching codes. All in all, in this way, contradictions and/or similarities can be made clear. The selective code will be the core of the grounded theory. The most important overarching conclusion can be drawn from this (LaRossa, 2005; Wagner et al., 2010; Dingemanse, 2017)

The results of the selective coding will be described first in the results. The group of codes formed in axial coding will be described afterwards, and these will be substantiated with statements and

quotes from the interviews, respectively documents and other data. At a certain point, as the grounded theory develops over time, the codes can be combined with literature.

Table 17. Codes are applied in AtlasTI for analyzing data (own table).

Concept	Applied codes
<i>Barriers</i>	<i>Legal barrier Financial barrier Organizational barrier</i>
<i>Opportunity</i>	<i>Guiding opportunity Regulating opportunity Connecting opportunity Stimulating opportunity</i>
<i>Experience</i>	<i>Process Product Negative experience Positive experience CPC as goal CPC as means</i>
<i>Motivation</i>	<i>Motivation</i>

3.3 The research process

3.3.1 Challenges and barriers during the process

During the research period, the COVID-19 pandemic resulted in lockdowns and minimum amounts of contact moments between people. As a result, the society had to shift to online meetings and phone calls. The interviews for this research were also conducted by a video call or via telephone. According to Irvine, Drew & Sainsbury (2013) an in-person interview creates a natural sphere. Interviews over the phone could be felt as 'businesslike' conversation. Irvine, Drew & Sainsbury (2013) stated that the interviewee could feel more as an information provider. The interviewee is more aware of the fact that he or she is needed to gain information. However, Cachia & Millard (2011) state that these 'businesslike' conversations can be broken by asking probing questions, which means asking questions which are more personal about thoughts, feelings and experiences of the interviewee. The advantages of interviewing online are the amount of time which is needed for both parties to get ready for the interview. Especially in the case of this study, where a large part of the municipalities that were interviewed are located at a great distance. Also, the processing after the interview can start immediately (Baarda & De Goede, 2001). In addition, both the participant and the researcher found themselves in their familiar environment through the online interview. According to Hennink et al. (2010) this can result in a feeling of comfort and trust. Due to COVID-19, the 'businesslike' conversations could be even more informal because people are in their own homes as well, instead of the office.

According to Groves & Kahn (1979) telephone interviews result in more anonymity because people are separated from each other. However, modern techniques such as FaceTime, Microsoft Teams, Zoom and Skype partly dissolve the barrier by making it possible to see each other while talking in separate rooms. Additionally, people are still separated from each other making it harder to see all the expressions by the interviewee. On the contrary, according to Avolio et al. (1998) and Block & Erskine (2012) this anonymity reduces limitations to speak more and results in the participants' confidence that the conversation will remain private because only the researcher can hear it, which gives the participant trust in the researcher. Additionally, trust can be gained by the researcher by taking into account ethical considerations.

3.3.2 Ethical considerations

While doing academic research, it is important to keep ethics in mind. For this research, three core principles of ethics are used as guidelines (Creswell & Poth, 2018). It is important to have *respect* for the interviewee in terms of privacy and consent. Therefore, interviewees were informed about the goal of the research and their rights before, during and after the interview. At the start of the interview, the interviewee will be asked if he or she wants to be anonymous and if it is okay if the interview is recorded. Also, the researcher mentions that the recordings and gained information are only used for educational research purposes. As stated before, the recorded interviews will be stored on the laptop of the researcher and an external hard disk that functions as a backup. It will not be stored in an online environment. Additionally, the researcher states that names will be anonymized. In this way, there is *concern for welfare*, according to Creswell & Poth (2018). The last principle is *justice*, which focuses on "*equitable treatment and enhances inclusivity*" (Creswell & Poth, 2018, p. 215).

Chapter 4: Findings

The next chapters focus on the findings of this research. The respondents were interviewed about the different parts of the conceptual model in order to answer the main and sub research questions of this research. In this chapter, the findings from the interviews are compared and presented. The findings will be connected to the existing theory in the next chapter.

The findings of the interviews are categorized based on the main concepts of the conceptual model and are in line with the previously defined sub research question. Therefore, this chapter is split up into three parts:

- Motivations and experiences
- Barriers
- Opportunities

4.1 Motivations & Experiences

Municipalities do have an important role in housing production in the Netherlands. Based on the motivations of municipalities, housing projects will be stimulated. Because this research focuses on meeting the housing demands of elderly people through CPC, it is important that it becomes clear what the motivation and experience of municipalities are to facilitate CPC. In this way, an answer can be formulated to the sub-research question in this research: *What are the motivations and experiences of municipalities when facilitating CPC projects for elderly in practice?*

4.1.1 Motivations to facilitate CPC projects

First, respondents were asked about their motivations. In general, the motivation to facilitate CPC projects comes from the housing vision. In the housing vision, all different aspects of housing are described. This includes quantity and quality of housing, but also location and the specific housing types. Various respondents from the different municipalities answered that CPC have been included in the housing vision and that is the reason why they facilitate these types of housing. The respondents substantiate this during the interviews. These motivations can be roughly divided into four different categories, as shown in table 18. In the next sections, explanations will be given for the different motivations.

Table 18. Overview of motivations from the municipality to facilitate CPC for the elderly, mentioned in interviews.

Motivation	Amersfoort	Almere	Breda	Eindhoven	's-Hertogenbosch	Hilversum	Tilburg
To meet desire of resident	x	x	x	x		x	x
To contribute to differentiated housing supply (based on housing vision)	x	x	x	x	x		x
To stimulate livability, enhance community	x				x		x
Flow on housing market	x	x	x				

Meet the desire of the resident

Meeting the desire of the residents is a motivation of municipalities to facilitate CPC and is mentioned the most by the different municipalities. It is often stated in their policies and housing visions, which results in giving groups the opportunity to develop their own homes.

According to several respondents, CPC is a unique housing concept which can result in residents realizing their own housing(dreams). The residents have a major influence because they actually are involved in the process from the start. This allows residents to have their home built according to their own wishes and budget as they envision. This can be substantiated by two quotes of the municipality of Breda and Amersfoort. The respondent of the municipality of Breda states:

"CPC is a form in which many people can realize their dream house. It is a unique form of living and we as a municipality believe that we should facilitate that...[...]. It's about realizing

homes that are suitable for people and if people are happy and can live in them, that's good.
"Appendix - D3

This is in line with the thoughts and motivations of the respondent of the municipality of Amersfoort:

"I think that if you choose to facilitate CPC, that is simply meeting the needs within your population. That is one of the reasons, an advantage for the residents is that they can realize a home that really suits what they want" Appendix - D2

CPC contributes to a differentiated housing supply.

A second motivation for municipalities is that CPC contributes to a differentiated housing supply in their municipality. An independent research institute has done research in the municipality of Amersfoort into the demand for elderly housing in the municipality. It turns out that the demand for clustered housing types is increasing and that more housing types are needed. The municipality is currently conducting further research into which housing types should be developed, but it states that CPC can definitely contribute to a differentiated housing supply.

"CPC is one of the ways to offer a somewhat differentiated housing supply, which the society also simply needs, for people who want to realize the homes themselves together.. [...] and sometimes people do have a specific vision (e.g. sustainability) which results in homes with more quality. A developer might not focus that much on specific themes." Appendix - D2

When asking the question, what is the motivation for the municipality to facilitate CPC, the municipality of Breda, 's Hertogenbosch responded that it originates from policy and especially the housing vision. In this housing vision, it is stated that the municipality should focus on a differentiated housing supply. Focussing only on the traditional building does not provide all desired housing concepts.

CPC stimulates the livability and enhances community feeling.

The third motivation of the respondents of several municipalities is that CPC stimulates livability and enhances community feeling. When CPC projects are realized, it is often a result of special housing requirements. However, these special housing requirements do not only have added value for the owner occupiers, but also for the environment. The municipality of Tilburg states:

"I think the added value lies mainly in the fact that the collective decides together how they want to live together. Individually, of course, in their own home, but then there is always a collective idea about the project. On top of that, it gives the residents the opportunity to reach out to each other; in aging situations, to realize sustainability together, create a different way of living as well as having mutual involvement, which is of course very nice if you can facilitate that with a project". Appendix - D7

The advantage of CPC is that before construction starts, a sort of community is formed. People who form a group start looking after each other, not only when the project is finished but already during development, which enhances the community feeling. This is a reason for the municipality to facilitate a CPC project.

Flow on the housing market

The fourth motivation of the respondents to facilitate CPC for the elderly comes from the idea that CPC contributes to flow on the housing market. Although CPC can be seen as a niche market in the housing market, it can be used to stimulate flow in the housing market.

"The flow on the housing market, even if it is just a drop in the ocean, is also really interesting for Breda. Because we have a lot of elderly people who live in beautiful family homes and who do not want to move to apartments, but prefer clustered housing. We also have the Bredase hof, for example there is a CPC group that wants to live in such a courtyard, then you still have a bit of time together and you still have your own home". Appendix - D3

Due to the pressure on the housing market, the demand for housing in the larger cities in general, regardless of the type of housing, is greater than the supply. There is little flow. The realization of target-group specific dwellings is scarce. For (large) cities, the need to specifically manage the realization of this type of home is therefore more urgent. The quote of the respondent from the municipality of Amersfoort illustrates the motivation:

"The moment we want to tempt seniors to move out of that large single-family home, to another home, that senior would like to live somewhere the way he or she wants it. With an CPC initiative you naturally have all the space you need to create a home you would like to move to, so I think it could really help if you offer people the space to develop their own home in this way. This can help to stimulate the next step of the housing career of the resident". Appendix -D2

All in all, the motivation of the different municipalities is mainly about meeting the desire of the residents and contributing to a differentiated housing supply (based on housing vision). In addition, maintaining quality of life (livability) and the social aspect play a major role in the motivation for stimulating CPC projects.

4.1.2 Experiences with CPC projects

In the first part of this chapter, the motivations of municipalities to facilitate CPC projects are identified from practice. In this sub-paragraph, the first insights will be obtained for the experiences of the municipality with CPC (projects), whereafter in paragraphs 4.2 and 4.3, deeper insights will be obtained with emphasis on barriers and opportunities.

Investigating these experiences is important because it can result in recommendations on how other municipalities can work with CPC projects in the future and it can help to answer the sub question: *What are the motivations and experiences of municipalities when facilitating CPC projects for elderly in practice?* Respondents were asked about their experiences with a CPC project or project area in their municipality. This concerns projects that have already been completed, but also projects which are still in development.

The respondents in the various municipalities talk about their experiences with the CPC projects. For example, the respondents indicated that it mainly concerns projects that have a special function. These projects were also given a special function in return (special housing type).

In Amersfoort, for example, a library has been converted into residential apartments by CPC (CPC Boekhuis) for the elderly, and 2 monumental school buildings in 's Hertogenbosch have been converted into homes by CPC (CPC Geldersedam). In addition, an outdated football field was also made available where people were given the opportunity to realize something (CPC Oosterburen).

Also in Hilversum, where a former wastewater treatment area has been transformed into an area where individuals and collectives can buy lots. The final products (CPC Almanshoeve) are experienced as positive, but the road towards the end product takes a lot of time. The reason is that the future resident has to act as the developer. Collective choices have to be made, which can be experienced as negative for municipalities. The respondent of the municipality of 's Hertogenbosch mentioned an example of CPC Oosterburen: A collective was formed, but three people only wanted to join the collective if it was possible to rent a home instead of buying a home. The group first came up with the idea of collectively financing the houses and renting them to the other three people. However, due to legislation, this was not doable. Thereafter, the group came up with the idea of collaborating with a housing association as a backstop. However, this resulted in problems again for the collective. Because if people move out, the question remains: who will select the next residents? Because of legislation, the free spot should be advertised within the systems of the housing associations. All in all, this collective decision-making costs a lot of time, which can impact the time for applying for a permit:

"...In the end it wasn't necessary, because the group was able to pay for it themselves so it was actually very nice, but that's why it took half a year longer. And my colleagues from public space and especially construction, were like, well, about granting permits, they had something like, you have to speed up, otherwise we will award it to someone else".

Appendix - D6

Time is something that is experienced as precious in current society, because there is an enormous quantitative housing shortage. For example, the respondent of the municipality of Almere illustrates this:

"After all, we are looking more closely at the larger market parties, which can realize something because there is really a big demand. When you look at Oosterwold, a major

location for (C)PC projects, very nice things happen there, but the pace is so slow. This will not allow you to realize the major developments. I do think it could be much better or some sort of combination. But politically seen, currently these developments simply have less support and attention within the municipality. However, a while ago this was different".

