

Conference proceedings
GLOBAL VILLAGE - SHELTER FOR RESILIENT LIVING

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Conference proceedings

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GLOBAL VILLAGE - SHELTER FOR RESILIENT LIVING
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A word from editor:

We are living in a Refugee World running away from ourselves. Constant movement is its main characteristic: We are nomads. Can global village be the shelter for us? Is it a new paradigm for architecture and planning?

Networks of local and traditional patterns and forms of living are breaking down. It can be said that in this context, “iconic nomads” are formed and mature as spokespersons of local cultures. They are bearers of collective and personal identity and as such participate in creating a global village, incorporating elements of diversity and establishing new socio-cultural networks. The conference will discuss the advantages and disadvantages of this paradigm at the architectural, urban-morphological, technological and planning level.

Dr Tatjana Mrdenović

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SOME OPEN ISSUES OF INTEGRATION AND GHETTOISATION WITHIN THE FRAMEWORK OF SOCIAL HOUSING: THE EXAMPLES OF SERBIA AND DENMARK

Jasna Petrić, Principal Research Fellow, Institute of Architecture and Urban & Spatial Planning of
Serbia, SERBIA

Tanja Njegić, Research Associate, Institute of Architecture and Urban & Spatial Planning of Serbia,
SERBIA

Abstract

Residualisation of the social housing sector has been linked to the crises of the Welfare state, but it also represents a contemporary trend of the European housing policies' development. While seeking a 'shelter' for resilient way of living, what is nowadays actualised with the waves of migrant crises as well as by continuous striving to integrate the deprived groups of population into the society, this research is concentrated on a parallel analysis of the social housing systems in Serbia and in Denmark. Serbia, with its post-socialist legacy, has dominantly "residual" system of social housing and it has not yet developed adequate instruments for preventing social and spatial segregation of vulnerable social categories through the programs of housing support. The lack of a systematic approach to this housing and often neglecting of social issues has influenced occurrence of housing deprivation in relatively new districts with social housing developments and further impetus for social differences instead of their mitigation. Denmark, on the other hand, which traditionally boasts with a highly developed model for the social housing provision, ever since year 2004 aims to resolve the issue of "parallel societies" through implementation of policies towards integration and urban regeneration of the "enclaves of non-Danish values" or "ghettos", by prescribing extreme measures of housing policy. Finally, having in view different circumstances for the territorial stigmatisation in Serbia and Denmark, this paper outlines some recommendations for improvement of the current approaches to the social housing planning in Serbia, as well as it summarises the findings that may prevent the incidence of residualisation of the social housing in Denmark within the context of a discourse on modern "severe ghettos".

Key words: Social housing, residualisation, ghetto, Serbia, Denmark

5. Introduction

There are significant variations in the definitions and allocation models of social housing in the European countries which are reflected in the different scope and quality of housing assistance, providers and target groups of beneficiaries [1]. Despite these differences, similar problems and challenges emerge in current housing policies, especially since the beginning of the global financial crisis in 2007, where the *residualisation* trend is recognized as a key common factor [2]. This term, which is originally related to the process of privatization of social housing in the UK in the early 80's and the crisis of the welfare state, means reducing funding, new construction and the size of the social housing stock, as well as directing its allocation to the most vulnerable social groups.

The causes and characteristics of residualisation are significantly different in western capitalist countries with a traditionally developed system and a high share of social housing (more than 20%) and transition countries where the social housing stock was drastically reduced through mass privatisation (up to less than 1%), while the new housing initiatives are still insufficiently implemented. What also differs are the ways in which their social housing policies face today's challenges of resilient living in the context of rising inequalities, migrations, poverty concentration and segregation, while promoting social cohesion as one of the key goals. This paper discusses some open issues of social integration and ghettoisation in the social housing sector, on the examples of Serbia and Denmark.

6. SOCIAL HOUSING PROVISION AND SOCIAL INTEGRATION CHALLENGES IN SERBIA – A BRIEF ACCOUNT FOR THE PAST 20 YEARS

The initial elements of the new social housing system in post-socialist Serbia were established only after 2000, and officially in 2009 when the Law on Social Housing was adopted [3]. Although “generalist in writing” this social housing allocation model remains extremely “residual in practice”, according to the criterion of the social

rented apartments share in the total housing (0,9% [4]), target groups of beneficiaries (vulnerable and special groups - mainly refugees, displaced persons and Roma) and the fact that the new housing policy is in the early stages of implementation [2]. Despite pronounced and growing needs for affordable housing, state housing provision system is underdeveloped and incoherent and relies on funding from international sources and donations, which is mostly due to the insufficient political interest and limited state funding.

