



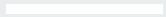
Comparing municipal performance agreements: policy contexts and social housing policies in Amsterdam and Rotterdam

P5 Presentation
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01/11/2023

MBE Graduation Laboratory TU Delft
Theme 6: Tackling housing inequality
Chair Housing Institutions and Governance

First mentor: Marja Elsinga
Second mentor: Harry van der heijden
Delegate of the Board: Aart Oxenaar

Introduction

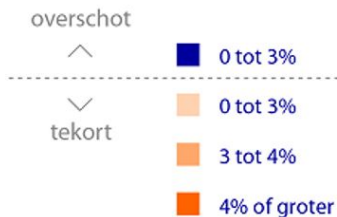




Housing shortage

Woningtekort loopt op naar 300.000

Woningtekort of -overschot
(% van woningvoorraad, 2019)



*(ABF Research, 2022)

Waiting list for social housing

- Average waiting for social housing time of 7 years in The Netherlands
- Especially in large cities: up to 20 years
- Importance of Amsterdam, Rotterdam, Den Haag and Utrecht in the Dutch social housing sector

Role of housing associations



Social housing

"Social housing is a form of subsidized housing construction that is intended to be rented out on a non-profit basis to people who are unable to independently buy or rent a home on the open market." - (Van Bortel et. al, 2019)

Dutch Housing Act of 2015

- Rules and regulations for housing associations and how to perform their core tasks
- National legal umbrella for housing associations in the provision of affordable social housing

Social housing developments in the media

Rotterdam

De sloop werd per brief aangekondigd: in Rotterdam is de sloopkogel sterker dan het spandoek



Weer de sloopkogel in Crooswijk, maar dit keer worden sociale huurders niet de wijk uitgejaagd

Verdere sloop Mijnkintbuurt in Rotterdam

Rotterdamse Tweebosbuurt gesloopt: goed voor de leefbaarheid?

Amsterdam

Heijmans bouwt 203 sociale huurwoningen op Oostenburg in Amsterdam

Nieuwbouw in Amsterdam (2021): 5 toffe projecten voor huur en alles wat je daarover wilt weten

Woningcorporaties trekken op met ontwikkelaars voor sociale woningbouw

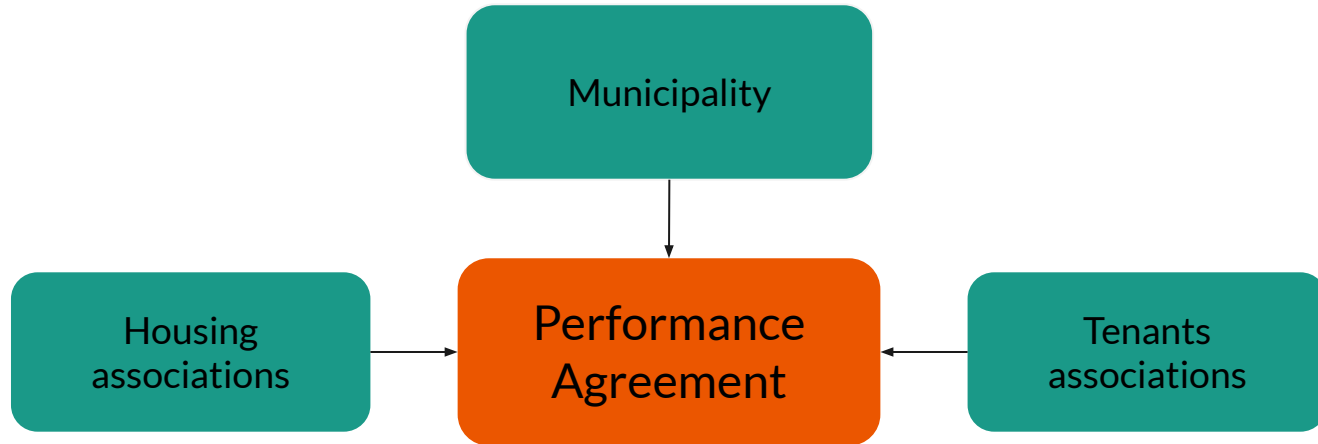
Nieuwbouw 180 sociale- en seniorenwoningen in Zuidas

4e ronde Woningbouwimpuls: geld voor 10.000 woningen in regio Amsterdam

Problem Statement

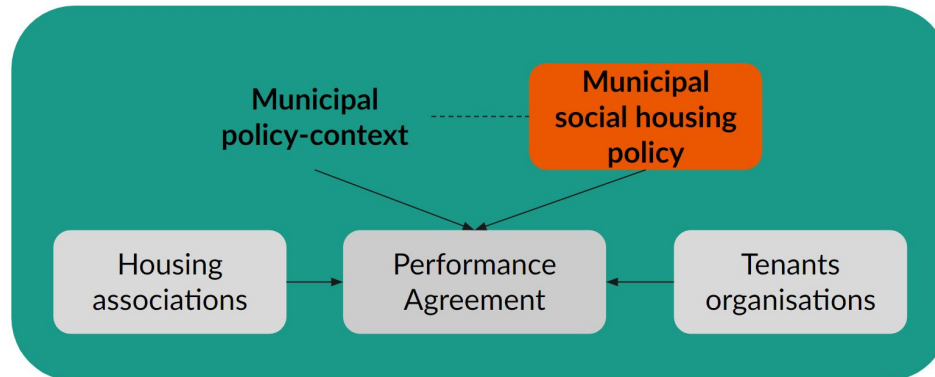
Despite the fact that housing associations in both cities operate based on the Housing Act of 2015, there is a discrepancy between Amsterdam and Rotterdam in the manner in which social housing is developed in recent years.

