

UngBo 12.
Young Housing 12.
Malmö, Sweden

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Case Study N°28
April 2016

Acknowledgements

The research for this Case Study has benefited from financial support by the European Union's Seventh Framework Programme (FP7/2012-2016) under grant agreement n° 290613 (ImPRovE: Poverty Reduction in Europe: Social Policy and Innovation; <http://improve-research.eu>). The authors are solely responsible for any remaining shortcomings and errors.

Case study conducted in November 2014

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Bibliographic Information

Colombo F., Saruis T., Kazepov Y., Civino C. (2016), *UngBo 12. Young Housing 12. Malmö, Sweden*, ImPRovE Case Study N°11/28. Antwerp: Herman Deleeck Centre for Social Policy – University of Antwerp.

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1 The initiative and its organizers

UngBo 12 (UngBo henceforth) stands for *Ung Bostad 2012* (Young Housing 2012) and is a communication project run by the Municipality of Malmö to raise awareness of the shortage of affordable housing for young people. The project was launched in 2011 and officially ended in 2012, although some consequent activities are still running today.

Its main activities have been a call for ideas about housing for young people, a competition for architects and the first housing exhibition for young people in Sweden.

The call for ideas was open between November 2011 and June 2012 and it was addressed to young people aged 18-30. The call asked to submit proposals on how they wanted their homes to be designed and on what could be done to overcome the housing shortage.

The other milestone of the project was the housing exhibition for young people, held in Malmö in September 2012, which gathered for the first time in Sweden many public and private operators of the housing market to discuss measures to tackle the housing shortage for young people at a local and national level.

The first immediate result of the exhibition was a tender for land allocation launched by the Municipality of Malmö in 2013. The building companies were asked to propose projects for new houses for young people in Malmö, based on the ideas gathered through the competition. The building company *ByggVesta* won the competition and started to build eleven dwellings for young people, which will be ready in 2016.

In 2014 the Municipality of Malmö launched a second edition of the project, called UngBo 14, with a new competition called “Funky Rooms”, focused on smart kitchens and bathrooms.

UngBo is managed by the Planning Office of the Municipality of Malmö, which also funds 50% of the project’s cost. The other 50% is provided by 18 private companies involved in UngBo: fourteen building companies and four other private companies¹.

2 Basic information on the (local) context and the emerging problems

Malmö is the third largest city in Sweden, with a population of 314,307 inhabitants (March 2014). The population is constantly growing: since 2000 it has increased by more than 50,000 people and in 2025 the city is estimated to host 377,000 inhabitants. It is a very young city: 48% of the population are under 35, and the average age is 38.7 years (compared to 41.2 in Sweden). In 2013 around 10,000 people aged 20 to 29 years moved to Malmö². These figures explain why there is a high interest in policies and projects addressed to young people.

31% of Malmö’s inhabitants are foreign-born (around 100,000 people), coming from 178 different countries. The largest groups come from Iraq (10,800 people), Denmark (8,100 people), Poland (7,000 people) and Bosnia (6,100 people). 70% of the 173,900 households living in Malmö have one or two members³.

Malmö has a long lasting tradition of social democratic local government. Since 2010 the social democrats are governing in alliance with the Left Party and the Green Party. The city is divided into

¹ See chapter 6.

² www.malmo.se/statistik. Last access 05/02/2015.

³ *Ibid.*

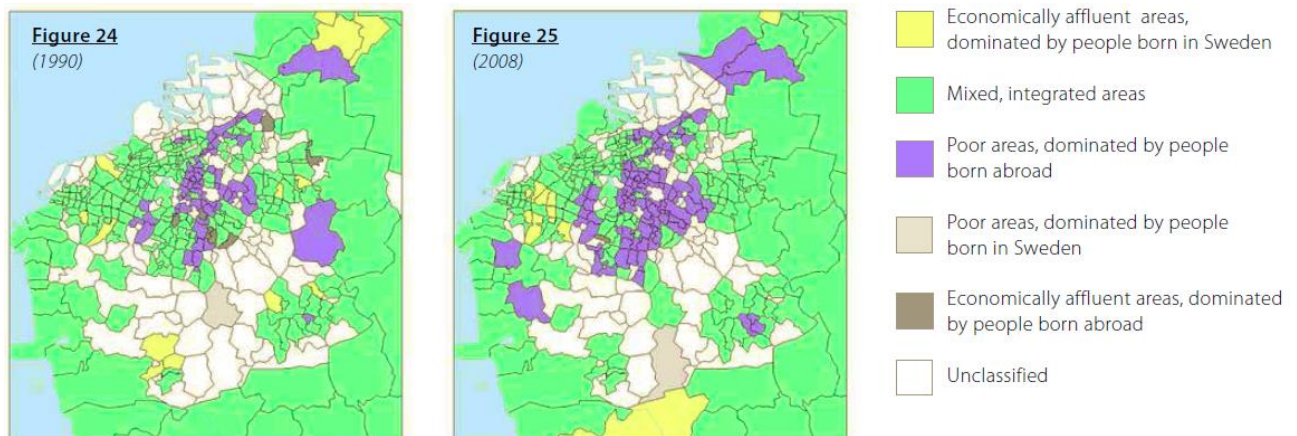
five districts and the district administrations are responsible for the provision of many services: childcare, primary schools, care of elderly, care of disabled, social services, local culture, and libraries.

The local economy was traditionally based on the shipyard construction industry, which entered into a deep crisis in the 1970s. As a consequence Malmö struggled for several years with severe social problems, such as high unemployment, high expenditure for social benefits and increasing segregation.

A new vision of the city was built up by the Social Democratic party and by its most famous mayor, Illmar Reepalu, who governed Malmö from 1995 to 2010. As an urban planner he had a strong concern regarding urban development. His strategy was to transform Malmö from an industrial city in decline to a centre of knowledge, architecture, design and technology. An important driver of this transformation has been the establishment of the university in 1998, which now hosts around 25,000 students. Other important institutions were established in the field of education and culture and many architectural projects were launched.⁴

This big transformation has reduced the unemployment rate down to 7.9% (2012) and in general has improved socio-economic conditions, although some problems remain up until today. Malmö is considered as the most troubled city of Sweden as far as criminality is concerned (especially drug smuggling and violent crimes). Moreover it experiences strong immigration, problems of segregation and sometimes conflictual intercultural relationships. This situation also led to violent riots in the immigrant-dense neighbourhood of Rosengård in 2008. Segregation processes are increasing in the city, as shown in figure 1.

Figure 1. Segregation patterns based on income and ethnicity, 1990 and 2008.

