



Resettlement Model

How to achieve a social mix?



The concept of the model for the settlement of communal flats in renovated tenement houses.

The model presented in this outputs is a description of the method of allocating municipal premises in tenement houses renovated within the framework of the revitalisation programme. The model provides guidelines on what types of premises and in what proportions to introduce into the acquired resource, to which groups of residents they should be directed, and what priority criteria to adopt in order to objectively determine the order of allocation of council premises to persons expecting them. The proposed solutions take into account Polish legal regulations in force in this area. Moreover, they are based on the ideas of social mixing - the so-called tenant mix - and inclusion of residents who, for various reasons, do not decide to return to the premises occupied before the renovation starts in the positive effects of revitalisation. An integral part of the model are recommendations on steps that will help in its practical application in accordance with the described assumptions.

The involvement of various units of the City Hall, municipal organisational units and NGOs is an important element of successful implementation of the model. Due to the different specificity of different types of premises provided in renovated tenement houses, and thus different sets of criteria to be fulfilled by the residents, an important role in the settlement process is played by the relevant Commissions appointed by the Mayor of the City. The whole process is supervised by the Committee for the settlement of tenement houses, which is a platform for communication and cooperation of stakeholders.

Good practices in the area of model development and implementation

The model of housing in tenement houses has been based on solutions adapted to the local specificity, taking into account the main objectives of the revitalisation program. The model was based on best practices identified in the course of research - best practices applied so far in Łódź or other cities, as well as on principles ensuring the universality of the model and its adaptability to changing conditions and needs.

SOCIAL MIX

- ❖ The creation of tenement houses based on the diversity of residents is beneficial for all stakeholders - it prevents the creation of poverty ghettos and works to eliminate social inequalities by increasing life chances of people most at risk of exclusion. According to this principle, it is good practice to ensure representation of various social groups in renovated tenement houses (social mix). This objective can be best

achieved by mixing different types of flats in the available stock, addressed to different groups of potential recipients, including flats related to the employment relationship or flats with assigned social function. Due to the fact that they constitute separate categories of dwellings, the selection of residents is based on different criteria.

LOCAL TYPES

- ❖ The model must be flexible enough to take into account the current situation in the context of the City's housing needs, while at the same time it should be based on certain permanent assumptions that will enable the achievement of its basic objectives. A good solution is to provide in renovated tenement houses a fixed, pre-determined share of flats with support and units related to the employment relationship - this will allow to diversify tenants and achieve a social mix. On the other hand, replacement units and other units granted to tenants from outside the resources may occur in variable proportions, depending on the current demand.

PRIORITY CRITERIA

- ❖ An important element of the model is the appropriate formulation of priority criteria, deciding who should be the first to point out the premises of a certain type. On the one hand, these criteria should be objective, take into account a wide range of circumstances defining the needs of residents and the current legal regulations, and on the other hand, should allow for the selection of tenants corresponding to the nature of available resources and the idea of social mix. The extent to which a particular unit can respond to the needs of future residents is influenced by a number of factors, including the social functions planned in the building and its immediate vicinity, as well as the social structure of the tenement house. Therefore, it is difficult to develop an unquestionably fair scoring system that would allow to take into account all the factors and assumptions underlying the selection of a specific inhabitant. In such a case, a catalogue of objective criteria, within which detailed aspects are subject to a multidimensional assessment which is not included in a rigid framework, is a better solution.

SETTLEMENT COMMITTEE

- ❖ In addition to the model itself, it is necessary to create mechanisms to ensure that it is implemented as intended. A good solution would be to set up a Commission to oversee the whole process, including the interpretation of the model for the settlement of specific buildings. The Commission would therefore be responsible for designing the social mix on the basis of the guidelines of the model, taking into account the individual characteristics of the individual tenement houses, including the number and type of social functions offered, as well as the characteristics of the premises available.