Municipal performance agreements in the local triangle



Research scope demarcation

- Time frame context: municipal performance agreements in the local triangle (after 2015)
- Social housing: focus on regulated stock owned by housing associations
- Municipal policy-context and social housing policy perspective
- Case selection: Amsterdam and Rotterdam



Research question

“To what extent can differences in the municipal performance agreements of Amsterdam and Rotterdam related to social housing be explained from a perspective of policy-context and social housing policy?”

Sub questions

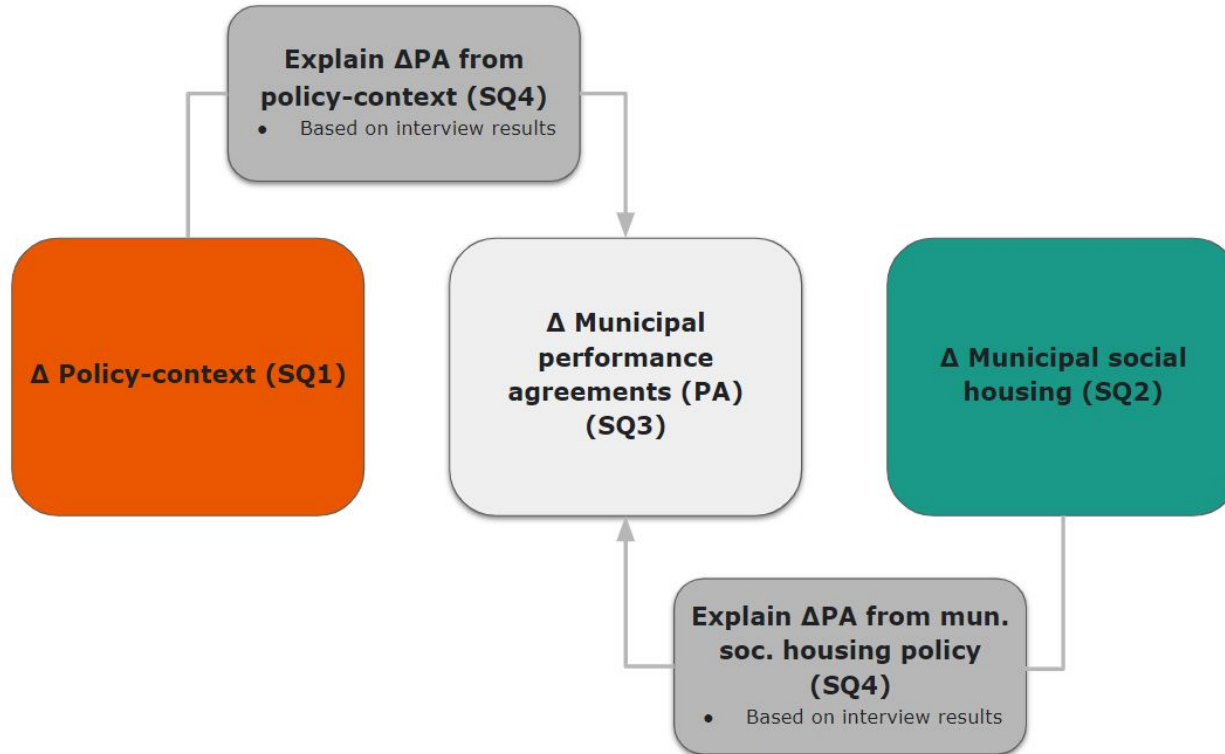


- *"How does the policy context of the social housing sector differ between the cities of Amsterdam and Rotterdam?"*
- *"How do the municipal social housing policies of Amsterdam and Rotterdam compare?"*
- *"In what ways do the municipal performance agreements vary between Amsterdam and Rotterdam?"*
- *"What factors account for the variations in municipal performance agreements between Amsterdam and Rotterdam?"*

