

# Innovation in affordable housing Barcelona 2015—2018

Foreword by  
Ada Colau

Edited by  
David H. Falagán

Councillor's Office and  
Manager's Office for Housing  
Renovation

Author and coordinator:  
David Hernández Falagán

Research collaborators and team:  
Isabel Aparici Turrado, Graziano Brau Pani, Giulia Ballone, Sara Bua

Graphic Design:  
Noelia Felip

Published by: Barcelona City Council

Councillor's Office and Manager's Office for Housing and Renovation:  
Josep Maria Montaner, Javier Burón, Àngels Mira, Vanesa Valiño, Carlos Macias, Jordi Palay, Núria Ventura, Montse Prats, Anna Ganuza, Ivan Gallardo, Joan Recasens, Damaris Fernández, Natàlia Frers, Leticia Ortíz de Landaluze, Jéssica Santacana, Jordi Folch, Beth Pujol, Gemma Font, Damaris Garcia, Amaya Colomé, Inma Oslé, Jordi Bonet

Barcelona City Council Editions and Publications Board:  
Gerardo Pisarello Prados, Josep M. Montaner Martorell, Laura Pérez Castaño, Joan Subirats Humet, Marc Andreu Acebal, Àgueda Bañón Pérez, Jordi Campillo Gámez, Bertran Cazorla Rodríguez, Núria Costa Galobart, Pilar Roca Viola, Maria Truñó i Salvadó, Anna Giralt Brunet

Director of Communication:  
Àgueda Bañón

Director of Publishing Services:  
Núria Costa Galobart

Head of Publishing:  
Oriol Guiu

Production:  
Maribel Baños

Distribution:  
M. Àngels Alonso

Publication and production:  
Publishing Services Department  
Passeig de la Zona Franca, 66. 08038 Barcelona  
Tel. 93 402 31 31  
[barcelona.cat/barcelonallibres](http://barcelona.cat/barcelonallibres)

Barcelona, 2019  
Edition © Barcelona City Council  
© of the texts and pictures: the authors cited

ISBN: 978-84-9156-224-5  
D.L. B. 13108-2019

Printed on ecological paper

Download links:  
<http://ajuntament.barcelona.cat/barcelonallibres>  
<https://habitatge.barcelona>



# Innovation in affordable housing Barcelona 2015 — 2018

Foreword by Ada Colau  
Edited by David H. Falagán

Councillor's Office and Manager's Office  
for Housing and Renovation:



Ajuntament  
de Barcelona

Foreword	Building the right to housing through municipal action, Ada Colau	7
Introduction	<u>Affordable housing</u>	13
	<u>Brief history of housing policy in Spain</u>	19
	Type of occupancy	20
	Welfare-state model	21
	Administrative structure of powers	23
	Legislative history	25
	<u>The case of Barcelona</u>	29
	Risk of residential exclusion	32
	Tourist pressure	34
	Vacant dwellings	34
	Ageing of the residential stock	35
	New designs, new economic effort	36
	<u>Innovation stages</u>	39
	Diagnostic mechanisms	41
	Managing the housing stock	42
	Initiatives for bringing about affordable housing	43
	<u>Goals and strategies</u>	45
	Strategy 1: Social rights	47
	Strategy 2: Habitat production	47
	Strategy 3: Urban classification	47
Diagnosis		51
	<u>Diagnostic agents</u>	53
	Barcelona Metropolitan Housing Observatory (O-HB)	55
	Barcelona Observatory for Architectural Renovation (OBRA)	65
	<u>Diagnostic tools</u>	70
	Vacant dwellings census	73
	Study on residential vulnerability areas	79
	Rental price index	83
	Private housing acquisitions	87
	Report on housing policies in the international context	91
	Report on gender flexibility and equality	97

Management		103
	<u>Management agents</u>	105
	Municipal Institute of Housing and Renovation (IMHAB)	107
	Barcelona Housing Consortium	113
	Barcelona Social Housing Council (CHSB)	117
	Habitatge Metròpolis Barcelona (HMB)	121
	<u>Management tools</u>	127
	Barcelona Right to Housing Plan 2016-2025	131
	Amendments to the General Metropolitan Plan	137
	Amendment to the Regulatory Byelaw on Municipal Intervention Procedures in Public Works (ORPIMO)	143
	European public banking loans	147
	“The key is in your hands” programme	153
Implementation		159
	<u>Implementation agents</u>	163
	Residential Exclusion Unit (UCER)	165
	Promotion foundations and cooperatives	173
	Assigned-for-use cooperatives	179
	<u>Implementation tools</u>	185
	Housing interior renovations	189
	Tactical groupings for inclusive repopulation (ATRI)	193
	Temporary local accommodation (APROP)	199
	Cohousing	203
	Architectural competitions	235
Conclusion	Three paradoxes, two challenges	315
Postface	Public housing policies: <i>no silver bullets &amp; no shortcuts</i> , Javier Burón	321
Epilogue	Public housing policies, Josep Maria Montaner	331
Bibliography		339



# Foreword

# Building the right to housing through municipal action

Ada Colau  
Mayor of Barcelona

This book has a clear aim: to become an exercise in reflection and a tool for action, starting with an analysis of the housing policies promoted by Barcelona City Council between 2015 and 2019. Anyone interested in formulas for innovating public management and any member of the activist community championing the right to housing will find in these pages a summary of the main achievements, difficulties and also limits we have come up against in our aim to promote a new model in housing policies on a municipal scale.