Furthermore, it is good practice to provide a communication platform between the different departments and organisational units of the City to exchange information and take a broader view of the issues at stake. Therefore, the Commission should include both persons responsible for formal and legal issues related to the lease and representatives of the City working in the field, directly with tenants, or in the area of urban social policy implementation.

Good practices in the area of organizing removals and returns of residents of renovated buildings

REMOVALS WITHIN THE REVITALISATION AREA

- ❖ As the research shows, a significant part of the population does not decide to return to the premises occupied before renovations and enters into new lease agreements. However, this scenario does not have to prove that the assumptions and objectives of revitalisation have not been achieved. In such a situation, it is good practice to indicate to tenants - if possible - replacement premises located in the revitalisation area, in particular in the immediate vicinity of the existing place of residence. A good solution is bundled removals - i.e. making flats in buildings that have been renovated as part of the revitalisation process and are put into service at the moment of emptying subsequent tenement houses - available to the persons who are being rehoused. Thanks to this, the residents can benefit from the effects of the programme and there are no social problems exported outside the revitalisation area. In addition, the need for double removals is eliminated, and as a result the process is efficient and cost-effective. Moreover, the research did not identify any cases of persons whose general situation would deteriorate after termination of the existing contract and moving to a replacement unit. The vast majority of respondents declare that their situation has improved, which indicates that there are no difficulties with adaptation in the new environment.

LIGHTHOUSE KEEPERS AND HOSTS OF AREA

- ❖ For most residents, moving is a difficult, stressful and confusing process. A good practice - applied so far in Łódź - is to delegate representatives of the City Hall to work in the field directly with the residents. Łódź Mediators support residents at all stages of the process, explaining its principles and helping to complete the formalities. Their potential should also be used when settling in replacement premises in renovated tenement houses. As the officials closest to the displaced tenants, in most cases they know their current situation, needs and expectations. This knowledge may significantly improve the process of settling in, increasing the probability that renovated replacement premises

will be indicated as needed and the preferences of their potential tenants, while maintaining the principles of social mix.

RETURNS AFTER TERMINATION OF THE AGREEMENT

- ❖ Another issue is the possibility of returning to previously occupied premises to persons who initially did not express such will and terminated the existing lease agreement. In such a situation, it would be necessary to change the premises. If it can be made possible in justified cases (e.g. problems with adaptation in a new environment), as a rule it is not advisable to create a legal basis for such a process on preferential terms. Otherwise, the replacement may be abused as a way of returning to the renovated premises.

RETURN TO PREVIOUSLY OCCUPIED BUILDINGS

- ❖ It may be good practice to allow those who would like, but cannot, return to their original dwelling to return to the renovated building (e.g. due to a conversion or change of function). In such a situation, if the resident is interested, it is worth considering first making a replacement unit available for the duration of the renovation, and then concluding a new contract for another unit in a previously inhabited tenement house.

Risks and remedies

Despite the fact that the model solutions are based on identified good practices, it is important to bear in mind that there are certain risks that could potentially pose a threat to the settlement process carried out in accordance with the established objectives and assumptions. The risk factors include limitations resulting from the characteristics of the available housing stock, the need to gain support for the introduction of certain changes in local legal acts and securing financing for their implementation, and finally, the multidimensionality of the decision-making process, for the success of which the cooperation of various stakeholders is essential.