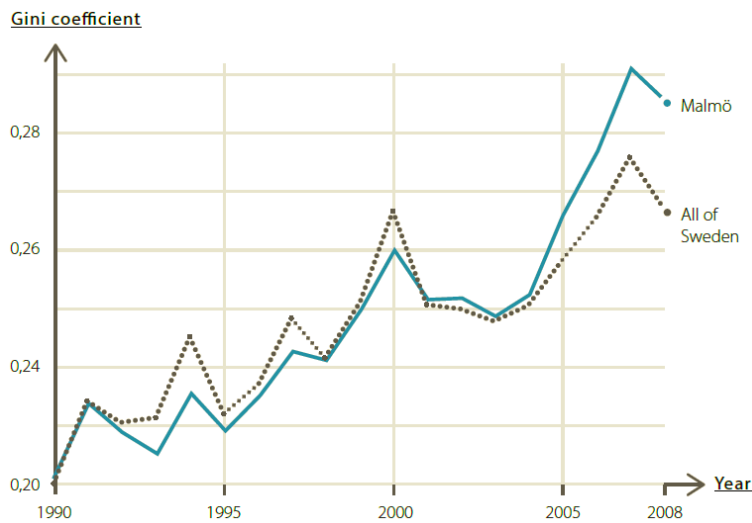


Source: Salonen, 2012

In general, inequalities have been growing since 2004 and the Gini coefficient for Malmö, which measures income inequality, is has been constantly higher than the Swedish one, as shown in figure 2.

⁴ E.g. the Øresund Bridge which connects Sweden and Denmark, and the Turning Torso tower, the new symbol of Malmö designed by the world-wide famous architect Santiago Calatrava).

Figure 2. Gini coefficient in Malmö and Sweden, 1990-2008



Source: Salonen 2012.

Terms like social innovation and social sustainability are rather common within the local debate on welfare system and urban development. In particular in 2010 a “Commission for a socially sustainable Malmö” was established, in order to propose strategies for reducing inequalities and improve the living conditions and build an environmentally sustainable city. The Commission operated for three years and produced its final report in 2013. The report stressed the importance of reducing the housing shortage to provide all residents with adequate accommodation, citing young people among the groups currently experiencing more difficulties and quoting UngBo as a good practice in terms of bottom-up design and identification of needs.

The work of the Commission continues to influence the local public administration, which has maintained its commitment to implement the strategies suggested by the final report. The Planning Office and the Environmental Office of the Municipality are two key actors in the coordination and implementation of these strategies.

2.1 Housing and social exclusion of young people in Sweden and in Malmö

In Malmö there are 150,400 dwellings (December 2013)⁵. The structure of the housing market significantly differs from the national one, as shown in table 1.

Table 1. Structure of the housing market in Malmö and Sweden (2012).

	Sweden	Malmö
Owner-occupancy	42%	18%
Tenant-ownership	23%	37%
Private rental	17,5%	14%
Public rental	17,5%	31%
<i>Total</i>	<i>100%</i>	<i>100%</i>

Source: Author’s elaboration from www.boverket.se and www.malmo.se/statistik.

⁵ www.malmo.se/statistik. Last access 05/02/2015.

Compared to Sweden, Malmö presents a higher share of public rented dwellings and tenant-ownership⁶, and a very much lower share of owner-occupied dwellings. This is also related to the specific features of its population, characterised by a high presence of young people, immigrants and small households. Indeed 45% of all accommodation are two-bedroom apartments or smaller. In this demographic framework, the housing sector has not yet been able to find innovative solutions to make available affordable houses and meet the needs of a vast part of Malmö's population.

According to the housing market survey of the National Board of Housing, Building and Planning, Malmö is suffering a housing shortage that is expected to increase by 2019⁷. The situation is particularly severe for young people, as in all of Sweden. 751,000 young people aged 20-27 years live in the country; 503,000 of them are reported to have a contract for a house, while 248,000 (33%) have no contract or do not live on their own. The share of young people remaining at home is constantly growing, as shown in table 2.

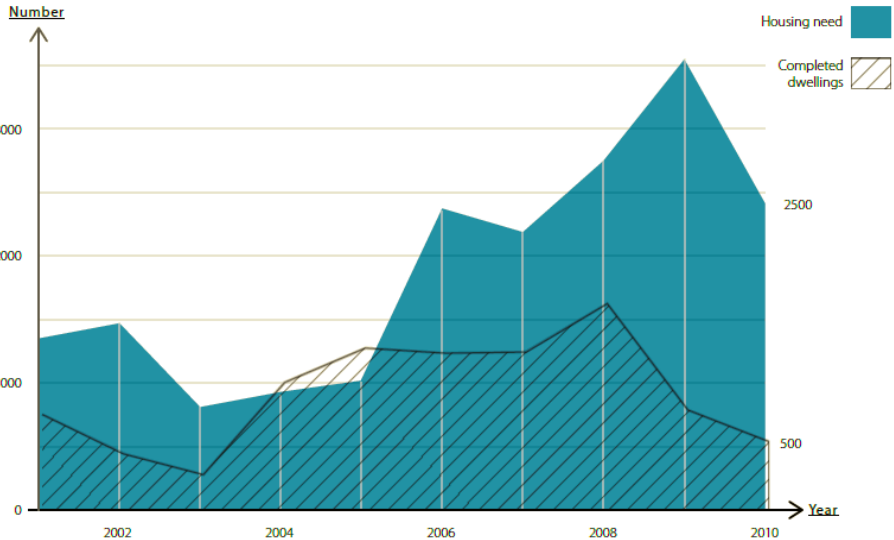
Table 2. Share of young people living in their parental home in Sweden, 2005 – 2012.

	20-23	24-26	27-29
2005	33.44%	10.33%	5.31%
2012	44.27%	16.43%	7.28%
	+10.83%	+6.1%	+1.97%

Source: Author's elaboration from Boverket 2014.

According to the Swedish Union of Tenants, 163,000 new houses are needed to meet this demand (Hyresgästföreningen, 2014). The issue regards the whole country, but it is particularly relevant in the large cities of Stockholm, Gothenburg and Malmö. In Malmö, 40% of young people are reported not to have a housing contract (Malmö Stad, 2011) and a lack of 2,000 houses was reported in 2010, as shown in figure 3.

Figure 3. Completed housing relative to housing need in Malmö in 2001 – 2010.



Source: Stigendal and Östergren 2013.

⁶ Tenant-ownership means being a member of a housing cooperative. Housing cooperatives are owners of the physical building while members buy the right to live within the walls, paying an initial capital investment and a regular rent to the cooperative.

⁷ <http://www.boverket.se/sv/om-boverket/publicerat-av-boverket/oppna-data/>. Last access 09/02/2015.