Appendix - D1

The difference is recognized by, among others, the respondent of the municipality of Tilburg. During the crisis in 2008/2013, the municipality did have some land positions, but now there are not many options for CPC projects on municipal grounds. Something that the municipality of Breda experiences as well, but deals with it in a positive way, by drawing up a policy that CPC can be realized on land owned by third parties.

In Breda, the target is to realize 300 homes by means of CPC with a new policy. An example of this is an inner-city CPC project consisting of two apartment buildings, which is in line with their new policy on CPC, realized on third party plots. This is experienced as very exciting, because the phasing has high priority in the area. As a result, it is necessary for the CPC group to get everything arranged within a certain time, otherwise there is still a piece of undeveloped land, while the rest has to be finished. The developer gets trust from the municipality, because the municipality has agreed that if the CPC group fails and does not finish everything on time, the developer may still develop under certain conditions on the plot.

The respondents of the municipality of 's Hertogenbosch and the municipality of Tilburg are aware of the policy of the municipality of Breda and are a bit skeptical about the new policy. The respondent of the municipality of 's Hertogenbosch states:

"I just call that consumer-oriented construction, then the developer will say: I want to get in touch with the owners in advance to discuss a kind of finishing or quality level. They can go very far here. The ultimate responsibility and the final judgment always lies with that developer. You can choose from there and there. And if you don't, you buy a hull house and I deliver it" Appendix - D6

The municipalities do have completely different views on facilitating CPC for the elderly. For example, the municipality of Breda is committed to 300 (mixed) housing projects, which the municipality facilitates, but not on its own land. The municipality of 's-Hertogenbosch has a different view on this and wants to realize at least 1 CPC project per year, and is trying to do this on its own land.

The municipality of Almere also acknowledges that municipalities have different views and approaches on facilitating CPC projects. Which also has to do with the population within the municipality. The respondent states:

"... making policy based on CPC, you see that some municipalities are a bit ahead of us, that is also because the municipality is aging earlier. In terms of building, Almere is still quite a bit focused on the family or the slightly better-earning urban professional. And still not really on those seniors, although I think we should. But yes, that is the turn that the city is slowly making". Appendix -D1

In addition, the respondent of the municipality of Tilburg knows that the municipality of Breda already started in 2018 with developing the new policy and that the policy will be implemented in 2021. The implementation of the policy will cost a lot of extra time and work for the municipality. The respondent questions herself if it is worth it and would love to hear if there are examples of finished projects already. However, there are currently no examples yet, only examples in the development phase.

From empirical research, the municipality's view of CPC and how it is managed therefore differs enormously. The attitude of the municipality can also differ. For example, the role of one municipality is more active in formulating policy than another municipality. That is why during the interviews, the respondent from the municipality is also asked how he/she looks at CPC. Do they experience it more as a means or a goal? The respondents are divided into two categories in table 19, with corresponding quotes from the respondents:

Table 19. CPC experienced as a means or goal? Based on the view of the respondent:

CPC as means	Why?	CPC as goal	Why?
Almere	"Facilitate the idea that a group can do something innovative (on sustainability for example), to test that innovation in practice and to show that it is possible and thus to inspire others and hope that it will continue"	's-Hertogenbosch	"CPC is a goal [...] Just giving the opportunity for people to construct their own house, the same way a developer does"
Amersfoort	"It is a means in order to achieve the housing dream of a resident, which can also be done by consumer-oriented construction for example"	Hilversum	"I think it is a goal. By facilitating the individual resident's desires and giving space for these projects within the municipality. The means are the collective development or sharing things"
Breda	"It is about realizing a way of living for people that is appropriate, which can be controlled by the resident and which apparently not is offered by other people or market".		
Eindhoven	"It is a means in order to realize housing types. The goal of CPC can be for example that people with lower incomes do have an advantage in construction costs"		
Tilburg	"CPC can be an added value for sustainability, mutual involvement of (aging) residents"		

Two respondents see CPC as a goal. The other respondents look at CPC mainly as a means to achieve something else, which can be:

- innovation;

- desired housing dream of the resident;
- the way of living of a resident;
- Additional housing types, which can cost less;
- sustainability, aging residents and mutual involvement.

All in all, most respondents have a positive attitude towards the CPC concept itself. Their motivations for facilitating CPC (for elderly): to meet the desire of the resident; to contribute to a differentiated housing supply; to stimulate livability and enhance community feeling; and contribute to flow on the housing market, are all positive. The end product is also experienced positively, since it contributes to other goals. However, the process can be experienced as less positive, because it is time consuming. Not only within the municipality, but also between the municipality and the individuals of the collective.

In this sub-paragraph, the first insights are obtained. In the following paragraphs, the experienced barriers and opportunities are discussed in more detail.

4.2 Barriers

From the empirical data, barriers are extracted and categorized into different types of barriers, as described in Chapter 2, which are legal, organizational and financial barriers. The identified barriers with regard to collective private commissioning are described from the municipality's point of view. First, legal barriers are collected and explained, thereafter, organizational and financial barriers are explained.

4.2.1 Legal barriers

Three legal barriers emerged from the empirical research, which are:

- A) Strict building plans/percentages appointed in land use plan
- B) 'Just like any other development'

In the land use plan, municipalities can state how land may be used and what is built on that piece of land. The Spatial Planning Act offers municipalities the opportunity to lay down in a land use plan what different proportions of the homes within designated areas must fall into a particular housing category, such as social housing, (low/mid/high) owner-occupied housing, medium rent, and (free) plots for private commissioning. When new construction is applied by market parties, municipalities can enforce through the land use plan minimum percentages for different categories of housing in a specific area. The quote of the respondent from the municipality of Amersfoort illustrates why this could be a barrier for facilitating CPC:

*"The problem in Amersfoort, and I think that more municipalities have the same problem, **we already have very strict building plans**, so the moment a developer suddenly wants to start developing, he must develop already 35 percent social and 20 percent must be medium rent. On top of that, he has to meet all kinds of sustainability requirements, which is already quite a lot for developing parties." Appendix -D2*

This is something the municipality of Tilburg agrees on. Although percentages for different categories of housing differ from the municipality of Amersfoort, the problem remains the same. For example, in Tilburg it is 20% for social housing and 10% for medium rent, within projects that are bigger than 50 dwellings (Appendix D7). This also shows that municipalities not only have strict percentages set in their land use plans but that those percentages also differ from each other, which means that it may be more difficult to join the housing market in one municipality than in another.

The municipalities do have the responsibility to determine a percentage for social rent, mid-rent and the owner-occupied sector. When appointing also an x percentage for special housing types, like CPC, it results in less space for the developers. The respondent in Tilburg mentioned that already 30% of the profit of the developer should be earned in the other 70%. When a municipality states that an extra 5% should be reserved for other projects, the result is that the developer increases their prices in order to earn back their money. This will indirectly be charged on the future residents, which also results in that the municipality may be hesitant about allowing the construction of special forms of housing.

Both the respondent from the municipality of Eindhoven and the respondent from the municipality of Hilversum confirm this and also indicate that their focus is somewhere else. Facilitating these forms of housing is a result of their housing policy or housing vision. However, they state that it was drawn up a few years ago. In the current situation, municipalities want to densify and focus on other target

groups. The goal is to speed up, and facilitating CPC projects is not their primary goal. They also indicate that they hear national (political) sounds now that municipal land should now automatically return to the social rental sector in order to solve the shortage in this sector, which results in facilitating other projects, such as a CPC project, gaining less attention from municipalities.

Secondly, it is recognized that CPC projects have benefits. However, despite the fact that it is called a resident initiative, the initiative has to comply with the same rules as a developer, resulting in the fact that the initiative will be treated 'just like any other development'. Respondents from Almere, Amersfoort, Eindhoven and Hilversum indicate that these projects are not treated differently from other developments, which is sometimes forgotten by an initiative. As a result, the collaboration with the municipality does not go as expected. This can be illustrated by quotes from respondents from Almere and Eindhoven:

*"There are places, there are plots, we can also assign to those initiatives, but a) there are really few initiatives and b) the conditions are often not advantageous. You are simply **seen as a developer, as a market party, although you are residents' initiative** of course. So that makes it all difficult in practice."* Appendix -D1

*"They are **not actually treated differently from all other parties who are interested**, because that parties can also be private individuals, of course, which are usually developers or housing associations or really parties that have experience with development. [...] it is not the case that they are treated earlier or later, or that they receive more or less attention.."*
Eindhoven - Appendix - D4

The municipality of Hilversum actually indicates that resident initiatives are sometimes treated with a little more sympathy, but in the end, it is just a discussion about the land use plan and preconditions, which is the same discussion as with a developer.

4.2.2 Organizational Barriers

Two main organizational barriers and three sub-organizational barriers emerged from the empirical research, which are:

- C) Balancing between different municipal priorities and ambitions.
- D) Internal Organization and Expertise
 - 1) Capacity problems.
 - 2) Different disciplines are involved with different opinions.
- E) There is almost no specific policy for collective private commissioning by municipalities.
 - 1) No land positions.

The first organizational barrier about balancing between different municipal ambitions is in line with the legal barrier about strict percentages in land use plans. In this case, it is not so much about the exact numbers that have to be achieved, but what kind of ambition a municipality wants to achieve. The respondents mention that municipalities are very good at stacking ambitions. There is a quantitative housing shortage which should be decreased, homes should be climate neutral by developing zero-energy homes, starters don't have the possibility to join the housing market resulting in the ambition to build more homes for starters. This is illustrated by a quote of the respondent of the municipality of Tilburg:

*"How far can and will you go to stack ambitions? **On the assumption that you certainly serve a niche, an important niche, but at the moment that I serve a CPC group of over-50s , I cannot build starter homes** and I also cannot help those people who are under the bridge or status holders, or people entering the housing market since they leave care facilities.. [...] Can you tell me, the demand and needs among all groups are massive, where do you put your priority?" Appendix -D7*

The respondent of the municipality of Tilburg calls CPC a niche. Something which is acknowledged by the municipalities of 's-Hertogenbosch, Hilversum, Almere and Eindhoven. It shows that the priority of facilitating CPC is not high. Although municipalities do have certain motivations for facilitating CPC projects, it is not seen as the best housing type to contribute to all their ambitions. Additionally, the respondents highlight that the term Collective Private Commissioning covers not the actual goal. The focus of this term is on the development method and how the land will be sold, while the emphasis should be on what the goal of the collective is, by developing through CPC.

The second main barrier is called expertise and internal organization, which can be subdivided into capacity problems and different disciplines involved with different opinions.

Because there is not enough personnel at the municipality to supervise CPC projects, or budget to hire the necessary personnel, there is again a barrier for facilitating CPC. Respondents state that they are understaffed to focus on CPC policies. If a municipality would like to focus more on these policies, it will cost around a half FTE per week extra. It is a political choice which can be decided by the council, however, it will come at a cost and trade-offs have to be made.

Additionally, respondents experience that CPC projects actually cost more official hours (due to many consultations and extra adjustments in their plans) than when they work with a professional party, which is sometimes not a problem as the municipality sees this as an investment, however, in general this is not the case. It is unclear by many respondents if it is worth it to focus more on this

niche. Therefore, some of the respondents mentioned already that more in depth research is needed into the demand within their municipalities in order to make a definitive choice if they want to invest more in, for example, CPC or other special forms of living. The municipalities of Amersfoort and Tilburg indicate that they are currently investigating the demand by an independent research agency.

Besides, the respondents indicate that they have to deal with many different disciplines that work independently of each other and who mainly test an initiative on a one-dimensional basis, with a lack of willingness or knowledge to look at how CPC could be made possible. Not all people within the municipality are sufficiently equipped (expert roles) to look at a task from different angles. The quote of the respondent of the municipality of Eindhoven illustrates several barriers in one small part. This quote shows not only the different disciplines that should have a look at the initiative, but also shows the connection to other barriers. It should be treated like every other initiative, and there is no protocol or policy for CPC:

*“As we do with all projects. Every initiator, professional or non-professional, who needs a land use plan change, reports to the municipality and then we have several process managers who are involved in the construction plan from **all different disciplines and they will have a look at the initiative**. So then we have someone who looks at water management, greenery, housing and also urban planning is involved. **So all those disciplines that have to think something about a construction plan are given the opportunity to give advice on it**. And from housing we do our very best to get positive advice. All in all, We have no protocol for CPC.” Appendix -D4*

Within a domain, there are several disciplines. As stated: disciplines can work independently, but domains can also work independently: According to the respondents of Hilversum & Eindhoven, CPC groups are often related to the physical domain. However, CPC groups of the elderly often classify themselves as clustered housing. The respondent from the municipality of Hilversum indicated that there is often confusion about the term clustered housing:

“Clustered housing, that is a term that mainly comes from the social domain. There is a discourse in the social conversation which often diverges at this point. CPC is often seen as a development method where elderly people together realize a project. On the contrary, clustered housing is a term that, at least in my dictionary, but that can be experienced differently elsewhere, for example, with people who come from social shelter or sheltered housing and seek their support from each other for a while”. Appendix -D5

The confusion is acknowledged by the respondent of the municipality of Eindhoven. If a CPC initiative is characterized as clustered living, the social domain could test an initiative on a one-dimensional basis as well. The integrated approach between the social and physical domains is still lacking. Therefore, the respondent states that the municipality is currently working on an integrated vision for housing and care.