Potential residents

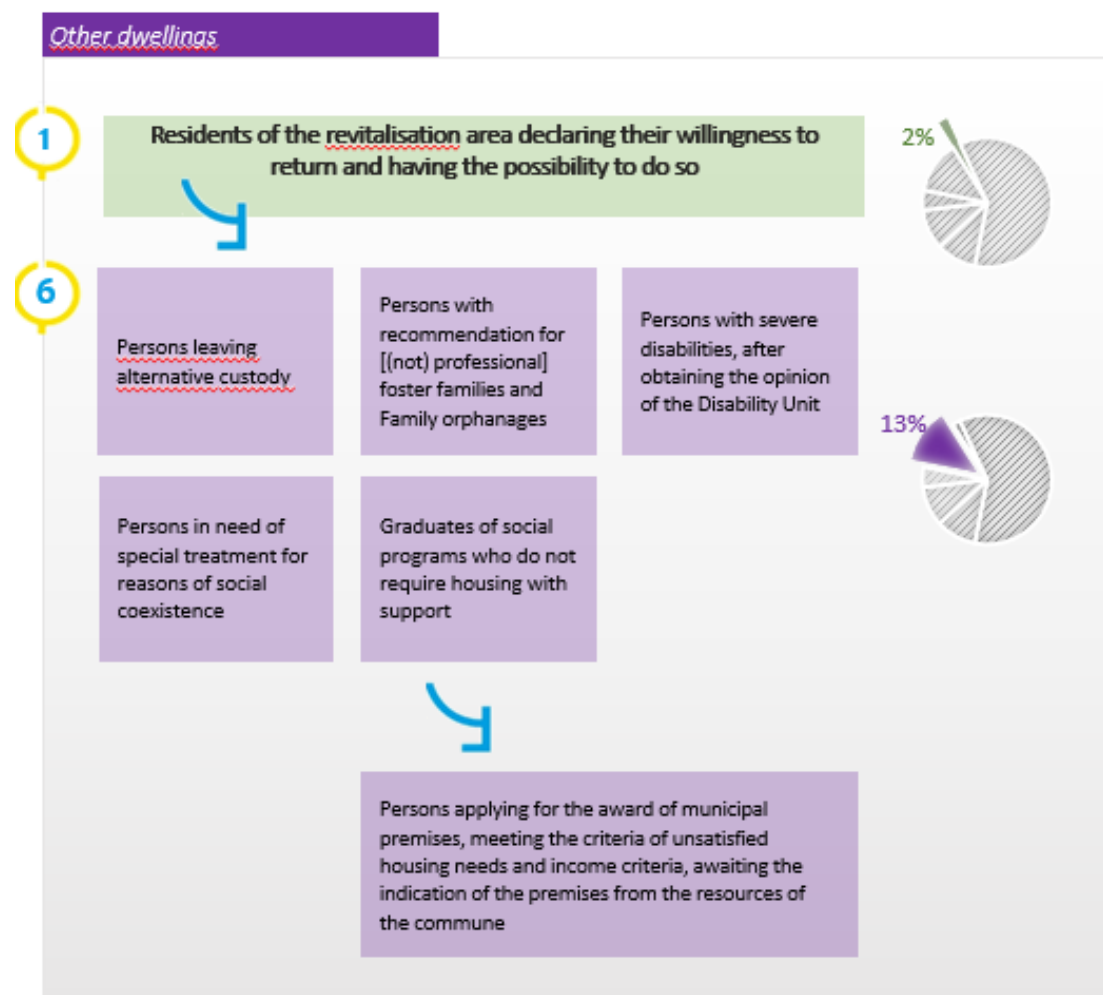
The following part of the study presents the types of units for particular target groups that will occupy the communal units renovated within the framework of the ROCL. Moreover, the mechanism of social mix, which is likely to occur with the use of recommended proportions of types of flats in a tenement house, is explained. This mechanism is to help achieve the operational objectives resulting from the content of the Municipal Revitalisation Programme, namely to prevent spatial segregation and create a diverse community in revitalised areas and

to eliminate the export of social problems outside the revitalised area. The principles of the activities of the Commission for the Settlement of tenement houses, whose task is to supervise the implementation of the model assumptions, were also described in detail.

It has been proposed that the following types of flats, defined in the Resolution of the City Council on the rules of renting flats included in the housing stock of the City of Łódź, should be taken into account in the procedure of settling tenements renovated within the framework of the ROCL.