The marginalisation of young people on the housing market is also due to increasingly thick barriers to access the regular housing market. People who want to rent a private or public apartment must be free of debt, prove to be able to pay three times the requested rent and, often, have good references from previous landlords. This makes it very difficult for young people to access the regular housing market, in particular for those living in low-income households and already experiencing social exclusion. As a result, some of them stay in their parental home, while many others must accept to live for long periods in the secondary market⁸, where they are in a very weak position, since rents are not controlled and landlords can evict them quite easily.

Another factor affecting the situation of young people in the housing market is the regulation of access to public rented housing, the so-called “queue”. Swedish citizens can apply for a public rented dwelling to the Housing Service of their municipality of residence from the age of 18. The queuing time can be very long and in the meantime, young people have to live in the secondary market. The average queuing time in Malmö was 36 months in 2014 (it is 32 months across the whole of Sweden); the trend is increasing (it was 32 months in 2012)⁹.

Finally, the “great restructuring” (Turner and Whitehead, 2002) of the Swedish national housing policy also influences the framework. The reforms, firstly introduced by the center-right national government in the 1990s and then confirmed by the social democratic government in the 2000s, have caused a sharp increase in the building costs and reduced public subsidies until their disappearance. At the same time, the public housing companies have gradually adopted businesslike principles of operation, although they are still owned by the municipalities. They started to adopt market strategies, the most important of which is the sale of the most attractive part of their stock (Turner and Whitehead, 2002). In Sweden 120,920 public dwellings have been sold from 2000 to 2010 (Andersson and Magnusson Turner, 2014). These changes are reducing the public housing stock, increasing the queuing times and driving the public companies to introduce stricter criteria for regulating the access. In the same years the housing allowances have been sharply reduced, with a decrease of 70% of recipients in the period 1995-2009 (Chen and Enström Öst, 2005).

UngBo is generally aimed at young people, without paying specific attention to poor or socially excluded persons and groups. However, housing exclusion is a component of social exclusion and, for some young people, it is related with other problems, thus resulting in a more complex situation of social vulnerability. Homelessness among young people is increasing in many European countries, including Sweden (Busch-Geertsema *et al.*, 2014). According to the National Board on Health and Welfare (Socialstyrelsen, 2012), around 7000 young people aged 18-26 are homeless in Sweden. 8% of them face acute homelessness, 33% live in training apartments, while the majority of them, 36%, live in short-term sublet housing. 30% of them are reported to suffer from mental illness and/or substance abuse. The bulk of youth homelessness is connected to difficulties in accessing the regular housing market. In Malmö 458 people aged 18-26 are reported to be homeless from a total amount of 2381 people (19.2%). UngBo is not addressed to them, although it aims to find solutions to facilitate access to housing for young people to prevent housing and social exclusion.

3 Genesis of the initiative

In recent years, the issue of a housing shortage for young people has continuously been on the agenda of the Municipality of Malmö. In 2010/2011 it carried out extensive research on housing for young people and proposed a strategy based on its findings. This strategy deals with different aspects of

⁸ The secondary market includes all the housing contracts that are out of the so-called regular housing market, that is apartments rent by social services and sublet to homeless people, temporary contracts and black market.

⁹ <http://www.boplatssyd.se/om-boplatssyd/boplatssyd-2014-i-siffror>. Last access 09/02/2015.

young people's lives, but housing is considered as the main social need. It laid the basis for the future development of UngBo, suggesting some proposals to improve the situation. On the supply side, the strategy recommends to earmark a quota of the land allocated for construction and to subsidise land purchases for the building of apartments for young people to support the renovation of existing houses and revise some of the building regulations (e.g. regarding parking lots and elevators). According to the strategy, the Municipality of Malmö should introduce a permanent dedicated function within its organisation, promote actions involving all the stakeholders and look for innovative ideas to test. Some of these proposals have been confirmed by the call for ideas and discussed in the debates promoted within the housing exhibition organised within UngBo.

At the same time, the Municipality of Malmö raised the question at the national level during *Almedalsveckan* in 2010. *Almedalsveckan* is a national summer event for politicians and other influential people, which takes place every year on the island of Gotland. It is a very important political meeting for Sweden, since strategic plans about many issues are discussed and shaped. The problem of housing shortage for young people was considered in detail during the meeting and Malmö became a sort of national laboratory on the issue.

The realisation of the research and the official acknowledgement in *Almedalsveckan* had raised awareness about the issue, both within the local administration and in the civic debate. However, there was a widespread belief within the municipality that no action was possible without the involvement of the building companies and here the origin of the underpinning logic of UngBo is to be found.

The municipality commissioned the concept of a new project to *Quist AB*, a private consultancy company with sound experience in the design and management of projects addressing young people. An external project manager from the company followed through the entire process, working together with the internal project manager from the Planning Office. The idea of promoting the direct participation of young people came from *Quist AB*, which is used to employing participative methods and techniques in its projects.

Once the concept was ready, the following step was to search for funding. Since the beginning, the idea was to involve private companies in the co-financing and co-implementation of the project. For this reason, the representatives of the companies were invited for a presentation of the UngBo concept and they were asked to contribute 50% of the funding necessary for its realisation. Despite much scepticism about the financial return of the investment, they all decided to participate, in order not to jeopardise their relationship with the municipality¹⁰. Eighteen private companies were involved, fourteen building companies and four other private companies.

After the design and fundraising phase in early 2011, a long pause coming from the political side has been reported. The reason of such a stalemate is not clear and no information has been provided by interviewees. Operations resumed only in September 2011, only two months before the official launch of the project. This situation resulted in a lack of time to plan all the details of the project.

UngBo was publicly launched in November 2011, with the first round of the ideas competition in the South inner city district.

4 The activities and organization of UngBo 12

UngBo is a communication project aiming to raise a public debate about young people's housing situation, influence the design of the related housing policies at local and national level, foster innovation in the construction sector and provide examples of targeted housing for young people. The project was also addressed to politicians, policy makers, housing companies and urban planners.

¹⁰ See chapter 7, challenge #6.

The main target group of UngBo was young people aged 18-30 years, in order to collect their ideas about affordable housing solutions.

Three main activities have been developed within the framework of UngBo: the call for ideas from young people, the competition for architects and the UngBo Housing Exhibition. A fourth, unexpected activity was added as a result of the exhibition: a tender for land allocation addressed to building companies.