Conceptual framework



Methodology & research design



Required information for explanatory analysis



Municipal policy context

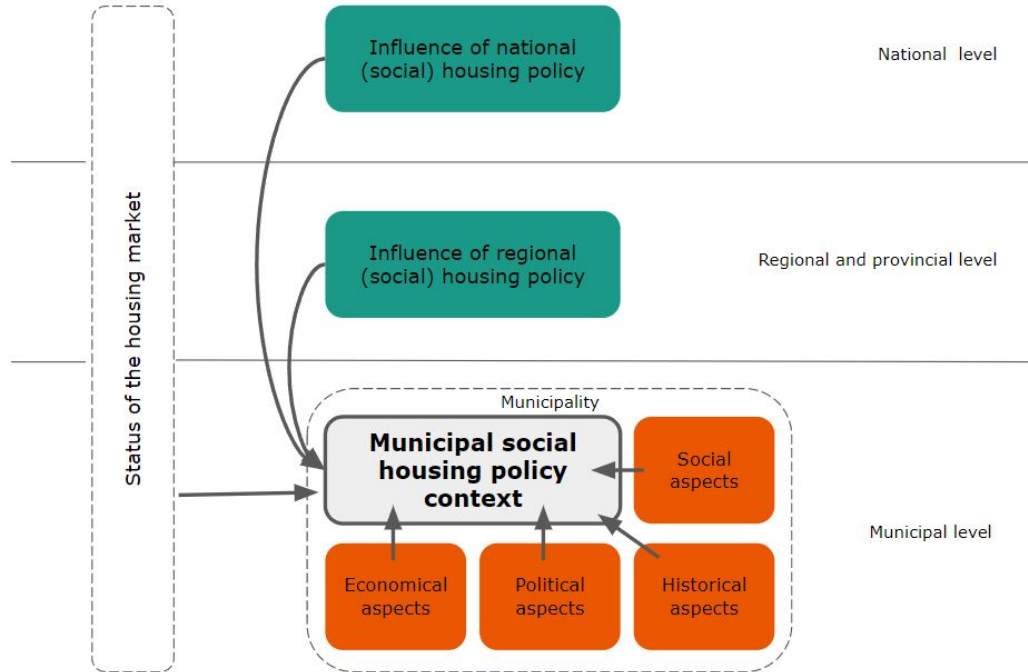
Performance agreements

Municipal social housing policy

Multi-level policy context analysis



Framework for policy context analysis



*(adopted from [Van der Meer, 2021](#) & [Delgado, 2017](#))

Policy context results

- **State of the housing market**
 - Amsterdam higher shortage
 - Rotterdam lower WOZ-value
 - Centralized umbrella organisation in Amsterdam (FAH + AFWC)
- **National & regional influence**
 - Regional agreements Rotterdam
 - National performance agreements
 - NPRZ
- **History**
 - Amsterdam has a longer history in social housing than Rotterdam
 - Different housing association traditions
- **Social composition**
 - Rotterdam older average population
 - Amsterdam higher migration levels
 - Amsterdam higher educated
- **Political climate**
 - Amsterdam left-wing oriented
 - Rotterdam right-wing oriented
 - Presence Leefbaar Rotterdam
 - Different municipal councils (B&W)
- **Economy**
 - Amsterdam higher average income
 - Knowledge vs working-class city

Municipal policy context

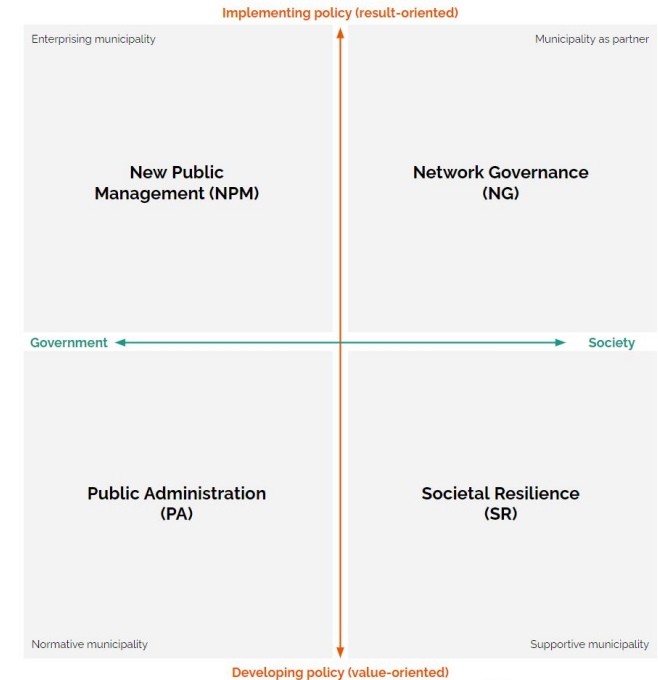
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Municipal social housing policy analysis



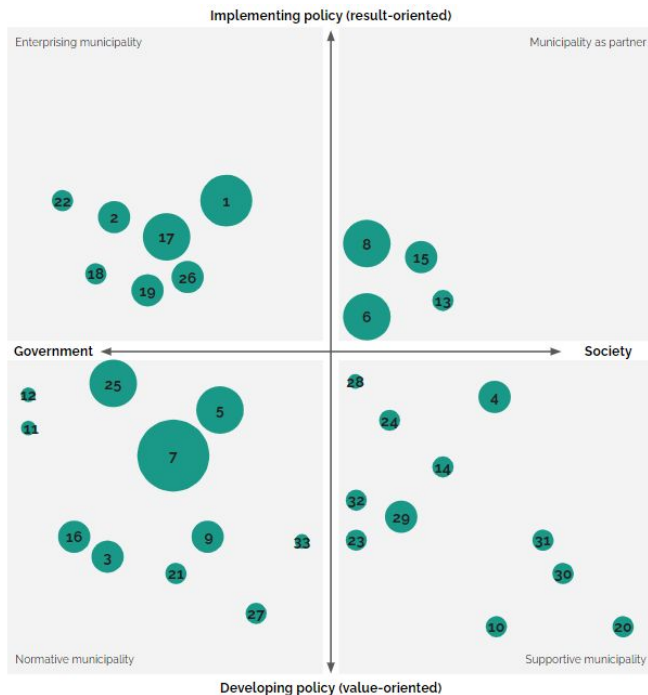
Framework for social housing policy analysis

- **Framework: Four Perspectives on Public Governance***
 - Vertical axis: result vs. value-oriented policy*
 - Horizontal axis: policy from government vs. society*
 - Circle size: influence of policy
 - Governance paradigms



- Influence of policy on municipal social housing policy: small influence ● medium influence ● large influence
- 1* Policy number (see list of policies)

Social housing policy profile of Amsterdam



- Influence of policy on municipal social housing policy: small influence large influence
- 1* Policy number (see list of policies)