When determining the target groups that would live in tenement houses renovated in the ROCL area, the residents indicated in the Act on Revitalisation, i.e. the persons declaring their willingness to return to the previously occupied premises and having such a possibility, were also taken into account. The following graphs show the above mentioned types of flats with proposed groups of residents and their percentage share in the total stock of renovated flats.

Figure 1: Priority criteria for housing development and share of other dwellings.



During the process of settling the renovated tenement houses in the category of other dwellings, it is recommended to take into account first of all the residents returning to the originally occupied dwellings (Figure 1 - point 1). The next group of potential residents (considered further - as described in detail in the next part of this chapter) are people from outside the housing stock who meet the criteria specified in the resolution (i.e. income and unmet needs). The rules of granting priority within this group are regulated by the resolution. It is recommended to maintain them and to add graduates of social programs who do not require housing with support as an additional group of persons with priority to the lease of this type of premises (the second level of the above scheme).

Figure 2: Priority criteria for housing development and the share of spare and substitutable premises.

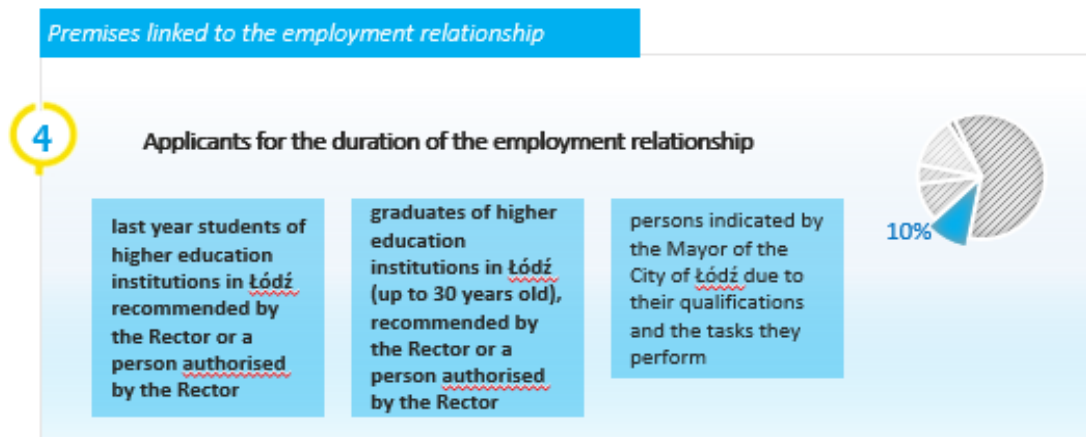


Another type of dwellings proposed as part of the resource obtained is replacement dwellings (Figure 2). These premises are defined in the resolution, which also defines the rules of priority in the process of granting them, reproduced in the above graphics.

Additionally, it is recommended that in the process of settling renovated tenement houses on an equal footing with residents of properties to be sold / for investment purposes / pilot programs and public utility buildings, the residents who are not entitled to replacement premises and who occupy municipal premises not adjusted to their needs to the extent that makes it impossible for them to continue living there (marked with a darker colour on the above diagram) should be taken into account. These are therefore cases of substitutions, but limited to situations in which,

on the basis of objective premises, it can be concluded that the inadequacy of the premises significantly hinders the daily life of the residents. Architectural barriers in flats inhabited by people with motor disabilities (including the location of a high-rise flat on a building without an elevator) or insufficient size per capita in flats occupied by large families or foster families may serve as an example. It is recommended that such swaps be carried out for the benefit of persons whose names have been included in the lists covering the years 2013-2019.

Figure 3: Priority criteria for settlement and share of premises related to the employment relationship



In order to provide a basis for social mix in renovated tenement houses, it is proposed to separate also a certain number of units related to the employment relationship (Figure 3) and supported housing (Figure 4).