4.1 The call for ideas

The ideas competition started in November 2011 and ran up to June 2012. Young people aged 18-30 were asked to propose their ideas about housing within two categories: renovations and new constructions. Except for age, no other requirements were necessary to participate, neither was being a resident in Malmö or Sweden. Nevertheless, the proposals had to be rooted in a real location in the city. In order to include the highest number of young people, the ideas could be submitted through different forms: text descriptions, drawings, images, videos, etc. Nevertheless the majority of the proposals came from students of architecture or related disciplines.¹¹

The competition involved the whole city, with local contests in Malmö's ten districts¹². Each month was dedicated to one particular district, except for February and April 2012, when two districts were involved at the same time. During each month, the proposals related to the district involved were collected and, after a first selection made by a jury, they were published on UngBo's website and made available for voting via Facebook. Their success was related also to their capacity of collecting votes and this worked as an important medium of promotion for UngBo.

317 proposals were collected in the whole city. This surpassed the goal of the project to collect 200. Except for the district of Husie (which is an upper-class low populated suburb) where just 6 proposals were submitted, the distribution is rather equal among all the districts.

Figure 4. Distribution of the proposals among the city districts.

District	Proposals
Södra innerstaden	20
Rosengård	31
Limhamn-Bunkeflo	22
Västra innerstaden	36
Husie	6
Hyllie	31
Kirseberg	26
Oxie	25
Fosie	57
Centrum	63
Total	317

Source: UngBo internal documents.

130 out of the 317 proposals went to the final round of selection. 69 finalists were women, 61 were men. The majority of the finalists were born in 1984 (22), 17 in 1987, 16 in 1988. In general, 88 proposals came from people over the age of 25 and 42 from under 25's. 70% of the participants were

¹¹ See chapter 7, challenge #5.

¹² The City Districts have been reduced to five in 2013, but they were ten at the time of UngBo.

residents of Malmö, 25% were residents of Sweden but outside Malmö, and 5% were from outside Sweden.

Beyond the collection of ideas, many other activities took place in every district during the month it hosted the competition: a district workshop, workshops in the schools, an evaluation group and a release party.

A workshop about the housing situation for young people was organised in every district. It was addressed to young people living there, but it was open to all. Usually it was organised involving youth associations, groups and projects already working in the district. Despite this attention, the interest in participating at the workshops generally was weak, with an average participation of five people per workshop.

When it became clear that the competition was mainly attracting students of architecture, planning and design above 25 years old, the steering group of UngBo decided to organise workshops within the upper secondary schools, in order to increase the participation of people under 20 years old. Ten workshops were held in eight different schools in eight districts. This helped to slightly enlarge the participation, although the bulk of the participants remained young people with previous interest in planning, architecture and design, as reported by the interviewees.

Every month an evaluation group was set up in each district. The group was composed of eight persons; four of them were permanent (the director of the Planning Office, two members of UngBo's steering group and a journalist), while the other four rotated (a representative of one of the building companies supporting UngBo and three young people selected within the networks of each district). The task of this jury was to choose ten proposals in each category (renovations and new constructions) among all the submitted ideas. The criteria to be followed were: potential for innovation, potential for raising debate, and feasibility. The 20 proposals were then published on UngBo's website and everyone could vote for their favourite via Facebook. Votes from 142 Countries were collected. All the 20 proposals received a prize but, since 20 proposals were not collected in every district, UngBo distributed a total of 161 prizes. The first prize was 25,000 SEK (2,639.68 €)¹³ plus 15,000 SEK (1,583.81 €) in travel grants; the prize for the second and third position was a 5,000 SEK (527.94 €) gift card for Ikea; from the fourth to the sixth position the prize was a 2,000 SEK (211.17 €) gift card for Ikea; from the seventh to the tenth position the prize was 1,000 SEK (105.59 €) for a public transportation card.

After the evaluation process, a release party was organised every month to announce the winners and give out the awards. All the parties were hosted by the Student Union building in the Western Harbour area of the city.

4.2 The competition for architects

The aim of the competition for architects was to collect new inspiring ideas and solutions on housing for young people based on a technical knowledge. The competition was open to all young architects and students of architecture and urban planning. Students from nine Swedish universities were specifically invited to participate in the contest. Participants were required to submit precise projects, in order to find out new solutions also in the details (e.g. in the furnishings). The projects had to be localised in one of the four proposed sites, which were chosen to represent the general conditions in Sweden. The four sites were a neighbourhood suffering from ethnic segregation (Rosengård), a new neighbourhood (Hyllie), an area considered as innovative and sustainable by the municipality (in the city centre) and a regenerated area (northern Malmö).

¹³ All the amounts are converted at the exchange rate of 10/02/2015.

The competition was organised in collaboration with the Swedish Architects Association, which has to be involved when an architectural contest is promoted. This resulted in the necessity to comply with some rules and criteria on who could participate and on the features of the projects.

The jury was composed by representatives of the Municipality of Malmö (the mayor, the director of the Planning Office and the UngBo project manager), architects and young experts. As with the call for ideas, the following criteria have been considered in the evaluation of the projects: potential for innovation, potential for raising debate, feasibility and sustainability.

Four prizes of 50,000 SEK (5,279.36 €), one for each site, were distributed. The winners were awarded at a ceremony held during *Almedalsveckan* in July 2012.

4.3 The UngBo Housing Exhibition

The UngBo Housing Exhibition took place in Malmö from 1st to 30th September 2012. The winning proposals of the two competitions (19 from the call for ideas and four from the architectural contest) were built as models and displayed to the public. The exhibition was visited by more than 2,000 people, including many school classes, local politicians, local authorities, building companies, other municipalities.

Many seminars, workshops, debates, tours and related events were organised during the exhibition. These events were attended by the Minister of Housing and by many representatives of public and private housing companies, officials, NGOs, youth associations and students.

Each week was dedicated to a specific topic. The first one was dedicated to the analysis of the current situation, to raise awareness of the main issues related to housing for young people and on the possible solutions. The second week was dedicated to the future, discussing inspiring practices and projects, opportunities and threats. “New solutions” was the topic of the third week, when the various operators were asked to present and discuss possible concrete initiatives to face the issue of the housing shortage for young people. Finally, the last week was entitled “Do something!”, and was aimed at choosing the best ideas to be implemented by the actors involved after the exhibition. In this last phase, the Minister of Housing participated in a discussion where young people presented their proposals.

4.4 The tender for land allocation

After the Housing Exhibition, the Municipality of Malmö decided to open a competition for land allocation for the building of dwellings for young people for the building companies that sponsored UngBo. This competition was not planned in the original project, but after the exhibition, it was considered as necessary to give a concrete outcome in terms of construction of housing solutions for young people.

The building companies had to submit projects based on the ideas of the contest for young people, either presenting a project inspired by a single idea or by a mix of them. The projects had to challenge some of the Swedish building regulations, which are considered to be too restrictive¹⁴, and to be environmental friendly, according to the guidelines of the Municipality of Malmö.