Also, almost all interviewed municipalities do not have a specific policy for collective private commissioning. Only the municipality of Breda has a CPC-policy. All the other respondents state that they do not have (yet) a policy for CPC or that they are not even aware of the possibility to make a CPC policy (on third party plots). The municipality of Breda created a guide which can be consulted by the CPC group. The guide highlights important information about who is responsible, what role does an actor have and what are the rights and duties of an actor.

On the contrary, the other municipalities do not have specific policies for CPC, which means they can't actively facilitate the CPC groups at the moment. They can only cooperate, but not stimulate the CPC groups actively. The underlying problem is the fact that municipalities do not have enough land. This is acknowledged by all the other municipalities, including the municipality of Breda. However, they are the only municipality which makes it possible to facilitate CPC. This can be an opportunity for other municipalities, but this will be described later in paragraph 4.3.

The municipal land that is available often goes to the housing associations to develop social housing or is used for societal purposes (e.g. sportscentre or swimming pool). The quote of the respondent of the municipality of Tilburg illustrates this barrier the best:

*"[...] **we don't really have a policy at the moment.** The only policy we have is the housing agenda/housing vision. We have no land position for these CPC groups. However, at the moment if they present themselves to us, we will work with them energetically & proactively. We are very open to it, we really want it, but we can only facilitate it by cooperating, because **we have no land position.**"* Appendix -D7

4.2.3 Financial Barriers

Three financial barriers emerged from the empirical research, which are:

- F) Survival of CPC initiative for elderly during development and after project delivery (confidence in business case).
- G) Temporality of subsidies
- H) Subsidy from province and requirements from municipality (timing)

The main financial barrier for municipalities is the survival of the CPC initiative for elderly during development and after project delivery. The confidence in the business case can be low, resulting in a reticent attitude from the municipality. An important part of the process of CPC is the group forming and group dynamics. Because CPC is a process which takes longer than a normal construction process it is possible, for several reasons (e.g. fight, money or specific requirements), the group can split up during the first phases. If the piece of land has already been designated for CPC and the CPC initiative does not make it, the land remains fallow, while the rest of the land is developed. Other projects could have been developed in the meantime, which could have led to social and maybe higher financial revenues. The municipality will consider this because it takes a lot of effort, time and money, and because there is a housing shortage, doubts about facilitating CPC projects could occur.

Additionally, when land has been assigned for a CPC project and the project has finished, the municipality has no guarantee that the original intention (e.g. aging population who take care of each other, but want to remain independent in their own homes) of the CPC group remains. When the project is finished, people can sell their houses and the group dynamic can change. The respondent of the municipality of Amersfoort states:

*"Self-building is just **a temporary thing** [...] because I really see it as a means and the moment someone has realized and **sold the house, then it's no longer a matter of (collective) private commissioning** [...] then you hope that the cpc's are set up in such a way that the next resident will also be a senior who can live there comfortably and that, i think, that is an interesting thing about how do you get that done?" Appendix -D2*

This barrier could be seen as complementary to the strict building plans as well as stacking ambitions. If a municipality decides to designate an x percentage in their land use plan for collective private commissioning instead of, for example, social housing or medium rent, they are not sure if the initiators will live in the project when it will be finished. While on the other hand, they know that if land is appointed for social housing, it will be developed. The respondent of the municipality of Tilburg states:

*"**You can only sell land once**, so it is very important, especially in these times where many ambitions should be fulfilled, to do it right" Appendix -D7*

The respondent of the municipality of Eindhoven agrees with the other municipalities and states:

*"**..often after delivery, it's everyone for themselves**, however, sometimes a community is created beforehand but still, very often it is like this after delivery, the group changes again, yes, I don't know how strong that group will remain [...]. So I just look like: **what's the benefit***

to society? *When I think of CPC, how many people look at it, it is mainly a way to build your own home, then I think that is insufficient. [...] And if the elderly sell it after about three years, then you actually have considerable profits. And the money of elderly will eventually go back to the children..” Appendix -D4*

Another barrier which can be identified from the interviews (‘s Hertogenbosch & Hilversum) is the temporality of subsidies. With regard to CPC, the association can apply for the current subsidy ‘housing & care’. The problem is that the current subsidy stimulates certain housing forms, but there is no specific policy for these housing forms, as described in the legal barriers as well. Additionally, it is not possible for municipalities to create visions or policies based on this available extra money because policies and visions are for the long term. However, every year it is evaluated if a subsidy will continue or if it is no longer supported.

This connects to the third barrier as well. According to the respondent of the municipality of ‘s Hertogenbosch it is hard for CPC groups to arrange the pre-financing. The province has a subsidy for the pre-financing available. However, this subsidy can only be granted if you already have a claim for a piece of land in the desired municipality. The problem is that in order to get the claim for a piece of land, the municipality requires that the CPC group is prepared very well, which costs a lot of money already.

The fact that it is hard for CPC groups to arrange pre-financing connects to the first financial barrier as well. When no pre-financer could be found, the project would possibly not make it. It would only make it when the group of people do have enough money themselves.

4.2.4 Overview of barriers

The barriers that were retrieved from the interviews were subdivided into legal, organizational, and financial barriers. In figure 28, the previously mentioned barriers are compared against the axis 'steering on distance or steering in consultation' and the axis 'hard steering and soft steering'. The location of each letter is determined by the author.

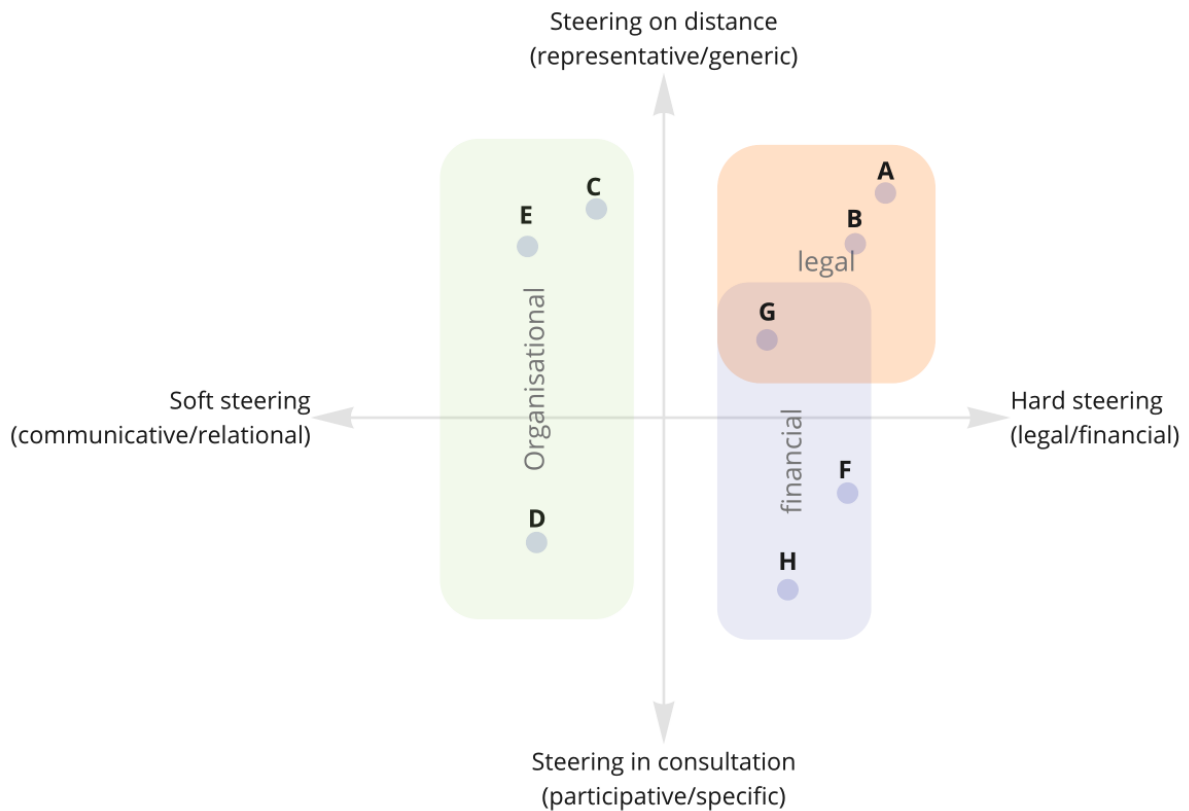


Figure 28. Overview of identified barriers in relation to steering instrument

4.3 Opportunities

The empirical data regarding opportunities is subdivided into the four roles of the instrument quadrant. In this paragraph, first, all opportunities for facilitating collective private commissioning in relation to hard instruments are identified. Thereafter, opportunities in relation to soft instruments such as guidance and connecting instruments are identified.

4.3.1 Regulating opportunities

In the regulating role, opportunities are identified regarding legal instruments that limit or broaden/deregulate the options of parties:

- A) Implement a collective private commissioning policy:
CPC on third party plots via land use plan and agreements with market parties, establishing preconditions for the CPC group.

As described in the organizational barriers, there is almost no specific policy for collective private commissioning by municipalities. The underlying problem is that municipalities do not own much land anymore. To deal with this problem, the municipality of Breda created a new policy. An important factor in policy development is that the municipality of Breda is one of the few Dutch municipalities that is working on a new CPC policy, which is based on a predominantly passive land policy. Adopting this policy makes it possible to develop CPC projects under public law.

*“As a municipality, we do not really have an active and leading role, but we rather support and facilitate CPC projects. Our problem is that we no longer own a lot of land ourselves, actually very little, so we said we have to **work something out with third parties**. So if there are major developments in the city, we think the developers should also do a bit of CPC in their major development. And then **we enforce that through land use plans and through an agreement with that developer**” - Appendix -D3*

The respondent explains that this policy states that if there are major developments by developers in the municipality of Breda, a part of the land should be developed by means of CPC. This is enforced through land use plans and through an anterior agreement with that specific developer. The municipality provides a guideline, which depends on the size and location of the urban area, to realize about 5 to 10 percent of the total surface area by means of CPC. When a part of the land is designated for a CPC initiative, CPC groups can sign up for this land. Before a selection procedure is initiated for the plot, goals and preconditions are established by the municipality. The CPC group must meet these preconditions. The criteria which were mentioned by the respondent are (Appendix -D3)

- No developers, construction companies, and/or other parties with a commercial interest are involved in the CPC group;
- All the desired target group or theme and the members are known;
- Finance is arranged (backstop involved);
- Agreements have been made about phasing. Work and construction flows are known when the CPC is part of a larger plan. The activities do not interfere with each other;
- Initiators are aware of which social facilities (care, schools, other facilities) they need and that this will be available;
- A process advisor is not mandatory, but recommended to hire.

B) Change tendering policy (Point System)

Respondents see opportunities within the tender policy. Which means that not the highest bidder should be selected, but the tenderer with the best concept.

The respondent in Breda mentioned that when several groups register for 1 location and all of them also meet the set conditions, one of the projects will obtain the location at random. However, in 's Hertogenbosch it is proposed to apply a points system for the tender. For example, the municipality had an old monumental school building, which is also described in the experience, but the CPC group could win the tender by meeting several sustainability requirements. By scoring points with the submitted plan, the CPC group can ensure that the location is assigned to them. In this way, innovation and experiments are encouraged as well. As a result, it is possible to integrate the ambition of realizing and facilitating collective private commissioning into the major objective of realizing elderly housing.