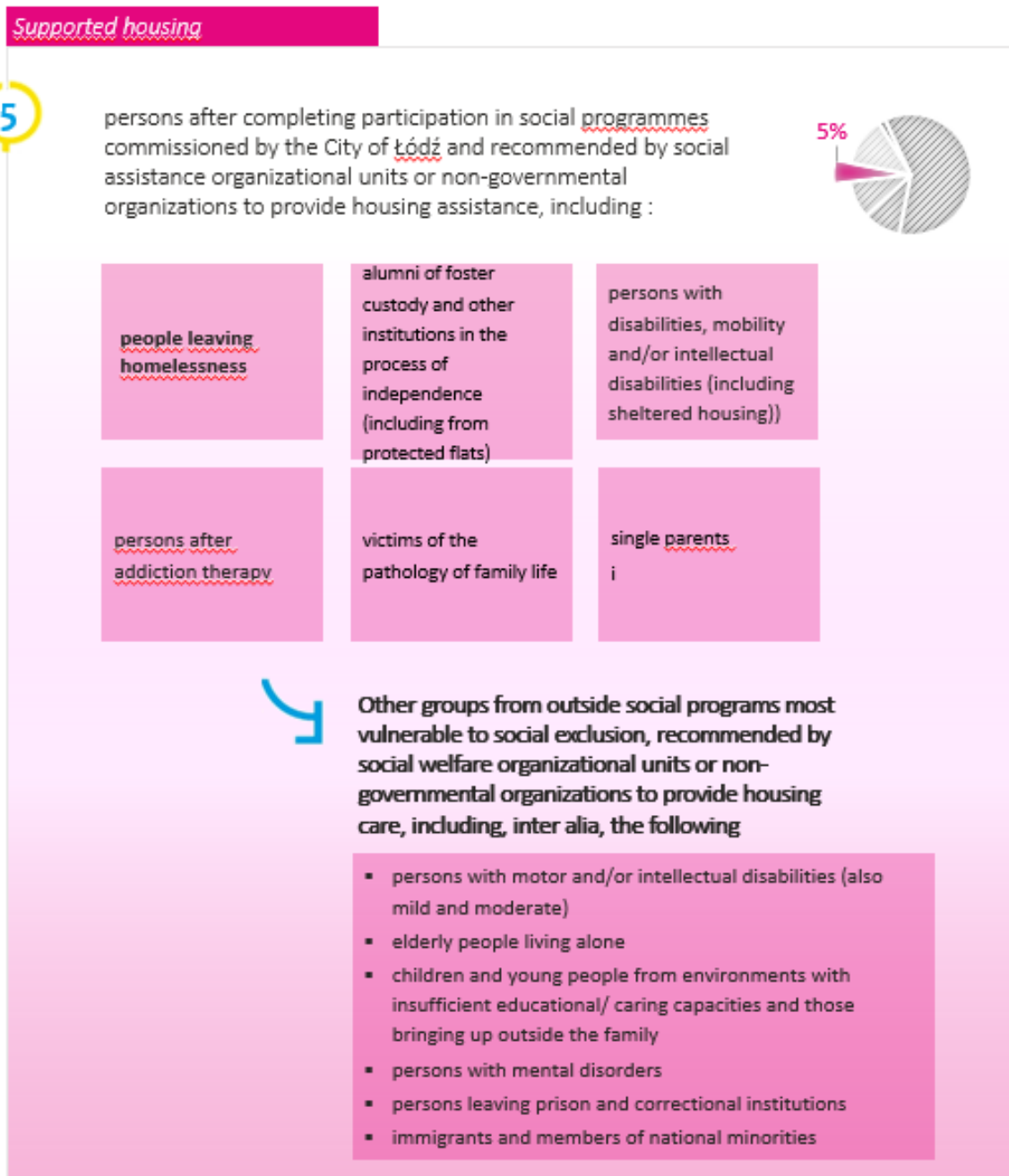
The chapter of the Resolution of the Łódź City Council on the rules of renting residential units included in the City of Łódź's housing stock devoted to the first form of renting specifies, among others, the age of persons eligible to apply for housing. The persons eligible for the lease related to the employment relationship are last year's students and graduates of higher education institutions in Łódź. In addition, persons applying for a lease must enclose a written opinion of the rector of the university, a current certificate of employment and an opinion on professional work issued by the employer.