No. in framework	Policy instrument
Primary policy documents	
1. 2. 3. 4.	Woningbouwplan 2022-2028 (2022) Objective to build 3,000 social housing units Temporary housing market measure (among others for housing associations) Kwaliteit Compact Wonen Financing of housing associations (among other for social rent)
5. 6. 7. 8. 9. 10. 11. 12. 13. 14. 15. 16. 17. 18. 19. 20.	Woonagenda 2025 (2017) Limiting the outflow of regulated rent New agreements on regulated rental stock 40-40-20 segmentation housing programming for new construction New agreements on the sale and liberalization of housing association stock Aiming for sufficiently large housing units Start strategic neighborhood development Expanding vermogensstoets (100,000 euro) Abolition of allocation by lottery Better chance of success for disabled people for a zero-step home Serving healthcare needs in senior housing New agreements with housing associations and tenants about sufficient housing supply for vulnerable groups Developing a standard for large family homes Structural resources for Programma Woningkwaliteit City-wide registration system for housing quality Agreements with housing associations about sustainability requirements for new construction and existing housing stock Maintaining the extent of resident support and advocacy
21. 22. 23. 24.	Omgevingsvisie 2050 (2021) Aiming for a more regionally functioning rental sector Steer for "Prettige Woningen" Clustered living as a solution for elderly housing Quality improvement in developing neighborhoods
Secondary policy documents	
25. 26. 27.	Koers 2025 (2016) Social housing stock at least 35% of housing stock in all 22 city districts Objective of rebuilding the same amount of social housing in demolition-new construction projects Focusing on mixed urban environments
28. 29. 30. 31.	Programma Huisvesting Kwetsbare Groepen (2016) Approach to wheelchair homes Suitable homes for vulnerable target groups Tien Werkafspraken Thuis in de Wijk Woonwaaiër
32. 33.	Verstedelijkingsconcept 2050 MRA (2021) Meeting the qualitative and quantitative needs for living and working environments Diverse range of housing options throughout the region

Social housing policy profile of Rotterdam



- Influence of policy on municipal social housing policy: small influence — medium influence — large influence
- 1 Policy number (see list of policies)

No. in framework	Policy instrument
Primary policy documents	
1, 2, 3.	Wonen en Bouwen Voortgang (2021) Doorbouw Manifest New regulation on housing mediation Rotterdam Sterker Doer
4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17.	Woonvisie 2030 (2016) + Woonvisie 2030 Addendum (2019) 20-30-30-30 segmentation housing programming for new construction Different balance: smaller cheap segment, larger medium and expensive segment Ensuring a more differentiated housing stock in areas where this is still one-sided and the quality of living is under pressure Strengthening residential environments, with clear profiling and attention to child-friendliness Achieving good housing quality in new construction and the existing stock Offering space for temporariness, flexibility, innovation and experiment Promote energy-efficient and environmentally friendly living New construction of social housing more focused on elderly and student housing instead of 'regular' social housing Promoting the outflow of the primary target group towards regional municipalities Guaranteeing the presence of social housing in more expensive neighborhoods Addressing affordability problems at the source and with tailor-made applications Making independent living possible for everyone Ensuring good landlordism and a transparent housing market Address home owners and residents to their responsibility for undisturbed living enjoyment in and around the home
18, 19, 20.	Omgevingsvisie Rotterdam (2021) Proportional spread of social housing in South Holland Designate focus neighborhoods for urban renewal Addition of social stock for specific target groups in certain neighborhoods
Secondary policy documents	
21, 22, 23.	NPR2 Wonen 2019 - 2022 (2019) Discount on landlord levy for housing associations Aansak Corporatewoningen Housing and social agreements
24, 25, 26.	Actieplan middenhuur (2021) Mid-range rental properties as an alternative to Scheefwoningen in the social segment Steering housing associations towards converting social rent to mid-range rent (Partial) priority for construction of the mid-rental segment compared to the social segment
27, 28.	Beleidskader verkoop huurwoningen (2017) Requirements regarding the sale of housing association stock Sale of association homes from the social segment for growth and development of the middle segment
29, 30.	Samen tegen woonoverlast (2020) Instrumenten Aansak Woonoverlast Municipal action plan against residential nuisance

Policy profile comparison (Green: Amsterdam - Orange: Rotterdam)



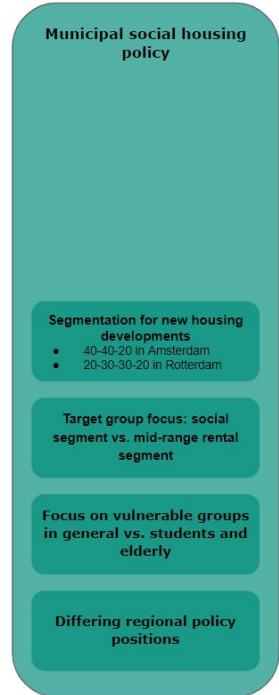
- Influence of policy on municipal social housing policy; small influence — medium influence — large influence
- 1 Policy number (see list of policies)

Municipal social housing policy

- Different policy profiles
- Result vs. value oriented
- Government vs society oriented

Specific policy distinctions

- **Segmentation for new housing developments**
 - 40-40-20 in Amsterdam;
 - vs. 20-30-30-20 in Rotterdam
- **Primary target group focus**
 - social housing segment in Amsterdam;
 - vs. mid-range rental segment in Rotterdam
- **Protection of vulnerable groups**
 - vulnerable groups in general in Amsterdam;
 - vs. students and elderly specifically in Rotterdam
- **Differing regional policy positions**
 - Regional collaboration in Amsterdam
 - vs. formal agreements in Rotterdam