The land was assigned the same conditions and price of other land allocations. The winner of the competition was *Byggvesta*, which submitted a project for 11 apartments for young people. The apartments are for two people, 43 square metres in size and their rental cost will be 6,000 SEK (633.52 €) per month, which is a little bit below the market price. The contract will have an unlimited duration,

¹⁴ See chapter 7, challenge #8

with the only requirement that the tenant is between 18 and 30 years of age at the time of entering the apartment. The apartments are expected to be ready at the beginning of 2016.

4.5 The organisation of UngBo

A steering group of the project was established at the Planning Office. The operational management of UngBo was run by a group including an internal project manager of the Planning Office, an external project manager of the private company *Quist AB*, a responsible for the communication and a webmaster. A wider reference group included also the 14 building companies and the four private companies that are partners of the project¹⁵. A total of nine people of the Planning Office and two external consultants were working on UngBo.

The budget of UngBo was 12 million SEK (1,267,045.62 €), and half was provided by the Municipality of Malmö and half by the private companies.

4.6 Results

UngBo has produced a large amount of information about housing directly from young people, valuable for social research, policy making and market surveying. Housing emerged as a central issue in young people's lives; their wish is to live in regularly owned or rented dwellings, not in the secondary market. They want to live with other people, mixed both socially and culturally, close to their friends and to public transport. Five main trends emerged from the project.

Flexible accommodation: many proposals were for small apartments with a high degree of flexibility in the use of spaces and furnishings. Movable walls, surfaces and modules have been proposed as solutions to make a better use of space.

Green: many proposals were located close to green areas and/or provided the possibility to cultivate a small garden. Solar panels on the roof are particularly appreciated solutions to supply the houses with energy.

Collective: staying together is one of the main concern for young people. Many of them proposed a mix of common spaces and private rooms, organising the accommodation around togetherness instead of loneliness.

No cars: the accommodation should be planned for persons and not for cars. Of 317 proposals only 3 included car parking, while the others were interested in easy access to public transportation or gave strong preference to bikes (parkings and access to cycle paths).

More than just an accommodation: housing is not only perceived as a place to eat and sleep, but as a multi-functional space, where one can eat, sleep, work, entertain, etc. The idea to live in houses that host shops and cultural activities on the ground floor is appreciated by young people.

Thanks to continuous lobbying efforts, UngBo succeeded as a system in producing a direct impact on some national technical building regulations. The project showed a good capacity of mediation with the national level, thanks to the commitment of the municipality, the authority of a partnership involving fourteen major building companies and the outcomes of the call for ideas, where the majority of the 317 submitted proposals challenged the existing regulations. The presence of too restrictive building regulations emerged as a concern by the side of both the Municipality and the building companies. Using the showcase of the Housing Exhibition, the project has been able to catch the attention of the National Board of Housing, Building and Planning and had the opportunity to discuss

¹⁵ See chapter 6

the issue of some building regulations which were in charge of rising up costs of construction with negative impacts on housing affordability for young people. New rules make it easier to build flexible spaces with overlapping uses (work, eat, rest, play) and make the provision of houses with parking lots non-mandatory.

5 The innovative dimension of the initiative

Drawing on social innovation literature the innovative dimension of UngBo is analysed using three basic dimensions (Gerometta, Häußermann and Longo 2005; Moulaert *et al.* 2005a,b; Oosterlynck *et al.*, 2013): a) the satisfaction of basic social needs (content dimension) in this case the need for affordable housing for young people; b) the transformation of social relations (process dimension) in this case the relations among different actors (public administration, private companies, third sector organizations, young people); c) the empowerment and socio-political mobilisation (linking the process and content dimension).

5.1 Content dimension

As described in chapter 2, housing shortage for young people is a big issue in all of Sweden, particularly in the urban areas of Stockholm, Gothenburg and Malmö. UngBo's purpose is exactly to raise awareness on this issue, starting from young people's needs and proposals. UngBo has therefore been the occasion to raise a debate and propose solutions at local and national level. This was achieved through the call for ideas, the Housing Exhibition and the systemic capacity of the project to relate with the national level in order to modify technical building regulations¹⁶. In this sense, the tender for land allocation has been an important result of the project, although it has demonstrated that these kinds of buildings are not economically sustainable for building companies¹⁷. This seriously questions the possibility of reproducing a similar process. The project also tries to tackle the issue of access to the regular housing market for young people, although for a very limited number of people: those who will enter the 11 apartments built by *ByggVesta* will get an unlimited contract in the regular housing market. This will provide them with housing stability, permitting them to exit the secondary market, where they usually live with almost no rights.

The project also provided the city administration with a great deal of information about the city neighbourhoods and their power of attraction for young people. One of the outcomes of the project has been indeed the mapping of the concrete places chosen by the participants to locate their ideas. This can result in strategic planning that considers the needs of young people, although not of all: the participants were mainly university students interested in planning, design and architecture.

5.2 Process dimension

As far as governance system is concerned, UngBo has built a strong public-private partnership, with the involvement of many private companies (18), which also brought a considerable financial contribution. However, this extended public-private partnership excluded the non-profit sector, although some organisations and youth associations have been involved in the promotion of the ideas competition in the city districts.

A second point regards the impact of young people's voices and ideas on an issue directly related to their lives. In this sense the call for ideas gave the possibility to a wide public of young people living,

¹⁶ See chapter 6 and 7.

¹⁷ See chapter 7, challenge #6.

working or studying in Malmö to present their proposals about housing. This is leading to some changes in the design of the houses on the part of public institutions and building companies, although it is still not having a substantial impact on the provision of affordable houses for young people. The apartments which are being built by *Byggvesta* as a result of the competition for land allocation will take into consideration some young people's ideas and this represents a first, albeit small, direct impact.

The idea of promoting the direct participation of young people came from the external private consultancy company *Quist AB* that is used to employing participative methods and techniques in its projects of urban development. *Quist AB* has therefore been an innovative actor, fostering the adoption of an innovative approach by the side of the public institutions.

The process of co-design and co-production among public administration, private companies and young people also produces direct impacts on some technical regulations that have made it difficult to build affordable housing for young people. Some national regulations establishing the intended use of the spaces have been simplified as a consequence of the debate raised by UngBo, so that it is now possible to design overlapping spaces, where the same table, or bed, or couch can be used for different purposes (work, eat, rest...). This makes it possible to build smaller and cheaper apartments for young people, who are more flexible than families in the use of the space. This is the result of two processes: from one side the participation of young people clearly showed that some regulations were hindering the possibility of building houses connected to their desires. From the other side this was an explicit aim of the housing companies, which expressed the necessity to simplify some regulations in order to reduce the building costs.