Tenants of flats with support would first of all be persons coming out of urban social programs, recommended by social welfare organizational units or non-governmental organizations, meeting at the same time the income criterion and unmet housing needs. The rules of giving priority to tenancy for this group of residents are presented in Figure 4 (first level). Moreover, in order to counteract social exclusion, it is recommended that this type of premises should be further rented to other groups, in particular those threatened by this phenomenon, also to persons not covered by social programs (while maintaining the condition of recommendations from the aforementioned entities).



Detailed rules for the operation of flats with support should be established by way of a decree of the Mayor of Łódź. Support may be of a financial nature (in the form of a rent reduction) and may take the form of periodic assistance granted in response to specific needs of residents by social welfare units or non-governmental organisations on the basis of a separate contract. It is recommended that support should be provided for a specified period of time, and after its expiry the residents should be able to stay in the occupied premises in accordance with general rules (provided for other dwellings).

Figure 4: Priority criteria for housing and share of flats with support.



System for the allocation of premises

The procedure for the settlement of communal premises, including the principles of giving priority to particular groups of potential residents - not only within specific types of premises, but also between them - is presented in Figure 5.

1 In the proposed model, in the process of settling the renovated tenement houses, first of all all the residents who decided to return to the premises occupied before the renovation are considered, and this return is not impossible due to the reconstruction or change in the way the premises are used (step 1 in Figure 5 below). However, based on the conducted research, it is estimated that the number of returning environments will be relatively small and the resources allocated to their needs should not exceed 2% of the total housing stock obtained under projects 1-8 ROČł.

2 In the next step, the interchangeable units are inhabited in accordance with the priority rules described in the resolution and presented in the diagram below, and the units granted by way of exchange due to their unsuitability in terms of location, size or technical condition (step 2 in Figure 5). Taking into account the housing needs resulting from the planned demolition, renovation or modernization of buildings included in the municipal resource, it should be assumed that it is this group of residents with priority of renting replacement premises who have settled most of the apartments acquired within the framework of the ROČł (up to 80%).

3
4 At this point it should be noted, however, that regardless of the possibility of developing all the remaining units as replacement units, it is recommended to allocate a fixed percentage of flats to units related to the employment relationship (about 10%) and to flats with support (about 5%), which in the model are described successively in places 4 and 5. This solution will facilitate the creation of a social mix, and the introduction of flats with support will result in additional social and economic benefits.

5
6 The last place in the model is taken by persons applying for the allocation of municipal premises and meeting the criteria specified in the Act. The share of flats occupied by this group of inhabitants in the total stock of inhabited flats depends primarily on how much of it will be required to satisfy the demand for replacement flats. In other words, the number of other council units dedicated to people from outside the resource will be equal to the number of all units obtained within the ROČł less one by one:

- number of environments returning to the flats occupied before renovation,
- approximately 15% of the resources allocated for housing with support and employment relationship,
- number of replacement units
- the number of premises made available by way of substitution

Figure 5: Model of settlement of communal premises renovated as part of the ROCK project.