Comparing the municipal performance agreements

Methodology for comparative analysis

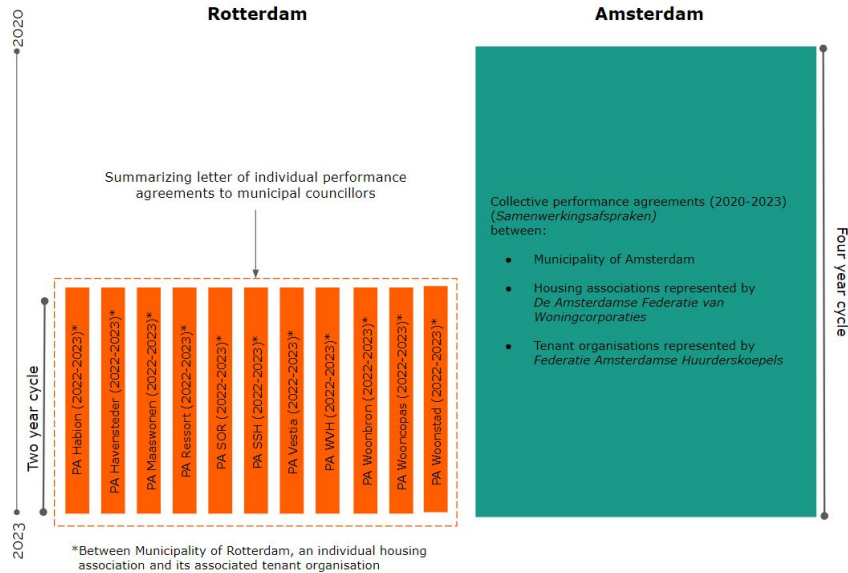


- Selected aspects for comparative analysis
 - **Procedural differences**
 - **Affordability***
 - **Availability***
 - **Quality***

* Adopted from Elsinga et. al, 2014)

* In accordance with VNG-guidelines and SVWN-evaluation criteria
- Most recent version of performance agreements consulted

Procedural differences



Performance agreements

Procedural differences

- Individual vs. collective performance agreements
- two year vs. four year cycle

Affordability differences



- **Rental price agreements**
 - Rent limits in Amsterdam;
 - vs. no norms for rent increase in Rotterdam
- **Tenant support and tailor-made solutions**
 - Financial aid programmes in Amsterdam;
 - vs. focusing on prevention in Rotterdam
- **Affordability and sustainability**
 - Cost neutrality in Amsterdam;
 - vs. focus on new stock in Rotterdam

Performance agreements

Affordability differences

- Rental price agreements
- Tenant support and tailor-made solutions
- Affordability and sustainability

Availability differences



- **Development of the social housing stock**
 - 750 new social housing units annually in Amsterdam;
 - vs. 315 new social housing units annually in Rotterdam
- **Share of mid-range rental segment in new construction**
 - 9.9% in Amsterdam;
 - vs. 55.5% in Rotterdam
- **Temporary housing units to combat the housing shortage**
 - Needed for agreed growth targets in Amsterdam;
 - vs. segment uncertain when relocating in Rotterdam

Performance agreements

- Availability differences**
- Development of the social housing stock
 - Share of mid-range rental segment in new construction
 - Demolition, transformation & renovation of stock
 - Temporary housing units

Quality differences



- **Primary goal**
 - A cohesive city for everyone in Amsterdam;
 - vs. Balanced neighborhoods in Rotterdam
- **Housing quality**
 - Overall housing quality and sustainability in Amsterdam;
 - vs. maintenance backlogs, energy efficiency, and the needs of the elderly in Rotterdam
- **Livability**
 - Region specific approach in Amsterdam;
 - vs. targeted neighborhoods for intensified efforts in Rotterdam

Performance agreements

Quality differences

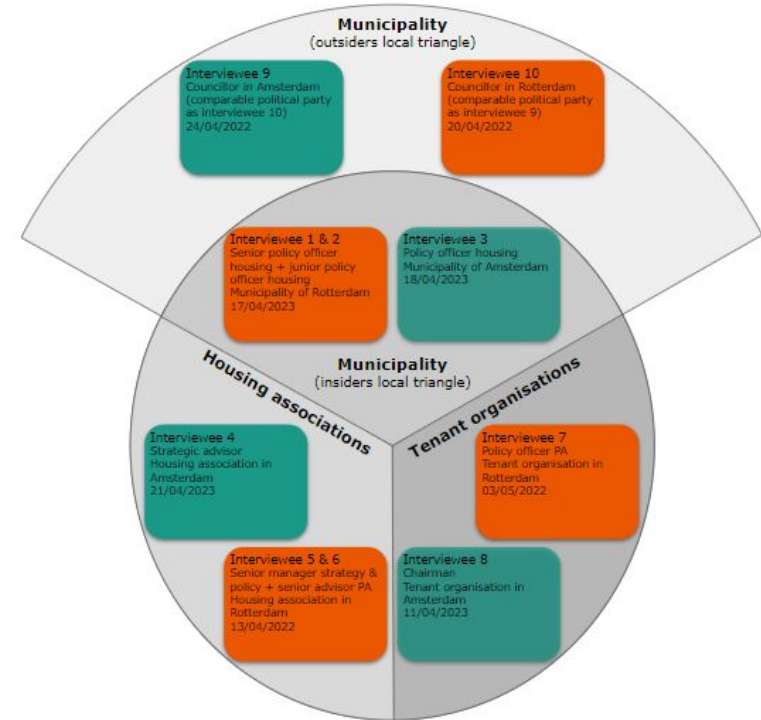
- A cohesive city for everyone vs. Balanced neighborhoods
- Housing quality
- Livability