C) Set preconditions for the location in the form of a plot passport

This opportunity is a follow-up to the tendering policy. The quote of the respondent of the municipality of 's Hertogenbosch covers both opportunities:

*"We now have a project with a school of which we said: well you can make an offer, you have to bid at least nine tons and then if you bid more, then you get points for it. But you can choose whether you want to keep the building and incorporate it into your plan or whether you want to transform it. But then you have to bear the demolition costs yourself. You provide those kinds of things in advance, which is actually a kind of **plot passport** and you do that when you issue lots, and then the zoning plan states what is allowed and what is not allowed. **However, we don't have that yet.** Currently the urban planner, together with other people, should indicate what is allowed. For example, the height can be two and a half stories maximum, Then our parking man has indicated: you have to park on your own property and you have to apply parking standards like those apply within the municipality. Well, things like that. As a municipality you will give them some preconditions, which can help the group to see if it is possible for them to realize their project on that plot"* Appendix -D6

The respondents discuss the option to offer preconditions in the form of a plot passport (also at private locations and buildings when taking into account the described opportunity A), which can help the initiative as well as the municipality to realize a CPC project. Because everything is clearly indicated in advance, the application does not have to be assessed by different people within the municipality, which ensures that time is saved for both the municipality and the initiative. Therefore, it can be an opportunity for the municipality to focus more on this.

D) Take the principles of CPC into account when focusing on the legal translation into a land use plan or environmental plan

The respondents highlight that the principles of CPC should be taken into account when testing the initiative against the land use plan and/or environmental plan. When looking at CPC as a means for the elderly to develop their desired owner occupied home, or, to look at CPC as a means to stimulate alternative housing types, it may happen that the municipality will approve the initiative. As shown in paragraph 4.1.2, not all the respondents of the municipalities do see CPC as a means. All in all, it can be concluded that the land use plan as well as the tendering policy can be approached differently, which leads to opportunities for CPC groups as well.

The previously mentioned opportunities relate to the regulatory role that the municipality can fulfill. In Figure 29, these opportunities are plotted against the two axes of the regulatory role, namely hard steering and steering on distance. The location of each letter, and thus the relationship on how the opportunities relate to each other, is determined by the author.

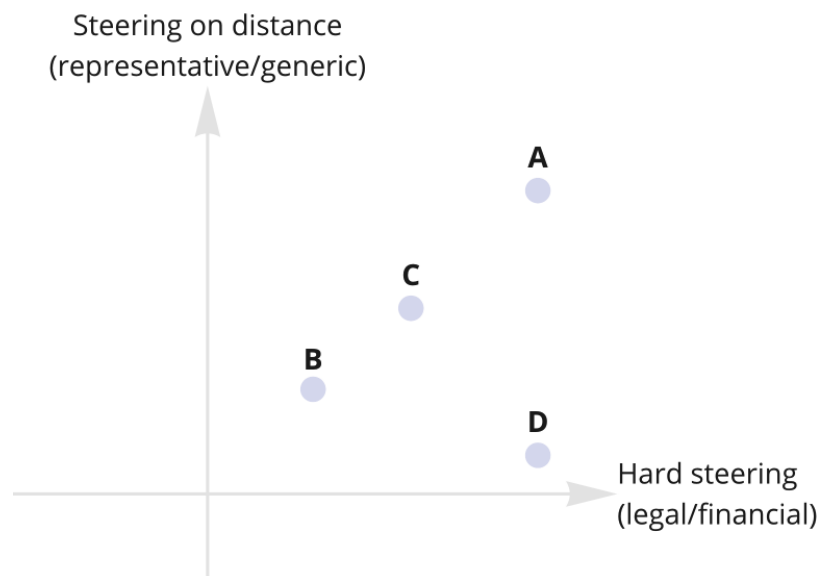


Figure 29. Part of instrument quadrant - opportunities for the regulatory role. Every letter represents an opportunity, and how the opportunities relate to each other. Location has been determined by the researcher (Author, based on Heurkens et al., 2017).

4.3.2 Stimulating opportunities

In the stimulating role, experiences are identified regarding financial instruments which (in)directly limit costs/or risks of parties:

- E) Make CPC groups aware of the possibility of applying for a municipal, provincial or national subsidy
 - a) Provide a loan

Currently, the respondents do not have any subsidies available for these types of developments. However, they state that provinces or the national government can grant subsidies for this as well. In order to obtain this subsidy, the CPC group must meet various requirements. Currently, the only thing the municipality can do to facilitate CPC groups is to make groups aware of the possibility of applying for a provincial or national subsidy. Municipalities can grant a subsidy for CPC as well. However, the municipalities look at CPC as a niche market at the moment, resulting in the current subsidies being provided elsewhere.

The respondents experienced that the pre financing of the CPC project can be hard for CPC groups. Therefore, the municipality of Eindhoven provides a loan for the pre-financing of a CPC project, which CPC can use to hire experts, for example. By adopting this instrument, the municipality can encourage CPC by reducing the financial threshold for the CPC group in the planning phase. However, it should be noted that this loan is paid by a subsidy from the province. In order to obtain the subsidy, the demand of the residents must be brought to the attention of the provincial authorities as well. This can be seen as another opportunity to facilitate CPC projects.

The previously mentioned opportunities relate to the stimulating role that the municipality can fulfill. In Figure 30, the opportunities are plotted against the two axes of the stimulating role, namely hard steering and steering on consultation. The location of the letter is determined by the author.

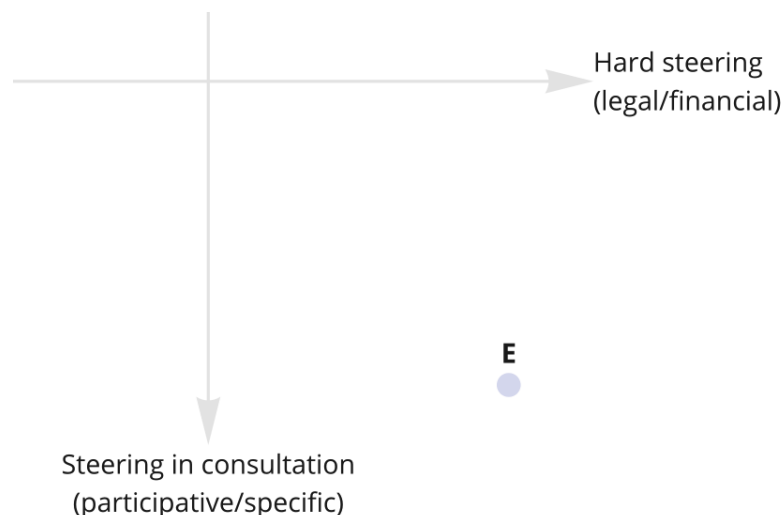


Figure 30. Part of instrument quadrant - opportunities for the stimulating role. Every letter represents an opportunity, and how the opportunities relate to each other. Location has been determined by the researcher (Author, based on Heurkens et al., 2017).

4.3.3 Guiding/Shaping opportunities

In the guiding/shaping role, experiences are identified regarding communicative instruments which can impact the choice of parties:

F) Develop a roadmap for obtaining land by CPC initiatives

A roadmap presents a clear route with transparent, accessible and fair allocations of CPC locations and buildings and how CPC candidates can be selected. The municipality of Breda has created a roadmap for CPC projects on how groups can obtain land. The respondent states:

"Based on our policy, we want to enforce the CPC initiative via a land use plan. We have now made a CPC-route booklet for this. [...] those are the guidelines for how to deal with it and it also clearly states how we choose our role as a municipality. And we actually chose three routes which focus on the ownership of the land:" Appendix -D3

The respondent states that the road map consists of 3 routes which a CPC group can take to obtain land:

1. Land from the municipality to start a CPC project

In the first route, the municipality owns the land and chooses what the destination of the land will be. The land can be allocated to a CPC initiative by drawing lots. The CPC initiative will conclude the purchase agreement directly with the municipality. The municipality will follow a procedure to guarantee CPC in the zoning plan or to make it possible with an environmental permit (with a deviation). The quote of the respondent from the municipality of Tilburg substantiates this situation:

"Very occasionally we have an expansion location where we have a land position, then you keep that dilemma with different target groups that you want to facilitate. But sometimes a location is just really very suitable, because it is a small plot size to facilitate a CPC group there. If that happens, I always give the advice of well listen, let's see if we can facilitate CPC here. Appendix -D7

2. Land from the developer to start an CPC project

As mentioned in opportunity A, the municipality can develop a policy that makes it possible to develop CPC projects on third party plots via land use plans and agreements with market parties. Then it is up to the developer to actually implement this zoning plan within the frameworks set by the municipality. Because the municipality wants to ensure that the interpretation of the CPC concept is fair, clear and transparent, it draws up rules that at least should be followed.

In this way, the municipality guarantees that CPC's have as many equal opportunities as possible and that the CPC initiative can actually develop and realize its own housing concept independently. The initiator (developer) then actively searches for a suitable CPC initiative for his project in an open and transparent manner. The municipality has no active role in this.

3. Land which you can obtain yourself to start an CPC project

A CPC initiative proposes a location themselves and demonstrably has control over the CPC plot. The CPC is the collective owner of the CPC plot or the CPC initiative has concluded an (unconditional) purchase agreement with the owner of the land. In this case, no lots will be drawn.

All in all, the roadmap provides an opportunity to clearly communicate how a CPC initiative can obtain land.

G) Clearly display your ambitions and realize them too

In addition to the roadmap for obtaining land, as described in opportunity F, it is also good to clearly state your general ambitions regarding CPC in the housing vision and also realize these ambitions. The respondents highlight that this will give initiatives clarity if CPC is a possibility in their municipality. The respondent of the municipality of Almere states:

“The housing vision does include forms of collective living, the forms can be different: clustered housing, cohousing, independent homes, for example in a courtyard or a shared inner street. So on paper there is attention for the initiatives, but in practice and finding locations there and realizing the ambitions, there can be gained more” Appendix -D1

H) Create area profiles/spot of interest

When the elderly do have the intention of forming a group and developing a CPC project, they start looking for locations. However, it might be that groups have no idea where to start. The municipality of Breda created area profiles. These profiles describe, from the municipality point of view, what kind of dwellings are desired in a specific location. To develop a concrete housing policy, it is necessary to have a good idea of the housing situation in each area, the opinions of residents and the development opportunities.

Area profiles form the basis for the discussion with partners and residents about concrete plans for housing. This is supported by the municipality of 's Hertogenbosch and the municipality of Almere. Respondents indicated that there is an opportunity, based on demographic change, to draw up a vision for the elderly per district.

I) Look at CPC as a means to guide flow (See older people as an opportunity)

The respondents from the municipality of Amersfoort and the municipality of Breda see CPC as a means to facilitate the flow of elderly people on the housing market. For example, the respondent from the municipality of Amersfoort states:

“I think CPC would be very good for flow, the moment we want to tempt seniors to move out of that large single-family home, to another home. The senior would like to live somewhere, wherever he or she makes it, the way he or she wants it. So with a CPC you naturally have all the space you need to create a home that you would like to move to, so I think it could really help with that, if you offer people the space to furnish the home in this way. that you can make your next step pleasant, then it could really help.

If we see the space for that within the entire framework of housing, I think you should actively focus on that” Appendix -D2

The respondents from Eindhoven and Hilversum also agree with this, but do mention that CPC projects serve a niche market. Municipalities do have to focus on quantity, which means that the municipalities would not immediately think of CPC. However, as previously indicated by the respondent from Tilburg, it is possible to realize CPC at small locations where it is not possible to respond to the national task to increase the building speed. This serves the flow, the demand for CPC locations as well as the optimization of locations. The flow on the housing market can be shaped by means of CPC.

The previously mentioned opportunities relate to the guiding/shaping role that the municipality can fulfill. In Figure 31, the opportunities are plotted against the two axes of the guiding/shaping role, namely soft steering and steering on distance. The location of the letter is determined by the author.