Although the existing legal and strategic framework for housing development in Serbia is based on the values and goals of sustainability [5-7], including encouraging social cohesion, actual practice shows insufficient application of these policy commitments and guidelines. Social housing programs and projects for the most vulnerable households often involve simply providing a roof over their head, without adequate social or economic support, or considering aspects of cultural acceptability of housing patterns, as well as the potential dangers of creating concentrated poverty areas. The characteristic examples are high-density housing estates where the Roma make up the dominant population, which early experience the ghettoization process, as well as stigmatisation and housing environment deprivation (crime, noise, pollution) [8]. Despite some isolated efforts to implement the housing diversification through urban planning and design rules (mixing private and social housing) [9, 10] Serbia has not developed adequate 'social mixing' instruments aimed at achieving social integration of the different vulnerable social categories within the social housing framework (including homeless, youth, elderly, persons with disabilities etc.).

7. DANISH SOCIAL HOUSING SYSTEM WITH CHALLENGE OF THE ENCLAVES OF NON-DANISH VALUES

Social housing system is proven to be a pillar of the Danish welfare society, aiming to achieve quality standard and simultaneously to provide affordable accommodation for all, i.e. to offer people of all kind decent housing at an affordable rent [11]. According to 2019 statistics, there are approximately 550,000 social housing units, representing one-fifth of all accommodations in Denmark, being a home to approximately 987,000 people, or one-sixth of the population in Denmark [12]. The Danish non-profit housing sector is in collective ownership by its tenants and is financially supported by the state and the municipalities [13].

The immigrants in Denmark, especially those from non-Western countries, and their descendants, mostly live in social housing. A municipality may, according to the law use up to 25% of apartments in its social housing sector for social purposes, and this also includes housing refugees and immigrants on low incomes [14]. Nowadays, in Denmark the notion of needs-based social rental housing is clearly more of a residual, selective nature than it was during the immediate post-2nd WW decades, and universalism has been eroded across the board, albeit to a lesser extent in Denmark than elsewhere in the world [15]. As an illustration of this argument, we briefly take in account the controversial Danish “ghetto strategies” of 2004, 2010, and 2018. They are political “manifestos” to cope with the negative development in disadvantaged social housing areas. The main political focus has been on integration of immigrants from non-Western countries, who were not actively enough adhering to the “Danish” values (mentality, culture and the way of thinking that made Danish identity is distinctive) but staying in enclaves where “men are unemployed, the women isolated, and the families only speak the languages of their native country” [12]. Over the years the discourse on this matter has only sharpen and Denmark which is quite meticulous in implementing the adopted strategies envisages its territory without “ghettos” by the year 2030. In definition adopted by the Danish government a “ghetto” area is depicted as “a residential area with at least 1,000 residents, where the proportion of immigrants and descendants from non-Western countries exceeds 50 per cent” and where other criteria such as educational levels, crime and income are factored in [15]. The most central measure is that “severe ghettos”, i.e. the areas that have been classified as “ghettos” for four consecutive years have to reduce the share of non-profit family housing (number of family units) down to 40% of the original housing stock. In this process the non-profit housing association and the relevant municipality conjointly have to produce a development plan for how they will make this feasible, i.e. by selling family units to private investors; by demolition of housing; and by “relabelling” (i.e. converting family units into units for elderly or youth). All this at mildest is a challenge but more likely represents a threat to the collective property right that the tenants possess in the non-profit housing associations.

8. CONCLUSIONS

Many of the thorny, old/new conflicts over the non-integration and disassembling of shelter for resilient living of contemporary European national societies can be given meaning through the analytical lens applied here. Serbian and Danish social housing and residualisation issue have been selected to illustrate the “othering” or “us” vs. “them” concept.

The future practice of social housing planning and development in Serbia should contribute to solving housing problems of the vulnerable social groups, instead of encouraging them, by neglecting their real needs and creating substandard and unsustainable housing stock. In order to foster social integration in this sector it will be necessary to increase the diversity of social housing patterns and typologies including implementation of the mixed tenure housing concept; to improve the current management system; to expand the scope of the target groups and to develop appropriate guidelines and standards for urban planning and design.

Despite the fact that Denmark has still a significant stock of good-quality affordable housing the strategies which are to assimilate “ghettos” threaten to produce gentrification of Danish cities instead of gluing the society on the ground of basic trust in wanting each other well. The Danish government assumes that the ethnic concentrations in the “ghetto” areas prevent the residents from establishing contacts with the surrounding society. Yet, rather than being totally subjected to the domination of territorial stigmatisation, there should be a retreat to asking inhabitants of these areas to negotiate their conditions.

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