Interview results



Interviews

- Interviewee selection
 - Insiders and outsiders of local triangle
- Formulation process of performance agreements
- Content of the performance agreements
- Role of municipal policy



(Green: Amsterdam - Orange: Rotterdam)

Explaining performance agreements differences



Overview of research results

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Economy

- Amsterdam higher avg. income
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Performance agreements

Procedural differences

- Individual vs. collective performance agreements
- two year vs. four year cycle

Affordability differences

- Rental price agreements
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Availability differences

- Development of the social housing stock
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Quality differences

- A cohesive city for everyone vs. Balanced neighborhoods
- Housing quality
- Livability

Municipal social housing policy

Different policy profiles

- Result vs. value oriented
- Government vs society oriented



Segmentation for new housing developments

- 40-40-20 in Amsterdam
- 20-30-30-20 in Rotterdam

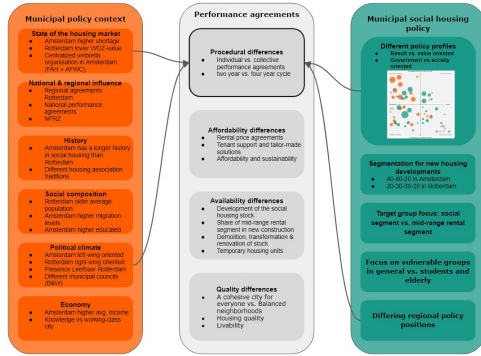
Target group focus: social segment vs. mid-range rental segment