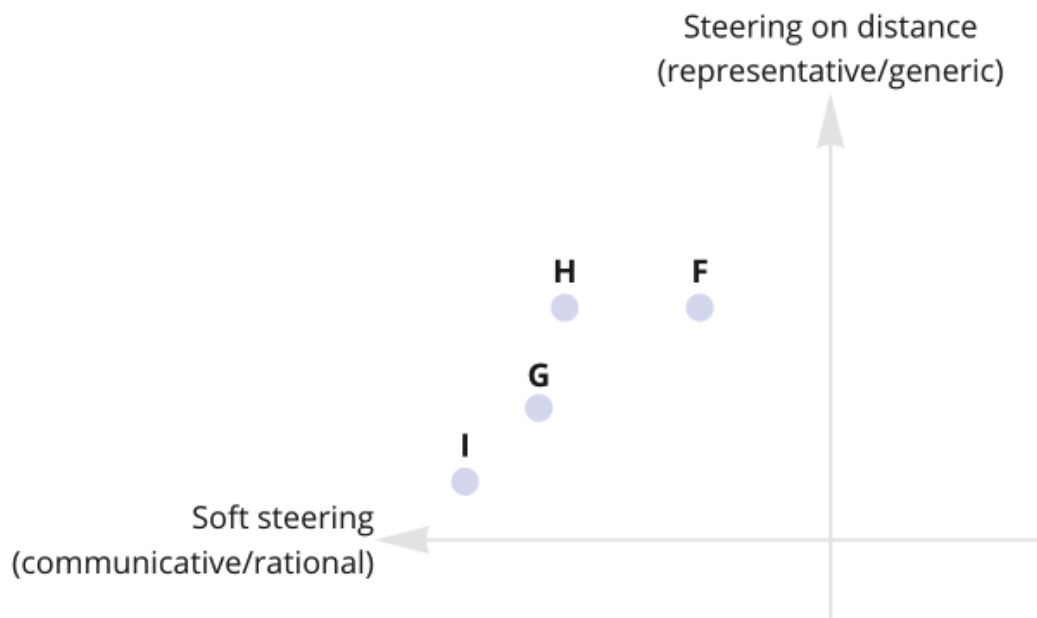


Figure 31. Part of instrument quadrant - opportunities for the guiding/shaping role. Every letter represents an opportunity, and how the opportunities relate to each other. Location has been determined by the researcher (Author, based on Heurkens et al., 2017)

4.3.4 Connecting (capacity building) opportunities

In the connecting role, experiences are identified regarding instruments that can impact the collaboration and (self) organization of parties:

J) Add a municipal project/process manager CPC

Setting up a project manager CPC at the municipality, results in coordination and support during the first phases of the project. The municipality must ensure that an internal project leader and a responsible alderman are appointed, resulting in a clear point of contact for the initiators. All communication is with the internal project leader. All agreements are also coordinated with the internal project manager. The respondent of the municipality of Tilburg states that the process manager CPC can coordinate the different internal domains and can keep control over the project. In addition, the project/process manager of the municipality can arrange meeting rooms to facilitate the CPC initiative.

K) Start an information desk in the municipality, also regionally between municipalities

Anyone who has plans for the new construction of special forms of living can visit a central residential counter. The desk can provide everyone, from private individuals to market parties and corporations, with information about rules and legislation. Where necessary, initiators are referred to the right contact persons within the municipality.

Respondents of Tilburg, Hilversum, Eindhoven, Almere and Breda state that this could be an opportunity which is mainly intended as a 'connecting link' between all departments that deal with housing, also regionally. This can prevent duplication of work. The focus of this desk will be on the registration of the housing wish of the resident, after which an initiator is referred to the correct department or person (which can also be the municipal project manager CPC) at the right location.

The quote of the respondent from the municipality of Hilversum illustrates the opportunity:

*"To prevent people from having to 'shop' endlessly at the municipality A, B, C or D in the region [...]. We have an agreement with each other when these kinds of groups sign up, that we refer to each other and that we don't let an initiative 'shop' endlessly. **The goal of this regional involvement, shall I say, is that an initiative group always ends up with the right people, who can simply inform them as much as possible, so that they do not also have to shop at all kinds of cooperatives and other municipal counters.** [...]. We will register the initiative and share it with the partners in the region. The initiator will also be informed about this. We do this on behalf of all cooperatives, all municipalities and then we look at the initiative and discuss the program of wishes and requirements and then the initiative will receive one answer". Appendix -D5*

L) Organize a consultation hour

In addition to the opportunity of having an (regional) information desk, the respondent of the municipality of Breda states that another connecting opportunity can be a consultation hour for initiatives:

*"There will also be a monthly consultation hour for new housing options, **'to make contacting as accessible as possible'**. The alderman will periodically participate in consultation hours".*
Appendix -D3

M) Point groups toward hiring a real estate agency for land

Pointing groups toward hiring a real estate agency to obtain a plot can be seen as a connecting opportunity. The respondent of the municipality of Hilversum states:

*"Elderly who would like a piece of land and report themselves to municipalities, I would say to them: yes, there are a lot of people who want a place, so I would join real estate agents. We think it's sympathetic, but **especially join a real estate agency and look for a piece of land**".* Appendix -D5

The respondent of the municipality of Breda agrees on this. As mentioned in opportunity A, the municipality provides a guideline, which depends on the size and location of the urban area, to realize about 5 to 10 percent of the total surface area by means of CPC. When a part of the land is designated for a CPC initiative, this land should be sold to a CPC initiative. The respondent mentioned that developers often approach real estate agencies to put their product on the market. The product can be a large plot, with several smaller plots that can be sold to individual buyers or multiple smaller CPC initiatives, depending on the size of the lot. Therefore, guidance is needed and real estate agencies often provide this guidance. They know which plots will be sold for CPC projects. When the group is pointed towards hiring a real estate agency for land, it might be that they will acquire a plot earlier than expected.

N) Conduct research into current demand for CPC (through an independent party)

The respondents indicate that CPC concerns a niche market. However, it is not known exactly how big this niche market is. That is why the municipality of Amersfoort commissioned an independent agency to investigate the needs of the elderly. The respondent from the municipality of Tilburg also indicated that research is necessary to gain insight into the current and future demand for special forms of housing, which also includes CPC. The respondent of the municipality of Tilburg states:

*"For me, the research is just very solid, especially because I am handing it over to an independent party. Then I can also show the council that it does not come from our own domain, where of course other interests also play a role, but **this has been mapped out by an independent party and then as far as I am concerned, it is the choice of the politicians to take a position on it**. But then all the pluses and minuses must be very clearly visible. Then it must also be known that it may be disadvantageous for other parties, that it costs money and that it facilitates groups"* Appendix -D7

The specific knowledge can be seen as an opportunity to impact the collaboration and (self)organization of the municipality.

The previously mentioned opportunities relate to the connecting role that the municipality can fulfill. In Figure 32, the opportunities are plotted against the two axes of the connecting role, namely soft steering and steering on consultation. The location of the letter is determined by the author.

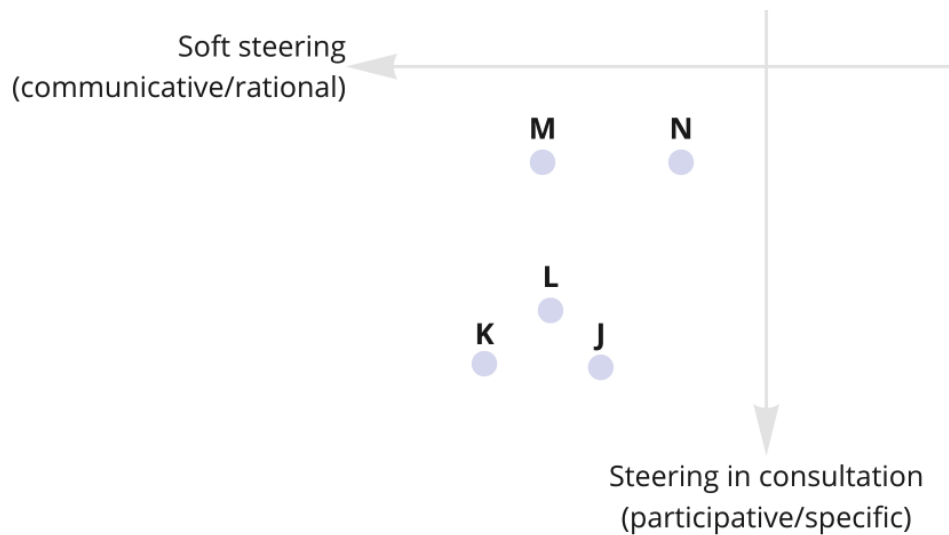


Figure 32. Part of instrument quadrant - opportunities for the connecting role. Every letter represents an opportunity, and how the opportunities relate to each other. Location has been determined by the researcher (Author, based on Heurkens et al., 2017).

4.3.5 Overview of opportunities

The opportunities that were retrieved from the interviews were subdivided into regulating, stimulating, guiding/shaping and connecting opportunities. In figure 33, the previously mentioned opportunities are compared against the axis 'steering on distance or steering in consultation' and the axis 'hard steering and soft steering'. The location of each letter is determined by the author.

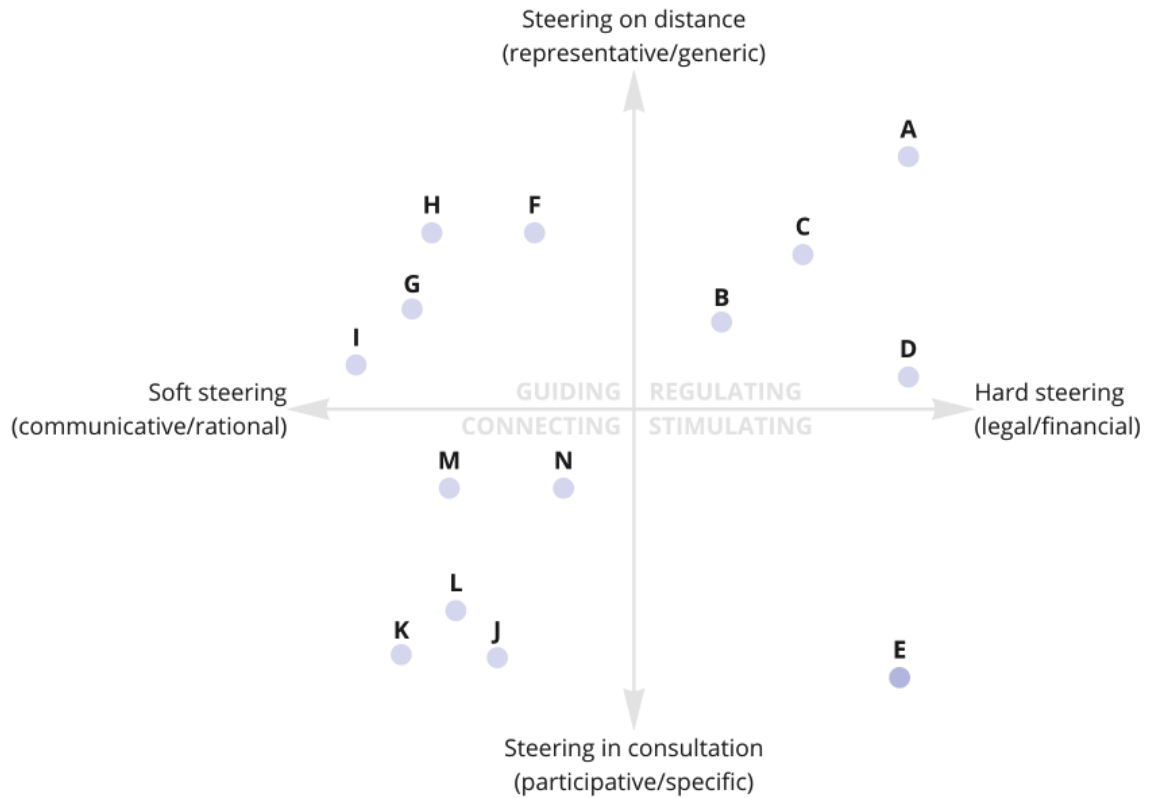


Figure 33. Overview of identified opportunities in relation to steering instrument (Own figure)

Chapter 5: Discussion

As mentioned in the problem statement in chapter 1, the society has an increasing demand for resident initiatives. However, De Jong (2013); Bossuyt, Salet & Majoor (2018); Luijten, Tuinder & Du Long (2018); Nijkamp & Bosker (2020); Nagtegaal & Van Oorden (2021) all conclude that municipal processes lack focus on, and cooperation and experience with, resident initiatives such as collective private commissioning projects.

The empirical research aimed to identify the barriers from the municipality point of view by focusing on the motives and experiences of different urban municipalities when facilitating CPC projects. Based on the motivations and experiences of urban municipalities, opportunities can also be collected. By providing insight into the barriers and the opportunities, an answer can be given to the main research question: how can municipalities better facilitate collective private commissioning initiatives to respond to the increasing demand for elderly housing in urban areas.

On the basis of empirical research, the findings of the various parts of the conceptual model in chapter 2 are inventoried in chapter 4. The findings of chapter 4 will be analyzed in this chapter. The aim of this chapter is to provide more insight into how the findings in chapter 4 relate to the literature in chapter 2. First the findings will be summarized and key findings will be highlighted. Then interpretations, implications and limitations will be described. The findings will be analyzed, based on the same structure as in Chapter 4. First the motives and experiences will be analyzed. Then the barriers and opportunities regarding the motives as well as experiences will be analyzed.

5.1 Summary of findings

A brief summary of the key findings of the motivations and experiences, barriers and opportunities will be provided in order to analyze and compare the findings with the literature in paragraph 5.2.