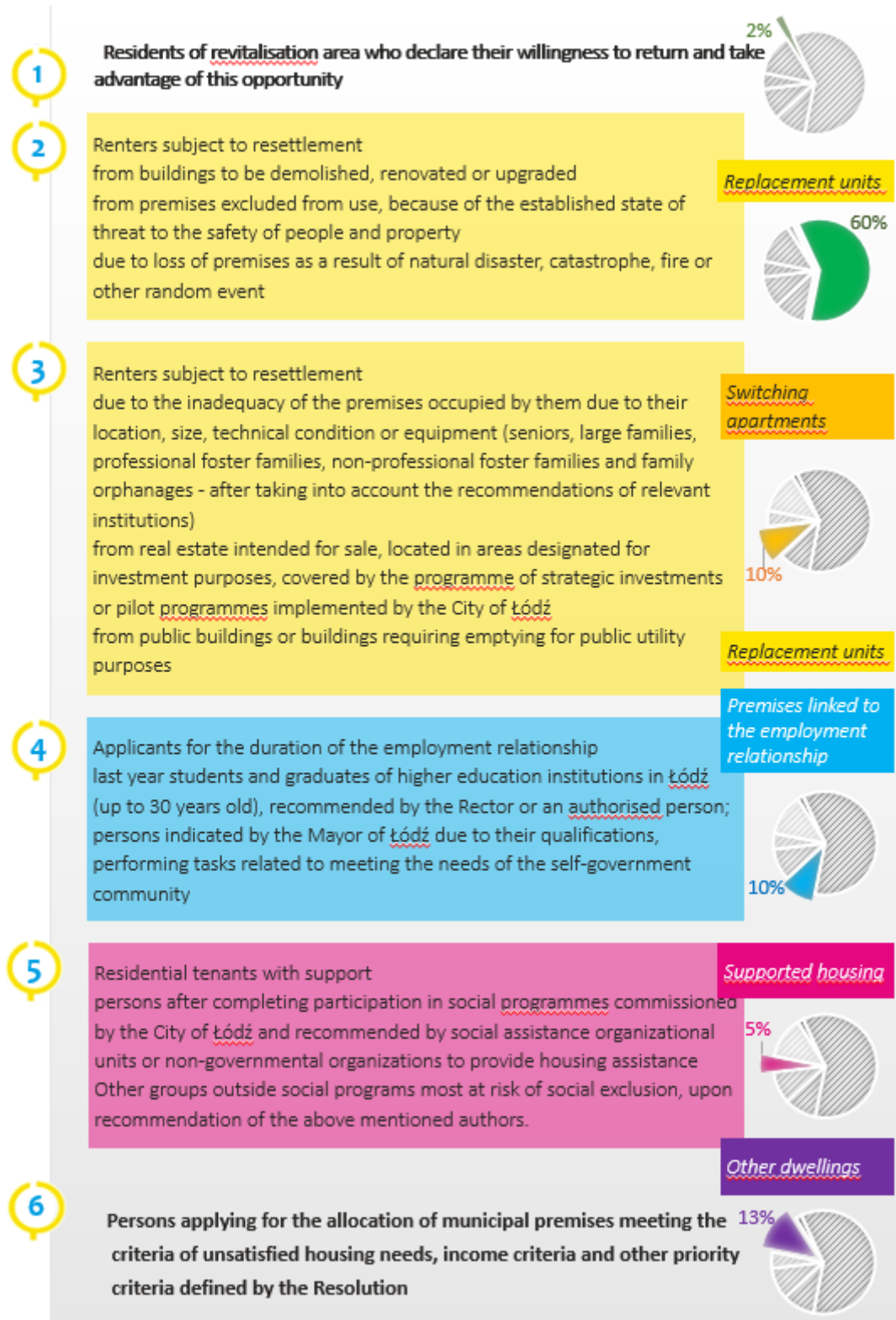
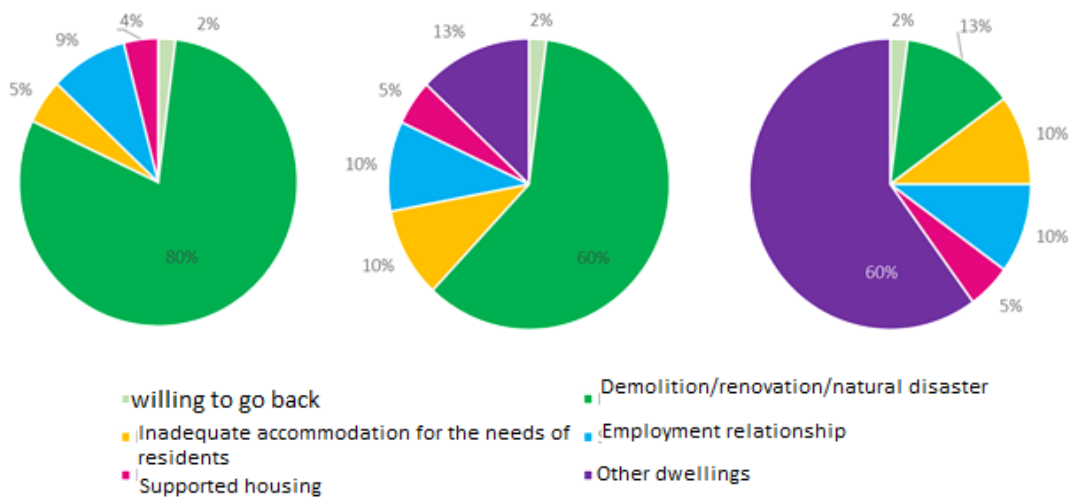