Focus on vulnerable groups in general vs. students and elderly

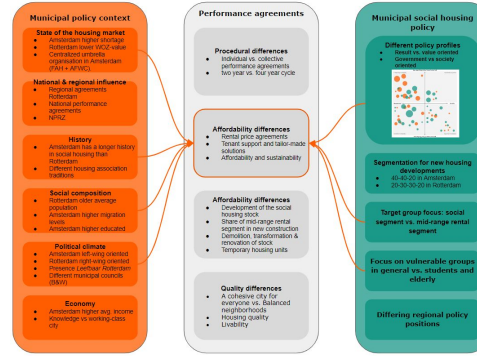
Differing regional policy positions

Explanatory relations based on interview results

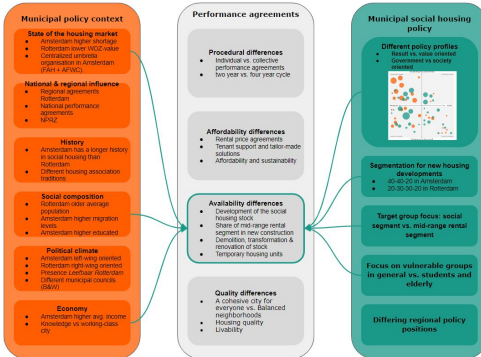
Procedural differences



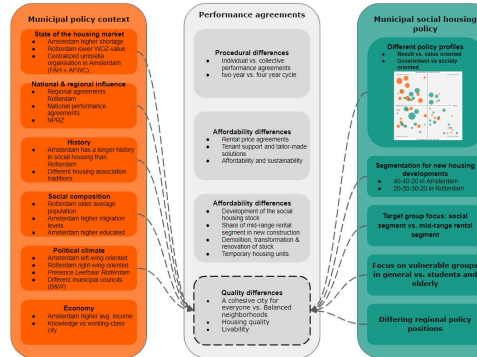
Affordability differences



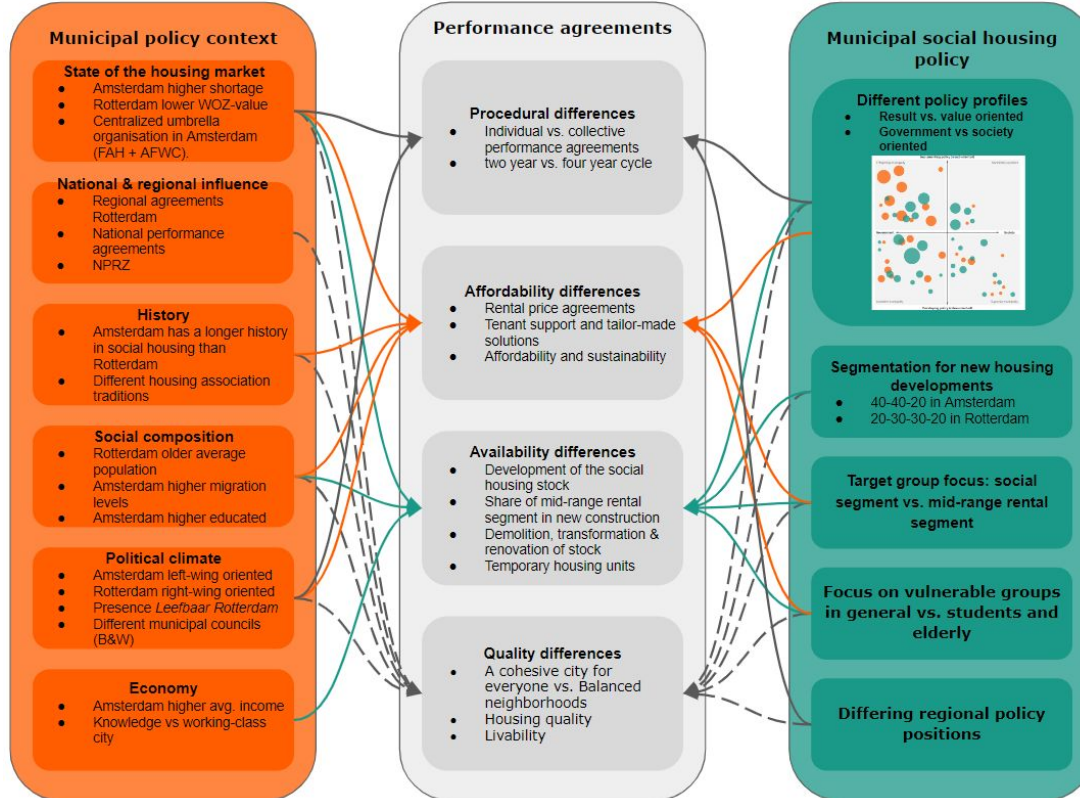
Availability differences



Quality differences

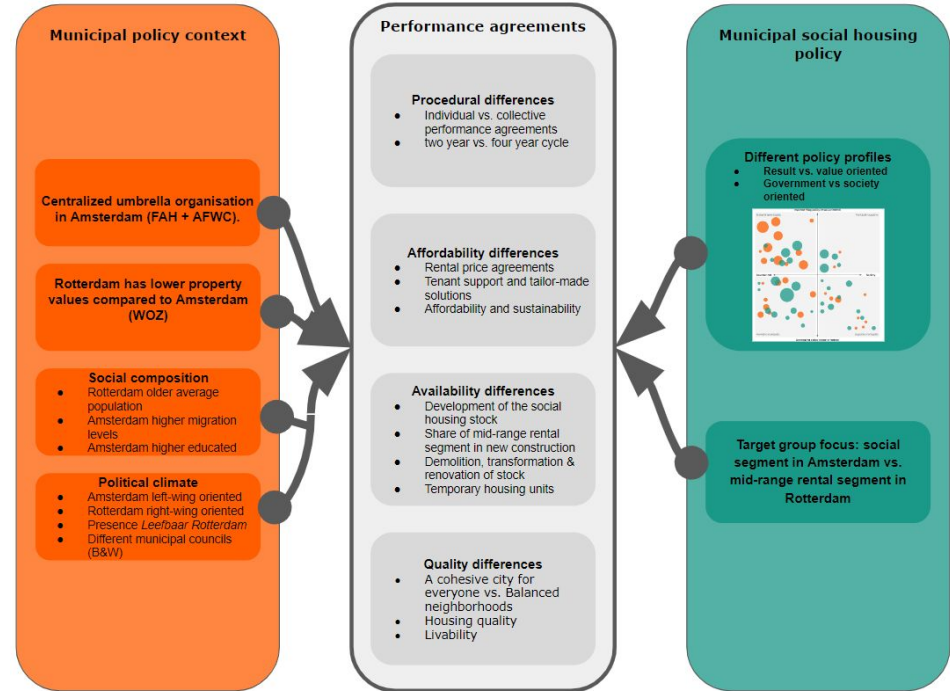


Overview of established relations

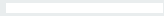


Most important relations to explain differences

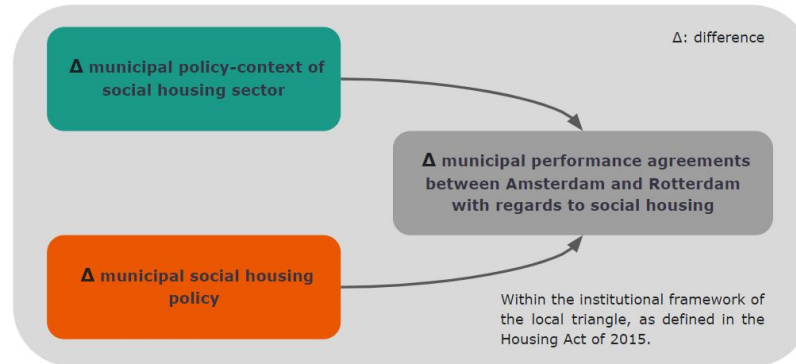
- Social composition and political climate as basis for differences
- Influence of umbrella organizations
- Financial capabilities of housing associations
- Differing policy characters
- Focus on the mid-range rental segment in Rotterdam