5.1.1 Motives & experiences

Based on empirical research about the motivations of urban municipalities for facilitating CPC projects and their experiences when facilitating CPC projects, it can be stated that most respondents have a positive attitude towards the CPC concept itself. The motivation of the different municipalities is mainly about meeting the desires of the residents and contributing to a differentiated housing supply (based on housing vision). In addition, flow, maintaining quality of life (livability), and the social aspects play a smaller role in the motivation for stimulating CPC projects.

On top of that, the end product is also mainly experienced positively since it contributes to other goals. However, not all respondents look at CPC as a means to contribute to other goals. 2 respondents look at CPC as an goal.

On the contrary, CPC processes are experienced as time-consuming (internally and externally). Besides, The municipalities can have completely different views on facilitating CPC. Their attitude about how they should facilitate CPC differs from each other. Some respondents wonder what the demand from the elderly for CPC is, they would like to have additional and more local research.

5.1.2 Barriers

From the retrieved motivations and experiences, insights are obtained about why there may be a lack of cooperation from the municipality. This is presented in the form of barriers. An overview of the collected barriers of different municipalities is given in figure 34, in no particular order of importance:

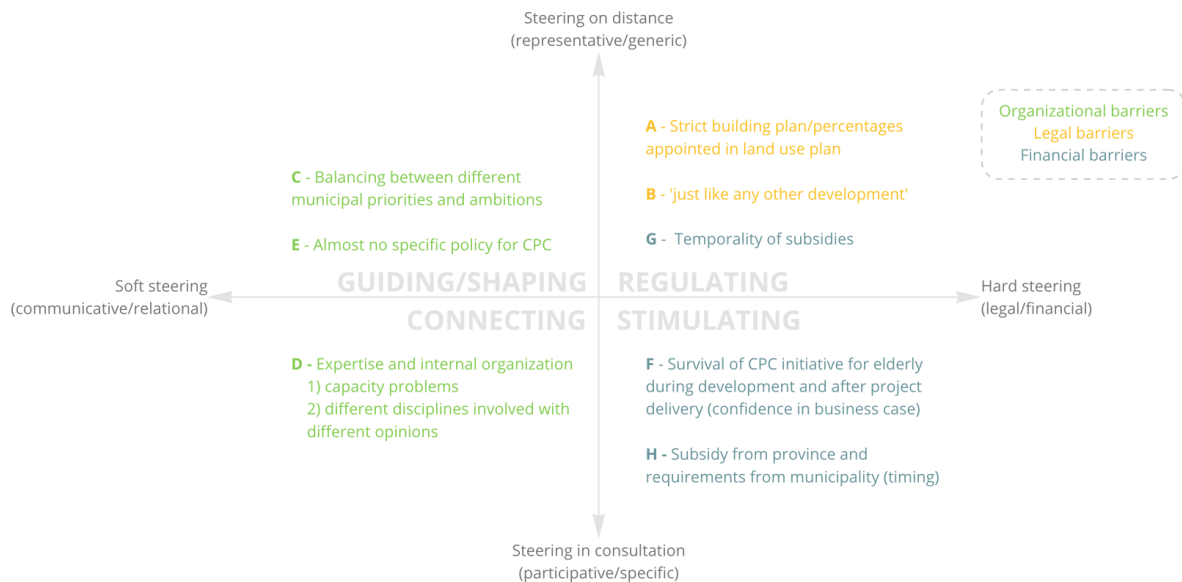


Figure 34. Total overview of barriers in relation to the instrument quadrant (own figure, based on Heurkens et al. 2017).

Because CPC is considered a niche market, the focus is not really on realizing these types of projects. However, the demand from society increases. When the municipality wants to facilitate this, various barriers are encountered:

CPC projects can sometimes be approached with more sympathy, but in the end, CPC will be approached in the same way when a developer wants to develop something. Finding a location for this 'developer' can be very difficult, because there is no land available from the municipality and various strict percentages are included in visions and land use plans. These percentages arise from the priorities and ambitions of a municipality, which can be a political choice. Because there is now an acceleration task for the government and CPC is regarded as a niche market, the focus is not on facilitating CPC groups.

In addition, the confidence in the business case is not always equally high. Projects can fall apart during the realization process; and after projects (finally) have been realized, people can resell their developments. Then it is actually no longer considered a CPC, but project development. Again, the land plays a major role, because it is precious and can only be sold once.

The expertise and internal organization also ensure that CPC cannot be easily facilitated. Cooperation with external parties can be experienced as difficult by the external parties, because the knowledge and capacity are not available within the municipality, which can also be a political choice.

All in all, the insights from municipalities show that scarcity of land and time, and political choices can be considered the main barriers for facilitating CPC projects.

5.1.3 Opportunities

Based on the municipality's motivations and experiences with facilitating CPC, a list of opportunities can be developed which the municipality can review in order to better facilitate CPC in their municipality. These are classified according to the instrument quadrant, in no particular order of importance:

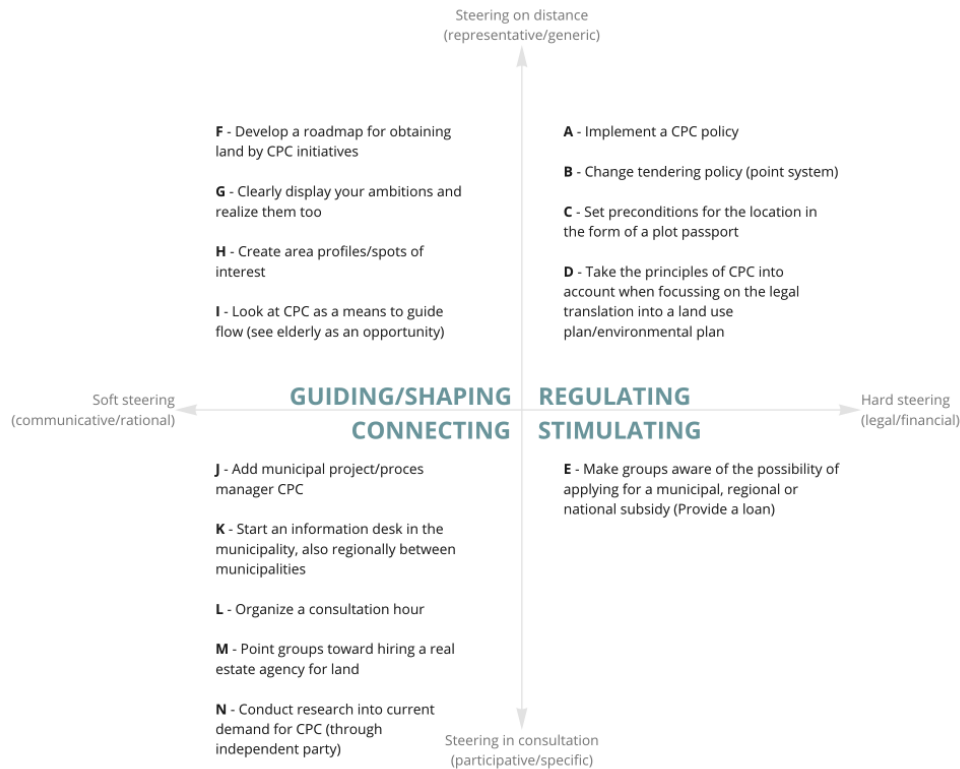


Figure 35. Total overview of opportunities in relation to the instrument quadrant (own figure, based on Heurkens et al. 2017).

With regard to the regulatory role, the results indicate that opportunities arise for implementing a CPC policy which can help to facilitate CPC projects. By writing a new policy, land can be enforced from third parties for the development of CPC projects. In addition to implementation, based on the experience of the respondents, opportunities arise for adaptation or optimization of the existing steering instruments. For the stimulating role, only one general opportunity has been mentioned. This opportunity is about optimizing the (pre)financing of projects which is recognized by all the respondents.

Empirical research also shows that a lot of opportunities are located on the soft steering side. The instruments will have to provide transparency with regard to the guiding/shaping role. This can be achieved through the optimization of existing instruments and the implementation of new instruments. With regard to the connecting steering role, the results indicate that, both internally and between parties, the municipality should focus on knowledge and development. This can be done by optimizing processes.

5.2 Interpretations

The experiences of the municipalities are partly in line with the motives of the municipalities to facilitate CPC. The idea behind the CPC project and the end product are mainly experienced as positive. However, the process can be experienced as negative. For example, one of the motives is to enhance community feeling and stimulate livability. The added value lies in the collective decision making during the process, which can strengthen the community feeling. However, the experiences show that collective decision-making costs a lot of time as well, which is experienced negatively.

Besides, not every municipality regards CPC as a means. From empirical research, it turns out that CPC is also seen as a goal. An explanation for this could be that municipalities do not place the end product in a broader context (yet), which can also be supported by De Jong (2016) who mentions that connective coalitions (facilitate the ambition of an initiator in order to achieve their own ambition) are new for many organizations.

All in all, the comparison above shows that the motivations for facilitating CPC are not entirely in line with the experiences that are gained during the facilitation of CPC projects, resulting in a contradiction between motives and experiences and the fact that there is room for improvement within the process of facilitating CPC. By identifying barriers and opportunities, these experiences and motivations can be aligned.

First, the configuration of barriers in relation to the instrument quadrant supports the theory in Chapter 2; all organizational barriers relate to soft forms of control and are therefore located on the left side of the range of instruments. The legal barriers are all in the quadrant of regulatory forms of steering. The financial barriers, in accordance with the theory, are linked to the hard steering instruments: the regulating and stimulating roles.

Secondly, the problem statement shows that cooperation between resident initiatives such as CPC initiatives and the municipality is difficult. The initiatives mainly experience barriers in the guiding/shaping and connecting roles of the municipality. However, in a quantitative sense, the barriers from the municipality's point of view are concentrated on the hard side based on empirical research. This creates an opposing view of the municipality and the initiator of the barriers in relation to the roles of the instrument quadrant.

In addition, it appears from the literature that initiators also see opportunities in the guiding/shaping and connecting roles. In the empirical research, respondents were also asked about opportunities for facilitating CPC projects. Figure 35 shows that, in a quantitative sense, the opportunities from the municipality's point of view are concentrated on the soft side. This creates an equal view of the municipality and the initiator on the opportunities in relation to the roles of the instrument quadrant.

Although the focus of the opportunities is on the soft side, it does not mean that opportunities on the hard side cannot also be exploited. On the right side of the instrument quadrant, there are fewer opportunities, but these instruments can, after they have been adapted/added or when these instruments are controlled more strongly, have a direct influence on the steering options of the municipality.

However, these opportunities can be seen as more radical. Also, it may be that these opportunities are more difficult to utilize (e.g. the municipalities have to deal with other legislation and regulations). Besides, on the hard side, it depends on other factors whether those opportunities can ultimately be used. For example, a policy can be made for CPC, which increases the potential for self-building according to Minora et al. (2013). However, an internal investigation will have to be conducted first into the demand, which is an opportunity on the soft side. Also, the use of legal measures is generally

not beneficial for cooperation and therefore also not for the speed of development. The municipal policy and the agreements that are concluded are the areas in which the cooperation takes place. These hard opportunities can be seen as 'big sticks' to reinforce difficult conversations. All in all, it would be better if the municipality focused on the opportunities on the soft side first.

This is in line with the theory of chapter 2. Governments often tend to focus mainly on a breakthrough by means of hard steering, by regulating or by purchasing land. According to Hoorn (2020), this could certainly be important to ensure that a development gets the desired result. However, not everything can be tackled with hard instruments. It is also necessary to spend a lot of time on the steering roles 'guiding' and 'connecting'. The soft steering needs a lot of attention, in all phases of a development. After all, the interactions between people ensure the right developments (Heurkens et al., 2017; Hoorn, 2020).

When focusing on the opportunities in the connecting role, it can be noticed that there are two types of opportunities. As mentioned, these can be opportunities, such as doing research or setting up a CPC process manager, in order to make better use of other opportunities. However, it can also be an opportunity that actually connects actors. Internal and external opportunities are shown at the same time. This can be substantiated using the literature in Chapter 2. This quadrant can be seen as capacity building, which is aimed at facilitating the other quadrants (Adams & Tiesdell, 2012). The quadrant can also be seen as connecting (Heurkens et al., 2017).