Figure 6 shows three exemplary scenarios showing the share of particular types of premises/groups of potential residents in the total housing stock acquired within the framework

of the 1-8 ROCL projects, taking into account the principles presented above. It should be noted that in the current situation of limited supply of municipal units in Łódź, growing demand and a significant scale of relocation resulting from planned renovations, Scenario 1 (the first on the left) will be the most likely and feasible. As demand for replacement units decreases, the share of different types of units will approach the proportions presented in the following scenarios (the first and second graphs from the left in Figure 6).

Figure 6: Occupancy proposals by source of population.



Finally, it is worth mentioning that in the case of the number of premises making it impossible to accommodate all potential residents belonging to groups of equal priority (i.e. taken into account at the same stage resulting from the sequence of allocating flats), the premises administrator should pay attention to horizontal criteria, i.e. the individual situation of each resident/applicant, and in particular to:

1. health condition (including possible disabilities)
2. economic situation
3. family situation (family structure, number of household members)
4. housing conditions in the currently occupied premises:
 - technical condition
 - accessory
 - area per tenant
 - architectural barriers inside the premises and building



Social Mix

As mentioned above, the dominant type of flats in the renovated stock will be replacement flats. Therefore, when analysing the potential to create a social mix, it is necessary to take a closer look at the residents from the previously inhabited communal units. The research shows that in the case of Łódź, this group is a relatively diverse group in many respects. At the same time, we can observe a certain advantage of inhabitants aged over 50, while young people under 30 constitute the least numerous group.

Therefore, in order to preserve the age-related tenant mix of the residents, the model assumes that approximately 10% of the premises will be used for rent for the duration of the employment relationship (these premises are dedicated to people under 30 years of age at the date of filing the application). Moreover, the introduction of such premises may also affect the social mix from the point of view of income per one member of the household. The resolution indicates the income criterion amounting to 255% of the amount of the lowest pension in a single-person household, 205% of the amount of the lowest pension in a multi-person household in the case of other flats, 100% of the amount of the lowest pension in a single-person household and 70% of the amount of the lowest pension in a multi-person household in the case of social premises. However, in the case of a lease related to the employment relationship, professional activity and an opinion from the employer are required, which guarantees stability of income (and potentially also a certain level) and constitutes a counterbalance to income earned by residents occupying flats with social status and flats with support. In turn, residents of the latter may have a lower level of professional activity in comparison with other tenants, their employment may be partial, and most of their income may be covered by benefits. However, in terms of demographic features, this group may show a relatively significant diversity. To sum up, assuming the share of particular types of premises in accordance with the proportions proposed in the model should naturally create a basis for a diverse community of residents, as shown in Figure 9.

Figure 9: Social mix based on the second settlement configuration by source of inhabitants on the example of a visualization of a renovated tenement house at 2 Włókiennicza Street.