Conclusion & discussion

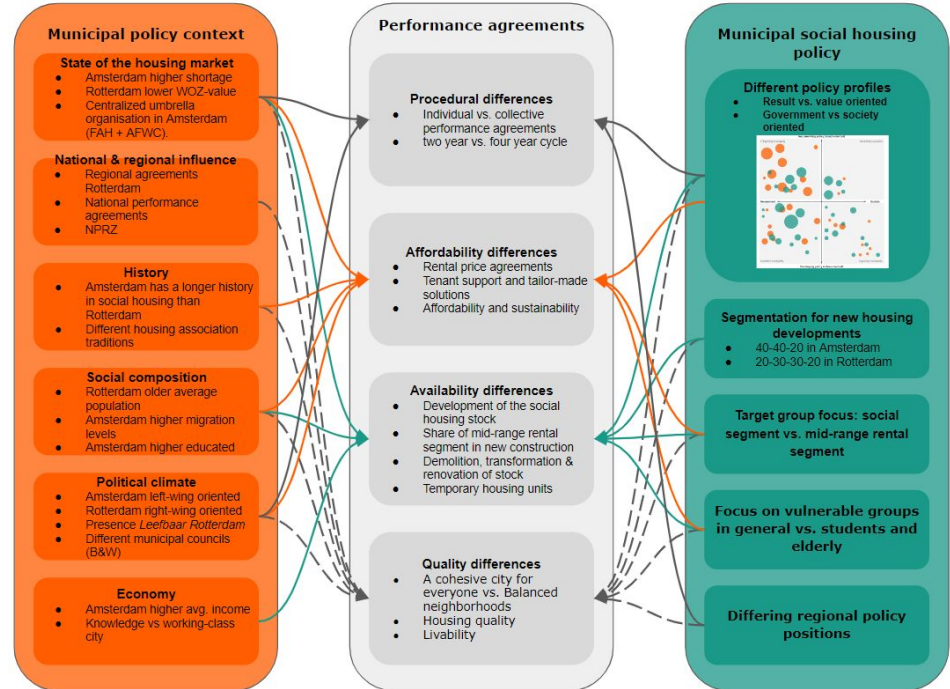


“To what extent can differences in the municipal performance agreements of Amsterdam and Rotterdam related to social housing be explained from a perspective of policy-context and social housing policy?”



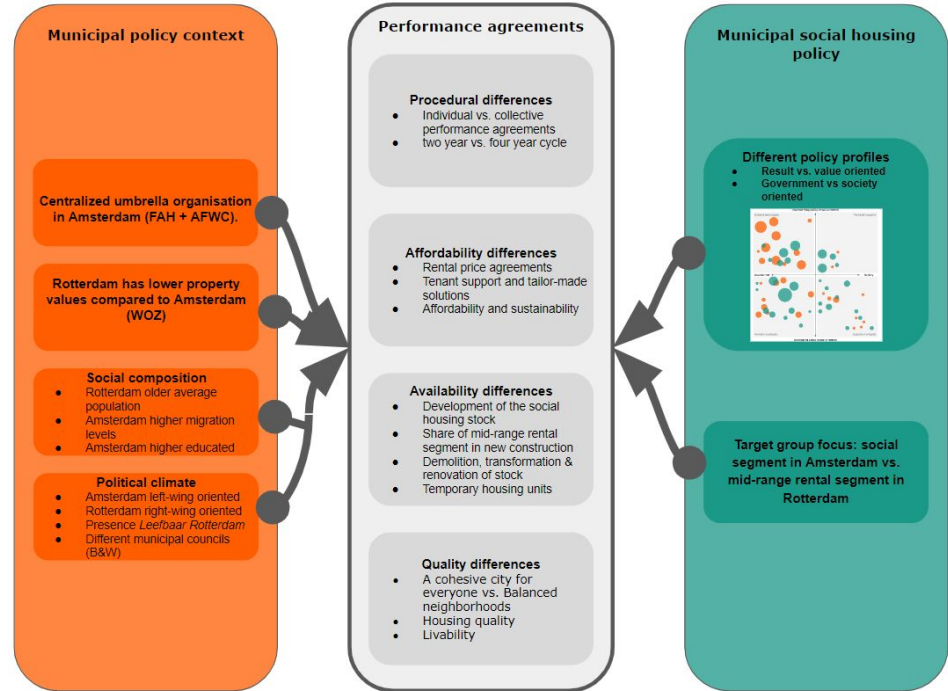
Conclusion (1)

- Established role of policy context and municipal social housing policy in explaining performance agreement differences



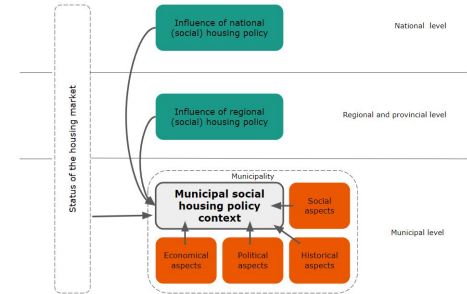
Conclusion (2)

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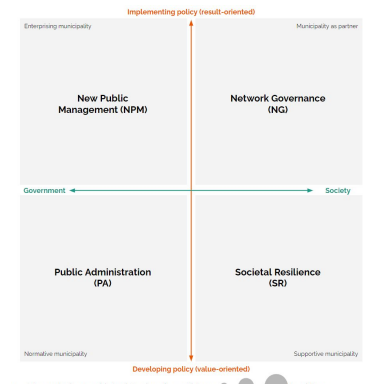


Discussion

- **Further applicability of used research method**
 - VNG PA-development guidelines;
 - SVWN PA-evaluation criteria;
 - Or by other municipalities in The Netherlands
- **Absence of umbrella (tenant) organizations in Rotterdam**
 - Opportunity for further research
- **Significant differences despite operating under the same legal framework**
 - Legal equality vs. equality in practice in Rotterdam



Framework for municipal policy context comparison



Framework for municipal social housing policy analysis

Limitations



- Qualitative and exploratory nature of the research
- Sample size of interviews
- Different use of definitions by different parties

Back to where we started



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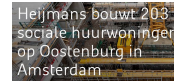


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**Thank you for listening.
Any questions?**



References

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