Third, according to Bossuyt, Salet & Majoor (2018), the Dutch norm of an active land policy could potentially enable the development of small initiatives, such as CPC initiatives. However, according to Bergen (2019), many municipalities do have a facilitative policy. The empirical results are in line with this observation by Bergen (2019). All the municipalities state that they have a facilitative policy. However, the empirical results also show that an active land policy is not needed to enable the development of CPC initiatives. A municipality can pursue a land policy with a facilitating character, in which it does take measures to get private parties to develop. The municipal council can steer the desired spatial development, within the frameworks set by the central government as well as the province. In practice, the anterior agreement and the land use plan form the basis for this.

All in all, the empirical findings show that there is room for improvement when facilitating CPC to better align motivations and experiences. Barriers as well as opportunities are the roots of this. The initiators experienced mainly barriers on the soft side, while the municipalities identified mainly barriers on the hard side and mainly opportunities on the soft side. With the identified opportunities, municipalities can respond to the barriers experienced by the initiators and probably better respond to their needs.

5.3 Implications

The current findings contribute to the existing literature about the motives and experiences of providing housing through CPC. For example, Rehwinkel (2021) researched the motives and experiences of municipalities with regard to CPC, to meet the housing needs of young people in rural municipalities. The main motivation for facilitating CPC for young people is the low construction costs. This differs from the results of this study, which is only meant once, but not as a motivation. However, the motivation about meeting housing demands and stimulating the community feeling correspond with the results found in this study.

The experiences with regard to providing affordable CPC projects for young people are mediocre. It is argued, for example, that it is better to go for a small group of residents and for life-long construction, which is more aimed at the elderly. The results of this study show that the experiences of homes for the elderly are actually positive. As a result, in the future, facilitating CPC projects for the elderly might be better than for young people.

In addition, this study contributes to the work of Kievit (2013), who has conducted research into how the collaborative process in renovations and transformations of housing association housing to CPC can be improved. The research by Kievit (2013) also identified barriers in 2 urban municipalities (Rotterdam and Arnhem). These correspond to the barriers found in this empirical study, which are also complementary to the existing literature. Based on the barriers, global recommendations have been described for municipalities by taking organizational and legal steps. The added value of this research is that, in addition to barriers, opportunities have also been identified and are linked to the instrument quadrant, which makes it concrete for municipalities, how they can act and which opportunities they can use from different steering roles to be able to facilitate CPC groups. This information can be used to develop targeted interventions in the future. If the current opportunities are not implemented, based on the steering instruments, the CPC group will continue to run into the same barriers in the future, while the demand for these kinds of initiatives is only increasing.

With regard to practical implications, it appears that the barriers (of the CPC projects) are related to opportunities (and the soft side of the municipality). This can provide initiators with insights into where the opportunities lie. The (drastic) opportunities that exist regarding CPC policy on the land of third parties can, for example, have consequences for the cooperation between parties. For example, the CPC group may consider a new important, or even most important, stakeholder in the future, which is the developer who's the owner of the land. This (drastic opportunity) policy also has an impact on the developer himself, because he will have to give up a part of the land for CPC groups.

The studies by Adams & Tiesdell (2012) Heurkens et al. (2017) and Hoorn (2020) all state that steering should be focused on the soft sides, which is clearly supported by the current findings. However, municipalities are able to better facilitate CPC projects when they make use of opportunities from different quadrants. For example, by conducting research (connecting), policy can be drawn up (regulating) and can then be clearly presented in a roadmap (guiding) in order to properly inform the initiator.

5.4 Limitations

The limitations of this research will be described in this paragraph.

Because the study only included large urban municipalities with more than 100,000 inhabitants (7 out of 44), the results may not be generalizable to other (smaller) urban municipalities. For example, there may be several people or departments in larger municipalities, while in smaller municipalities there are fewer departments and also fewer counters, so they may have different experiences with CPC projects. The context in relation to a large urban municipality can differ.

In addition to this, due to time constraints, only the Dutch context was considered. As indicated in chapter 2.1.3.1, CPC is part of a larger context. This study only looked at the Dutch context. However, it appears that in Germany in Berlin, Tübingen, Hamburg and Freiburg the concept of *baugruppe* is often applied and where the benefits are really seen (Eliason, 2014). In the 1990s, *Baugruppe* were already widely used in Tuebingen and Berlin. The Municipality of Berlin has introduced a *Baugruppe* department. It also appears that when looking in a broader context, for example the *Baugruppe* in Berlin, there is more emphasis on the soft sides. Research of Figueira & Tevisan (2019) about *baugruppe*, for example, shows that the state focuses much more on soft aspects. For example, even a database is maintained in which all *baugruppen* are included, to also distribute information between projects. In the broader context, therefore, more attention has been paid to the softer side. Resulting in the fact that more projects are realized there.

A second limitation is that the research only focuses on motivations and experiences (opportunities and barriers) from the municipality with regard to facilitating CPC projects. This will provide insights into how the municipality can better manage CPC projects. It has been decided to study the motivations and experiences in combination with the barriers and bottlenecks in various municipalities. This makes it possible to go more in width, but perhaps less in depth. The study does not examine what other actors see as opportunities and obstacles in relation to the steering instrument.

In addition, a third limitation that the reader should take into account is that this study is based on the motivations and experiences of different representatives of municipalities. These respondents can only say something about opportunities and barriers that they encounter when a project is facilitated. Based on the empirical findings, nothing can be said about the effectiveness or efficiency of the management instrument itself. The barriers and opportunities can only be made clear on the basis of this instrument.

5.5 Further research

As a result of the limitations, recommendations can be given for further research.

1. The opportunities and barriers in this research are based on the motivations and experiences of the respondents of different municipalities. Based on empirical findings, nothing can be said about the efficiency or effectiveness of the instrument quadrant. It only provides insights. Therefore, it would be interesting to find out how the implementation of a soft instrument can lead to internal efficiency, for example.
2. The research shows that the use of the opportunities in the connecting role can support other quadrants. Follow-up research may show whether the use of these opportunities leads to the use of opportunities from other quadrants. To what extent does research into the demand for CPC (soft connecting opportunity) influence the use of CPC policy (hard regulating opportunity). What is the effect of implementing an internal soft opportunity on other instruments?
3. This research tried to gain insights into the motivations and experiences of urban municipalities in the Netherlands. Based on this, barriers and opportunities were identified. For further research, it would be interesting to find out if these barriers and opportunities also exist in smaller municipalities within a different context.
4. In addition to the previous suggestion, this research focused only on insights of the municipality. In order to substantiate this research, barriers and opportunities can also be identified by other actors (e.g. the CPC initiators), in the same municipality to validate if other actors do have the same experiences.
5. The previous paragraphs also show that CPC is applied in a broader context and that municipalities in, for example, Germany are taking a more active approach. It can certainly be interesting to analyze the German Baugruppe in a similar way and to adapt and extend the instrument quadrant. Gain more insights from the broader context to enhance the instrument quadrant.

Chapter 6: Conclusion

Due to the limited quantitative and qualitative supply of elderly housing and an increasing demand for alternative housing forms, more and more resident initiatives arise in the Netherlands. However, it is evident from these resident initiatives that municipal processes lack focus, cooperation and experience with resident initiatives such as collective private commissioning projects. Therefore, this research aimed to explore *how municipalities can better facilitate collective private commissioning (CPC) to respond to the increasing demand for elderly housing in urban areas.*

A literature review and desk research were conducted to create a theoretical framework and to gain more insights into the concept, demand, and useful instruments to facilitate CPC projects. CPC can be defined as a social project development method in which a group of future residents jointly have decision-making authority and full responsibility for the use of the land and/or the building, the design and (re)development of their own private and public spaces, and sometimes even facilities, in a transformation, renovation, or newly-built housing project.

Based on the theoretical framework, a qualitative study was conducted to discover the motives and experiences of municipalities when facilitating CPC. Eight representatives from seven municipalities were interviewed to create an overview of barriers and opportunities. These barriers and opportunities were made clear based on the theoretical framework. This is interpreted in the discussion. Based on the discussion, an answer can be given to the main research question.

Based on the empirical research, it is not possible to give a concrete answer to the question of which mix of instruments is most effective to facilitate CPC for the elderly. In the qualitative research, a wide variety of information has been retrieved from practice, but ultimately, depending on the situation and the moment, it will be determined for each municipality which steering instrument is effective. Based on the results of this research, two main conclusions can be drawn to better facilitate CPC projects to respond to the increasing demand for elderly housing in urban areas:

1) *Make use of multiple governance*

The better a municipality is able to implement multiple governance (a mix of different roles/forms of governance and the use of instruments), the more effectively it can facilitate CPC initiatives. Based on empirical research, it can be concluded that the respondents see a great variety of opportunities for different forms of governance, which can be utilized to implement multiple governance. This will increase the effectiveness of the governance process.

2) *Maximize the soft steering aspects.*

Opportunities can be found mainly in soft steering aspects, which means that municipalities should not only focus on external organizations, but also internal organizations. By investing in people and in the structure of the municipal organization (efficiency), the effectiveness of the management process can be increased.

CPC for the elderly requires time and effort from all actors in the chain, which means that cooperation is a major determining factor for success of the product and process. According to the respondents, the opportunities, from the municipality to achieve effective management, mainly lie in the connecting role. Encouraging and connecting by the municipality should not only be focused on external organizations, but also internal organizations. Administrators and civil servants associated with facilitating CPC should put this theme on the agenda internally as well.

Chapter 7: Recommendations

This chapter provides practical recommendations, based on the research, for practice (municipalities). In line with the conclusion, the following recommendations can be made:

The combination of the 'social battle' for land positions, the many policy ambitions of municipalities, and the commercial orientation of market parties makes planning a difficult process which requires a high degree of professionalism.

As it turns out, the use of compelling (legal) measures, whether by the government or a private party, is generally not beneficial for cooperation and therefore also not for the speed of development. Therefore, it is recommended to also focus on the soft aspects. Make sure that this will be done. As it turns out from the empirical findings, in a quantitative sense, more opportunities can be found for the soft aspects. It is recommended to focus on these soft aspects, such as starting a consultation hour once a month or organizing an information desk. These are small instruments which can be organized on a short term and do not cost much time.

In addition to the previous recommendations, maximizing the soft aspects is something that is regarded as valuable by the initiators, because they also experience many barriers on the soft side.

Empirical findings show that a few respondents are skeptical about implementing the CPC policy. In addition to this point, some of the respondents are also interested in project examples of this policy. However, these projects are not realized yet. Organize and/or fund research and provide a platform where knowledge and experiences can be shared.

During the period when the policy is implemented, it is recommended to constantly evaluate both the process and the outcomes.

Some of the municipalities have already taken a big step in facilitating CPC. Literature and as well as empirical research show that municipalities see little or no exchange or cooperation between the various municipalities. Based on current experiences, the desire for optimization and better facilitation in the future and on the national social interest, there is a great opportunity by seeking coordination with other large as well as medium sized municipalities.

Chapter 8: Reflection

The last chapter of this master thesis is a reflection. This will be subdivided into product, process, and planning.

Product

The master track management in the built environment is founded on the development of multidisciplinary design-based solutions (TUDelft, 2022). A management instrument that provides insights into different governance roles has been developed and offers opportunities for the municipality to facilitate CPC projects. The idea is in line with the idea of the master.

This graduation research is part of the Real Estate Management (REM) track and the Urban Development Management (UDM) track. Within the field of REM, the graduation topic can be aligned with Housing Systems. Housing systems seek to understand how the housing market works by focusing on demand, supply, and price, as well as their interdependence. The societal goal is to provide a solution to the current housing market problems (Management Built Environment, 2021). CPC by the elderly can be seen as a small solution (niche) to the current housing market problem and also exposes the interdependence since people start their own initiatives and start developing their own homes according to their wishes and needs (Because they are not satisfied with the product the market delivers). This evolves from the idea that people do live in unsuitable homes and should stay longer at home. Developing homes for seniors (by the elderly themselves) will result in the situation that they will move out of their current homes, resulting in more supply for young people. Because society (elderly) perceives that the municipality has a lack of cooperation with CPC, this study examines how municipalities view this product in order to be able to better match supply and demand.

Within the field of UDM, the graduation topic can be aligned with Area Development, as CPC can also be seen as a method for area development. As the conclusion of this graduation topic about CPC states that municipalities should *make use of multiple governance* and *maximize the soft steering aspects* to facilitate CPC, it touches upon the core objects of Area Development, which are developing knowledge and instruments for area development practices (Management Built Environment, 2021). In order to better facilitate CPC projects, this research provides insights into the barriers and opportunities with regard to the steering instrument. This is in line with research which is often conducted in the field of area development (about barriers and enablers).