Another consequence of UngBo has been a growing awareness from the side of the housing companies of the needs and wishes of young people, so that they are now able to design more suitable and desirable apartments. For example, in considering their attitudes towards green spaces, common spaces, meeting points, bicycle routes and so on. These needs emerged from the 317 ideas collected through the call for ideas, some of which also contained detailed and realistic proposals.

5.3 Empowerment dimension

UngBo is a top-down project, since it was designed by the Municipality of Malmö within its strategy for the socio-economic transformation of the city. However, it was able to directly involve the beneficiaries giving them the opportunity to raise a local and national debate starting from their needs and ideas on a participative basis, albeit top-down organised. The ideas collected through the web-based competition have been displayed during the Housing Exhibition, which has been visited by many local and national policy makers, including the Minister of Housing. The selection of the best ideas to be awarded and displayed at the exhibition was the result of an evaluation of a jury of experts (mainly taken from the organisations governing UngBo) and of a popular vote via Facebook. According to the idea of the interviewees, the call was promoted as a new form of civic participation where young people could participate without needing a priori technical knowledge. Nevertheless the contest has resulted in being more attractive for young people with a previous interest in design, planning and architecture.

This call for participation did not start from or result in a collective action, although UngBo gave a big contribution to raise awareness on the issue of housing shortage for young people. In this sense the empowerment dimension was very limited within the project.

6 Institutional mapping and governance relations

UngBo has been managed through a public-private governance network coordinated by the Planning Office of the Municipality of Malmö. Since the late 1990s the strategy of the municipality has indeed been to search for the collaboration of commercial actors in terms both of designing and financing, when starting new projects. In this case, the network included eighteen for-profit companies, fourteen building companies and four other private companies. The network was built through intensive negotiations between the City Planning Office and each housing company. The municipality considered it fundamental to include all the major building companies and also obtain financial support from them. As reported by the interviewees, the negotiations were not easy, since the building companies were not convinced about the financial return of the investment¹⁸. The mayor of Malmö had a prime role in the building of the network. He used his authority and credibility to convince the building companies, by inviting them to a very formal dinner where they were obliged to express their position about the idea. In this occasion no one ventured to say no to the proposal. In these negotiations, the municipality had a position of power, also because it allocates land, and for this reason the building companies wanted to maintain a good relationship.

The total budget of UngBo was 12 million SEK (1,267,045.62 €), 50 per cent was provided by the Municipality of Malmö and the other 50 per cent by the eighteen companies (around 330,000 SEK, 34,938.82 €, each). 6 million SEK (633,522.81 €) was spent for the housing exhibition, around 2.5 million (264,688.08 €) for the web contest (including prizes), and the rest for organisation and communication costs.

Beyond the co-financing of the project, the fourteen building companies also had other tasks. Four of them supported the competition for architects, providing small technical services. The other ten were associated each to a city district and had to play an active role during the month involving their district, participating in the jury, handing out the prizes and, in some cases, offering extra awards, like summer jobs at their offices.

The four private companies were Ikea, two local newspapers (Malmö City and City Malmö) and the local water and waste company (Vasyd), which is owned by the municipality but has an external private board. Ikea was particularly involved since it had a direct interest in the production of smart houses for young people. It supplied UngBo with the furniture for the housing exhibition and provided many gift cards, as an award for the winners. The two newspapers were involved to ensure a media coverage of the project. Furthermore, some of their journalists were involved as members of the jury and as moderators of the debates during the housing exhibition. The company for water and waste had a less active role, being only involved in presenting solutions for separating waste in smart houses during the exhibition.

NGOs and other third sector organisations were not directly involved in decision making in UngBo. However, in each district youth associations and other non-profit organisations were involved as mediators among the inhabitants, to organise the workshops and to promote the activities of UngBo. Information about participants, specific contents and concrete outcomes of the workshops are not available.

Nine schools of architecture, design, technology, planning throughout all Sweden (Stockholm, Gothenburg, Karlskrona, Lund, Uppsala, Alnarp, Umeå) were invited to take part in the competition for architects.

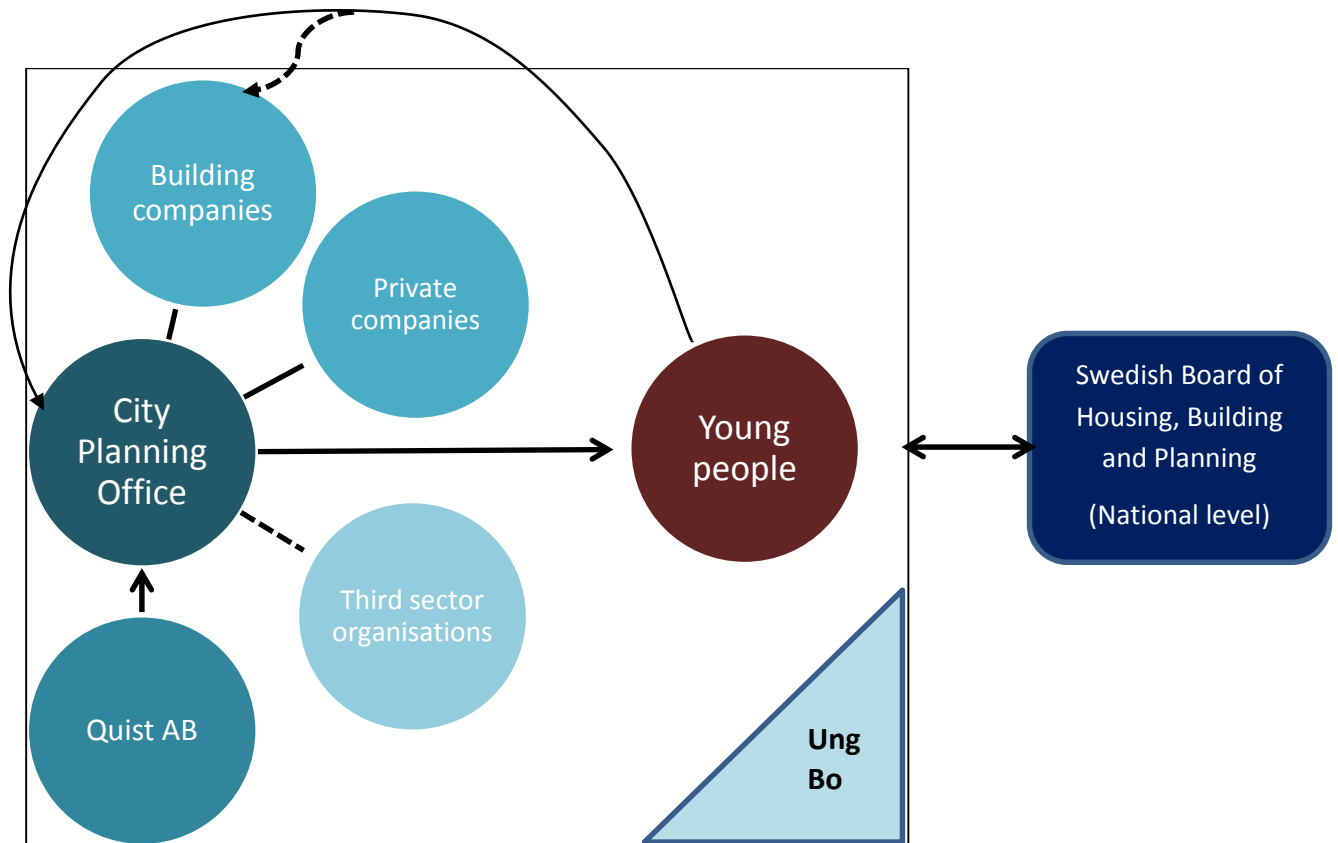
The governance relations tested during the project have been institutionalised in a national network led by the Swedish Board of Housing, Building and Planning. The network has the goal to identify and share solutions to build small affordable houses, especially for young people. It involves municipalities,