During the project, a qualitative research method was chosen. An in-depth interview made it possible to find out how municipalities think about the concept. By providing information about the selected municipalities, their context and in-/exclusion criteria, the readers (e.g. other municipalities) are given insights about if it is possible to adapt the findings to their own situation. Also, how this research can be done by other researchers in smaller municipalities.

When entering into a conversation with the selected municipalities, it was possible to find out what the opinions were about CPC. Because there are few scientific sources available about CPC, certainly from a municipality's point of view, it was needed to gain more in-depth insights about the concept. The identified opportunities for municipalities also provide opportunities for further research and to discover how efficient and effective these opportunities actually are.

At the beginning of the project, I had no clue where to go. I was reading a lot of reports, mainly governmental, about topics I was interested in. I made a lot of small notes about topics. However, when I started working at Companen, I got in contact with someone who experienced a lot of

problems setting up his own CPC. This was the moment that I started to do research about CPC and I knew what the goal would be. Contribute to doing research for this person to, in the end, create his dreamhouse. And, maybe even later, I will do this as well.

Process

The process was a bumpy ride. With many ups and downs, however, I'm finally writing this reflection. The process was mainly bumpy because of my personal situation. Aside from my graduation work, I started working at a company, moved to a new home, and had some family situations. This all resulted in a delay in the process. However, I'm very thankful that Darinka and Aksel both took the time to supervise me, even after a longer graduation process than expected. With regard to the graduation process, I experienced that for me it was hard to make the step from literature to methodology and operationalization to doing interviews. For some reason, which is still unknown to me, I got stuck re-writing and re-reading. Therefore, a new strategy was needed for me to approach my daily work and to move on. This will be explained in the planning paragraph. During the process, I experienced no ethical dilemmas or issues. These could still occur.

Planning

The enormous freedom, especially with COVID-19, caused ups and downs in the project. For example, the motivation was really high on Mondays, but on Tuesdays it was gone and I was distracted a lot because all you do is stay at home, in the same room or house. After achieving a positive P2 result, some personal situations happened, which created a bumpy ride resulting in not passing the P4 on time. However, in the end, by making (daily) schedules, it gave more structure to my life again. By creating an overall plan, the deadlines I gave myself in between were too big. This was something that was experienced during the process. Therefore, the planning was minimized to day planning, which worked quite well for me. When using daily plannings, the objective can be achieved, which gives you a good feeling, also to move on with the topic (and not getting stuck at the same part for over a month for example).

I realized that I am responsible for the end result, and to make it a success, I need to give myself a push sometimes in order to deliver the final document of the thesis.

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Appendix A - Interview guide (dutch)

Beste meneer/mevrouw,

Voor mijn afstudeeronderzoek over het faciliteren van CPO - door ouderen - ben ik na een selectie van gemeenten uitgekomen bij u als geschikte gemeente om te interviewen. Uit inventarisatie komt naar voren dat binnen deze stedelijke gemeente een CPO initiatief is ontwikkeld door ouderen.

We zien in de huidige markt dat er steeds meer ouderen een veranderde woonwens hebben en dat 'de knarrenhofjes' op stoom komen. Tegelijk ontstaat er de wens om meer geclusterde woonvormen te realiseren (met het oog op wonen en zorg), en, uit onderzoek blijkt dat de vitale oudere een sleutelrol kan hebben in doorstroming op de woningmarkt. CPO door ouderen zou kunnen bijdragen aan de verschillende bovenstaande situaties. Echter komen deze gematigd van de grond. Gemeenten kunnen hierin een rol vervullen.

Mijn onderzoek gaat in op de rol van (uit) de gemeente. Ik zou hierbij graag antwoorden ophalen vanuit de gemeente over hoe de gemeente die rol vervuld en ik probeer hierbij op te halen wat motivaties en ervaringen van gemeenten zijn voor of tegen CPO. Hierbij verdiep ik mij ook in het (grond)beleid dat de gemeente hanteert voor CPO, waarbij ik uiteindelijk antwoord probeer te krijgen op mijn hoofdvraag: hoe kunnen stedelijke gemeenten CPO voor ouderen beter faciliteren om zo te voldoen aan de stijgende vraag?

Achtergrond:

Gemeente	Gemeente ...
Datum	xx / xx / xxxx
Geeft akkoord voor opname	ja / nee
Wil anoniem blijven voor het onderzoek	ja / nee
Naam - Functie

START

- voorstellen, wie ben ik, wie bent u?
- Hoe bent u in uw functie betrokken bij CPO in de gemeente?
- Zijn er naast ... nog meerdere CPO projecten die gerealiseerd zijn door ouderen in gemeente X?

VERDIEPING

MOTIVATION

- **Wat is de motivatie van gemeente X om Collectief particulier opdrachtgeverschap te faciliteren?**
 - kunt u mij wat vertellen over de visie van de gemeente ten opzichte van CPO?
 - ziet gemeente x CPO als doel of als middel?
 - *waarom?*

EXPERIENCES

- **Wat zijn de ervaringen vanuit de gemeente wanneer CPO project X (voor ouderen) is of wordt gefaciliteerd?**

- *bvb. kunt u daar wat meer over vertellen?*

BARRIERS

- **Wat voor moeilijkheden of barrières komt u tegen wanneer de gemeente CPO projecten faciliteert?**

- *bvb. hoe kijkt u hier tegenaan?*
- *is er al iets aan gedaan? wat denk u dat nodig is?*

TOPICS: procedures, regels, beleid, investeringen, onzekerheden, visie, politieke verandering of gebrek aan (interne) kennis

- Zijn er knelpunten bij procedures, regels of beleid wanneer de gemeente CPO wil faciliteren? Zo ja, welke?
- Zijn er knelpunten bij investeringen of onzekerheden vanuit de gemeente wanneer de gemeente CPO wil faciliteren?
- Zijn er knelpunten bij visie, politieke veranderingen of gebrek aan (interne) kennis wanneer de gemeente CPO wil faciliteren?

OPPORTUNITIES

- **Wat voor mogelijkheden of kansen liggen er voor de gemeente om CPO beter te kunnen faciliteren?**

- *bvb. hoe kijkt u hier tegenaan?*

TOPICS: Visie, planning, beleid, interne skills, capaciteit en kennis, incentives, contracten, regulering

- *Liggen er kansen met betrekking tot visievorming, planning of beleid voor CPO om het beter te faciliteren? Zo ja, welke?*
- *Liggen er kansen met betrekking tot interne capaciteit van de gemeente, skills, kennis om CPO beter te faciliteren?*
- *Liggen er kansen met betrekking tot incentives (vanuit de gemeente) om CPO beter te faciliteren?*
- *Liggen er kansen met betrekking tot contractuele relaties of overheidsregulering?*

(eventueel specifiek vragen naar INSTRUMENTS)

- **Wat voor instrumenten worden (nu) door de gemeente gebruikt om CPO te faciliteren?**

- Bezit de gemeente veel grond?
 - *wat voor grondbeleid hanteert de gemeente? Waarom? Is dit in te zetten voor CPO?*
- Wat als de gemeente niet veel grond heeft?
 - *Welke harde (juridisch en financieel) en/of zachte middelen naast grondbeleid gebruikt de gemeente om CPO te faciliteren/stimuleren?*
 - *houdt de vier sturingselementen in het achterhoofd, subsidies, beleid, loketten, procesbegeleiding, handleiding etc..*

AFRONDING

- *andere zaken die van toevoeging kunnen zijn op dit onderzoek?*

Appendix B - demand for CPC by elderly

intention for private commissioning in NL (with desire to move)

WoON (BZK)	2009	2012	2015	2018
Own plot (IPC)	12,6%	9,4%	7,6%	19,0%
Own plot, with others (CPC)	2,2%	3,0%	2,2%	9,0%
Transformation of existing building	0,0%	0,0%	2,0%	3,0%
In doubt, maybe	14,4%	21,1%	23,8%	18,0%
No interest	70,7%	66,5%	64,3%	52,0%

Intentions to move 'definitely' within 2 years of total households above 65

AGE	2009	2012	2015	2018
65 - 74	-	38122	47333	52008
75+	-	30227	25990	28307
total	-	68348	73322	80315

Intentions to move 'maybe' within 2 years of total households above 65

AGE	2009	2012	2015	2018
65 - 74	-	138969	218430	277462
75+	-	68687	113147	140585
total	-	207656	331578	418047

intentions to move 'definitely' within 2 years for private commissioning of households above 65

WoON (BZK)	2009	2012	2015	2018
Own plot (IPC)	-	6425	5572	15260
Own plot, with others (CPC)	-	2050	1613	7228
Transformation of existing building	-	0	1466	2409
In doubt, maybe	-	14421	17451	14457
No interest	-	45451	47146	41764

intentions to move 'maybe' within 2 years for private commissioning of households above 65

WoON (BZK)	2009	2012	2015	2018
Own plot (IPC)	-	19520	25200	79429
Own plot, with others (CPC)	-	6230	7295	37624
Transformation of existing building	-	0	6632	12541
In doubt, maybe	-	43815	78915	75248
No interest	-	138091	213204	217385
total	-	-	-	422228

Elderly households in owner occupied and rental housing

	2012		2015		2018	
	owner occup	rental	owner occupie	rental	owner occupie	rental
50 - 64	-	-	1448030	665450	1448030	665450
65 - 74	554310	398730	664940	414700	732200	454400
75 - 85	265760	361860	307080	342060	354860	340200
85+	66670	144480	71710	145470	93200	155300
TOTAL (50+)	-	-	2628290	1615350	2628290	1615350
TOTAL (65+)	886740	905070	1043730	902230	1180260	949900
TOTAL (65-74)	554310	398730	664940	414700	732200	454400
TOTAL (75+)	332430	506340	378790	487530	448060	495500

Intentions to move within 2 years of households above 65

Definitely	2012		2015		2018	
	owner occupied	rental	owner occupied	rental	owner occupied	rental
65 - 74	4%	4%	4%	5%	4%	5%
households	22172	15949	26598	20735	29288	22720
75+	3%	4%	3%	3%	3%	3%
households	9973	20254	11364	14626	13442	14865

Maybe, but can't find anything

65 - 74	2012		2015		2018	
	owner occupied	rental	owner occupied	rental	owner occupied	rental
households	83147	55822	139637	78793	168406	109056
75+	10%	7%	17%	10%	13%	13%
households	33243	35444	64394	48753	76170	64415

intention for private commissioning in NL

WoON (BZK)	2009		2012		2015		2018	
	interest	households	interest	households	interest	households	interest	households
Own plot (IPC)	12,6%	921.385	9,4%	706.205	7,6%	582.555	19,0%	1.493.004
Own plot, with ot	2,2%	160.877	3,0%	225.385	2,2%	168.634	9,0%	707.212
Transformation of	0,0%	0	0,0%	0	2,0%	153.304	3,0%	235.737
In doubt, maybe	14,4%	1.053.011	21,1%	1.585.206	23,8%	1.824.317	18,0%	1.414.425
No interest	70,7%	5.169.993	66,5%	4.996.028	64,3%	4.928.722	52,0%	4.086.115
total	100%	7.312.579	100%	7.512.824	100%	7.665.198	100%	7.857.914

Appendix C - selection of municipalities

#	Municipality	CPC project by elderly	Year of completion	Ambition of Municipality in housing vision	Municipality does not want to cooperate / not enough knowledge	Selected municipalities
1	Almere			stimulate		x
2	Amersfoort	<i>CPO Boekhuis, CPO Vondelstaete</i>	2017	facilitate		x
3	Apeldoorn	CPO Groenewoud	2017	stimulate	x	
4	Assen	CPO Het Bildt	2012	actively stimulate		
5	Breda	<i>CPO Prinsenbeek,</i>	2019	facilitate, actively stimulate market		x
6	Dordrecht	<i>CPO De Stadswerven</i>	2020	facilitate	x	
7	Eindhoven	<i>CPO De schrijver</i>	2017	stimulate		x
8	Gouda	CPO Het groene hof	2022/2023	(active) facilitate		
9	Haarlemmermeer	CPO AQUARIUS	2016	no formulated ambition found		
10	s-Hertogenbosch	<i>CPO Jan Slyterstraat, CPO Geldersedam</i>	2018	active facilitate		x
11	Hilversum	<i>CPO Almansweide, CPO ..</i>	2018	active facilitate		x
12	Nijmegen	CPO De getijden	2019	stimulate	x	
13	Tilburg	<i>CPO Lindenhove</i>	2019	active facilitate		x
14	Zwolle	CPO Knarrenhof	2018	active facilitate	x	
15	Utrecht	CPO Marktmeesters	2017	active facilitate	x	

Appendix D - transcripts

(confidential, only available for mentors & researcher)