¹⁸ See chapter 7, challenge #7

housing companies, private consultants and NGOs. The concrete outcomes of this network for the housing sector must be evaluated in the mid-long term, since it has only operated for less than one year.

Thanks to the results of UngBo, the Municipality of Malmö has been able to obtain some national funds addressed to innovation from the Swedish Board of Housing, Building and Planning. These funds are being used to finance UngBo 14, the second edition of the project based on the findings of UngBo 12.

Figure 4. The governance system of UngBo: actors and relationships.



Source: Author's elaboration from desk analysis, interviews and focus group.

Figure 4 shows the governance relations of the project. UngBo has been designed as a system led by the Planning Office, with the innovative input of *Quist AB* and in collaboration with the building companies and the other private companies. A very weak link has been established with some third sector organisations in some city districts. Young people are not directly involved in the governance of the project, but the approach adopted by UngBo makes it possible for them to contribute the redesign of projects and interventions by the Planning Office and, indirectly, the strategies of construction of new houses by the building companies. UngBo as a system has been able to establish relationships at the national level, with the Swedish Board of Housing, Building and Planning, which also finances UngBo 14, the new edition of the project.

7 Governance challenges

7.1 *Mainstreaming social innovation*

UngBo has had a remarkable impact on the national technical building regulation, fostering the introduction of some changes that could make it easier and cheaper to build small houses for young people in the whole country, thus not only in Malmö. These reforms introduce for example the possibility to build flexible spaces with overlapping uses (work, eat, rest, play) and make the provision of houses with parking lots non-mandatory, since young people clearly showed their disinterest towards cars and parkings, focusing their needs and wishes on parking lots and routes for bicycles. This could lead in future to the production of more affordable houses, especially for young people, although it does not directly affect social and housing policy.

The learning acquired by the building companies can be considered as another vehicle of mainstreaming. According to the interviewees, other new building projects inspired by UngBo's ideas and discussions are expected to be designed in the near future, since the building companies are interested in using the information collected during the project to better reach the target group of young people. To reach this aim, they should be able to build cheaper houses.

Finally, after the end of the project, a specific position dedicated to the internal implementation of the outcomes was introduced within the Planning Office. Its task is to find common solutions among public and private actors to building affordable houses for young people, starting from the improvement of the intervention of the Municipality of Malmö. Some internal mechanisms should be improved, especially the relationship with the Real Estate Office, which allocates land, and the capacity to transform these special projects into an ordinary concern of the municipality.

7.2 *Governing welfare mix – avoiding fragmentation*

UngBo created a strong network between public and private actors, in all the phases of the project: design, implementation, financing. This allowed the raising of a local and national debate, involving both the vertical (from local to national administration and vice versa) and the horizontal relationships (between public and private organizations and among different building companies). One of the goals of the project was indeed to overcome the usual fragmentation of responsibilities of the housing sector: typically, the central state is criticised for imposing too many rules, the local administration in turn is criticised for taking too much time to decide on and issue the building permission and the building companies are criticised for looking only at their profit margins. UngBo's purpose is to mediate this situation, searching for common solutions. The strong public-private partnership established by UngBo represented a challenge to some of the national rules, which introduced some changes into the internal organisation of the municipality and involved the building companies in an initiative that did not have direct financial profit. A first potentially transformative result has been the establishment of a stable national network led by the Swedish Board of Housing, Building and Planning. The network has the goal to find and share solutions to build small affordable houses, especially for young people. It involves municipalities, housing companies, private consultants and NGOs and was promoted by the National Board driven by the pressure created by the network of UngBo, led by the City Planning Office. The presence of too restrictive national technical regulations was a shared concern of the municipality and the building companies. The only possibility to introduce some changes was to involve the national level, that first participated in some activities of UngBo (the Minister of Housing participated at the Housing Exhibition) and then promoted the establishment of the permanent network.

Although some NGOs have been involved in the second phase of the national network, the partnership of UngBo did not include any third sector organisations, which were not included in the network,

except for some marginal activities. Furthermore, weak coordination has been reported between the Planning Office and other municipal offices, like the Environmental Office and the Real Estate Office, which is in charge of the land allocation. According to the interviewees, a stronger coordination would be important since the three offices deal with similar topics and would need more integrated processes, concerning housing, planning, land management, environmental sustainability.

7.3 Governing welfare mix – developing a participatory governance style

Although it has been a top-down designed project, UngBo has been able to promote direct participation of the beneficiaries. The web-based ideas competition has been successful in allowing many young people to express and share their ideas about housing, without the need of prior knowledge. A great effort has been made not to limit the participation to the more motivated people (like students of planning and architecture), by organising workshops in secondary schools and by integrating social networks in the communication strategy of the project. Despite this, the majority of the participants were young people already holding a previous interest in matters like urban planning, design or architecture.

The housing exhibition has been an important occasion to bring young people's voices to the attention of officials and politicians, to the extent that some of the issues raised have been transformed into concrete changes in the national building regulations.

Despite all of this, young people have not been directly involved in the governance of the project. They joined a participation scheme decided by the promoters of the project, and were motivated also by the prizes supplied by the organisation. Within this frame, anyone could participate, also people not from Malmö (30% of the proposals came from them), including non-Swedes (around 5% of the participants). The modalities of participation were limited, although rather wide: they could submit traditional architectural projects, drawings, text descriptions, videos, photos or also propose other modalities. During the Housing Exhibition the selected finalists had the opportunity to display their proposals and present them to a wide public, including politicians, policy makers and researchers. Also other groups of youngsters, e.g. school classes, had the opportunity to bring their voice in various debates organised during the exhibition.

7.4 Equality and diversity

The decisions not to limit the participation in the project (except for age), to divide the competition among the different city districts and to involve some NGOs and associations to enlarge the participation to some young people that otherwise would not have been reached have been important in order to facilitate the access to everyone in the city, taking into account the different situations of the various districts. No specific measures have been taken to ensure an equal participation as far as gender, ethnicity and socio-economic position are concerned. The available figures on participants to the call for ideas show that there has been an equal distribution of participants between men and women, while they do not give any information about ethnicity and socio-economic status. The decision to concentrate on different districts at different times, limited spatial inequalities: the proposals were rather equally distributed among the different districts. Initiatives in the schools have been implemented to reach the sub-group of the under 25, who were under represented during the first rounds of submission for the proposals. The group remained a minority but benefited from this special attention.

As a result of UngBo, some general trends were identified: young people share an attention towards ecology and sustainability and towards common and flexible spaces. However, also internal diversity emerged within the target group: some have a high attitude towards sharing, others are interested in

having high levels of privacy, some of them would like to live in movable containers, and others prefer more traditional apartments. This diversity should be taken into account, avoiding the risk of considering young people as a homogeneous and monolithic group.

7.5 Uneven access

The access to the activities of UngBo was only limited by age. In principle, every person aged between 18 and 30 could participate, at least to the call for ideas. In fact, professional knowledge on housing issues turned out to favour students of architecture and related disciplines. The involvement of the schools was very important to guarantee the possibility of being part of the debate to everybody, through the organisation of specific workshops and the participation to the housing exhibition. The access was also favoured by the tour in the ten city districts, which facilitated the participation of youngsters from all the city zones.

The access to the eleven apartments built through the tender for land allocation won by *ByggVesta* will be an important issue. The criteria for the selection of the candidates have not yet been established. The company's idea is that the apartments should not simply be assigned using a chronological criterium. However, other alternatives still have to be discussed with the municipality.

7.6 Avoiding responsibility

UngBo is led and co-financed by the Municipality, with a deep involvement of different private companies.

As reported by the interviewees, the project has represented an economic loss for all of the private building companies, but represented a relatively cheap CSR-activity for companies like Ikea. Neither *ByggVesta*, the building company that won the tender for land allocation and started to build eleven apartments for young people, will gain profit from the project. The house to be built is considered to be too small to recover the fixed costs, and it has to comply with some requirements (e.g. regarding energy consumption), so that the production costs are rather high.

The decision by the building companies to co-finance UngBo has been reported to be related with the strict and friendly relationship they want to maintain with the Municipality of Malmö, which is the institution that allocates lands.

7.7 Managing intra-organizational tensions

Some tensions were reported within the building companies. Many of them were not happy about the idea to invest resources in a project that did not have a clear return in terms of business. There has been an internal discussion about the participation in UngBo between the more business-oriented managers and those attracted by the possibility of scanning the market in search of new solutions coming directly from young people. Usually the second group was composed by the younger managers of the housing company, so that the tensions were described as an intergenerational feature.

7.8 Enabling legal framework

One of the main goals of UngBo was to question the current legal framework concerning building regulations. The ideas coming from young people proved that some regulations were hindering the possibility of building small, flexible and affordable apartments, exactly the ones that are more

attractive for young people. Many ideas were considered incompatible with these regulations.

UngBo promoted the liberalisation in building regulations using the bottom-up ideas as a lever, during the housing exhibition and through institutional channels, with the action of the planning office towards the Swedish Board of Housing, Building and Planning.

A particularly constraining rule regards the accessibility of the houses: the national building regulation states that all the new constructions must be accessible by everyone (i.e. including disabled people). This entails the increase of the production costs, especially for kitchen, bathrooms and elevators. This issue was discussed but a reform of the law is considered as almost impossible, since anti-discrimination is a pillar of the Swedish law and society.

The local legal framework for building and planning activities has also emerged as constraining, but it has not been discussed during the process. The Municipality of Malmö is very demanding in terms of sustainability and energy consumption standards, and this results in a competition that increases quality but also the costs of construction. The land allocation competition organised within UngBo did not make exceptions, and the consequence is that the apartments will be rented at a quasi-market price and will not be available for at-risk of poverty households.

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Appendix

In November and December 2014 The Urbino team conducted:

- Analysis of documents concerning the innovative experience (e.g. project, agreements, final report, web sites of the actors involved). Analysis of institutional documents, data and researches to describe the local context (e.g. laws, public strategies, reports).
- 3 qualitative interviews involving the Project Manager Assistant of UngBo 12 (now Project Manager of UngBo 14), from the Planning Office of the Municipality of Malmö; the Director of the Planning Office of the Municipality of Malmö; the representative of the building company *ByggVesta* within UngBo 12.
- A focus group involving 4 participants: the internal Project Manager of UngBo 12, from the Planning Office of the Municipality of Malmö; the external Project Manager of UngBo 12, from Quist AB; an employee of the Planning Office, responsible for the internal implementation of the outcomes of UngBo 12; the Project Manager Assistant of UngBo 12.

ImPRovE: Poverty Reduction in Europe. Social Policy and Innovation

Poverty Reduction in Europe: Social Policy and Innovation (ImPRovE) is an international research project that brings together ten outstanding research institutes and a broad network of researchers in a concerted effort to study poverty, social policy and social innovation in Europe. The ImPRovE project aims to improve the basis for evidence-based policy making in Europe, both in the short and in the long term. In the short term, this is done by carrying out research that is directly relevant for policymakers. At the same time however, ImPRovE invests in improving the long-term capacity for evidence-based policy making by upgrading the available research infrastructure, by combining both applied and fundamental research, and by optimising the information flow of research results to relevant policy makers and the civil society at large.

The two central questions driving the ImPRovE project are:

How can social cohesion be achieved in Europe?

How can social innovation complement, reinforce and modify macro-level policies and vice versa?

The project runs from March 2012 till February 2016 and receives EU research support to the amount of Euro 2.7 million under the 7th Framework Programme. The output of ImPRovE will include over 55 research papers, about 16 policy briefs and at least 3 scientific books. The ImPRovE Consortium will organise two international conferences (Spring 2014 and Winter 2015). In addition, ImPRovE will develop a new database of local projects of social innovation in Europe, cross-national comparable reference budgets for 6 countries (Belgium, Finland, Greece, Hungary, Italy and Spain) and will strongly expand the available policy scenarios in the European microsimulation model EUROMOD.

More detailed information is available on the website <http://improve-research.eu>.

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