Often the speed of events prevents us from systematising and documenting the processes we are taking part in. This puts difficulties in the way of the co-learning needed to develop transformation movements that will enable us to advance towards fairer and more equitable societies. The virtue of this book lies precisely in the fact it avoids immediate action in favour of a reflective approach to the model change in housing policies we have been promoting in Barcelona, giving voice to the people who have made such reorientation possible.

When electoral platforms of social movements and progressive parties won the local elections and took over the mayor's office in a significant number of big Spanish cities four years ago, they were confronted by a housing emergency: evicted families, historical centres subjected to gentrifying pressure and more



and more vacant properties in the hands of banks. It was clear to us that city councils could not fall back on absence of powers and resources as an excuse for not implementing innovative and comprehensive social housing policies. It is no coincidence that many of us had rubbed shoulders politically in movements championing the right to housing and fighting against evictions.

And we have shown throughout our term of office that municipal housing policies could change course, to defend the social function of housing as a right, instead of promoting property speculation. Nevertheless, we are aware of the many difficulties we have encountered and of the work that still has to be done. In fact, we are tackling decades of anti-social public policies that regarded housing as a mere investment asset, denuding it of its recognised social function in the Spanish Constitution. During that time the property market became a sector that attracted bank greed and promoted easy money, turning the construction of new housing – and mortgage loans – into the driving force of economic growth. In turn, the public authorities introduced legislative changes – such as the amendment to the Land Act when José María Aznar was Prime Minister and the amendment to the Urban Leases Act under Mariano Rajoy's government – to promote land commercialisation and property speculation, thereby contravening the constitutional mandate establishing the right to enjoy decent, adequate housing.

Having been constantly praised by experts, who unashamedly asserted that housing was a safe investment value as prices could not drop, this over-bloated property model collapsed in 2007 following the global economic crisis. The model collapsed like a

house of cards, causing great social and psychological suffering among the population, who watched their dreams of owning a house being snatched away by banks that had been rescued with money taken from social welfare. The responses from both the central and regional governments were clearly insufficient. They were unable or unwilling to intervene against the exponential rise in the number of evictions, falling back on anomalous legislation that punished anyone in debt with the loss of their home and with a mortgage debt carried forward for life. That is why one of the main struggles of the right-to-housing movement was to demand an amendment to the Mortgage Act through a people's legislative initiative, which was blocked in the Congress of Deputies, the lower house of the Spanish Parliament, by the majority political parties.

We have been working at the municipal level to change this model, although we are aware that this is by no means an easy task and that we are swimming against the tide. The public housing stock currently represents a paltry 1%, far removed from the European average of 18%, while Spain leads the European ranking for vacant housing. Added to that we have international financial capital descending on our city centres, buying up entire buildings and converting residential leases into tourist lets. It should also be noted that central government investment in housing has fallen by 70% over the last decade. All this is at the core of an abusive rise in rental prices, which have not only exceeded the maximums reached before the property bubble burst but have also led to average annual rises of nearly 40% in big and medium-sized cities such as Barcelona, Madrid, Seville and Málaga, as well as their metropolitan areas. That is why we are currently at a new stage of residential exclusion, now focused on the rental market and increasingly acquiring a

global presence in the world's big cities. It is against this background that local councils have become the only authorities currently devising responses to the housing emergency. For example, we are creating support and mediation tools with the people affected in eviction processes; we are increasing the number of families receiving financial help with rent payments; and we are dedicating a large part of our financial resources to expanding the public housing stock at affordable prices.

The efforts being made by public authorities may be necessary but they are not enough to bring about a radical change in housing policies. They need to be accompanied by a change of mentality in the private sector, to recognise housing as a social right to be protected and a cornerstone of the welfare state. We need to civilise the market. To bring about this change of mentality we have promoted measures to make the private sector jointly responsible, with the aim of having 30% of new private housing developments and large-scale renovations allocated to affordable housing. We have also launched a special plan to regulate tourist accommodation that has led to the closure of more than 4,500 illegal tourist flats so they can once again serve their social function. We have created a housing-discipline unit that has drawn up the city's first census of vacant dwellings and penalises anti-social uses, such as property mobbing, leaving flats vacant and improper uses of officially protected, or social housing.

The changes to the public works and renovation regulations, to prevent the latter from contributing to gentrification pressures and to ensure tenants' rights are guaranteed, deserves a separate chapter.

In that regard, we have made financial help conditional on recipients signing five-year leases with affordable rents and we have promoted a change to the Regulatory Byelaw on Municipal Intervention Procedures in Public Works (ORPIMO) to close legal loopholes involving investment funds buying up entire buildings and then attempting to force out residents through renovation processes.

Even so, we know that, despite the enormous amount of work that has been done, it is still not enough to halt abusive rises in rental prices or to significantly expand the public rental housing stock. Until the necessary legislative and budgetary changes are made – amending the Urban Leases Act (LAU) and the tax system, to enable cities to apply a price index and limit to rent rises – we will not be able to adapt to European standards. This is the only way we can ensure that housing becomes a basic cornerstone of the welfare state rather than an investment asset or a factor in residential exclusion. In other words, that housing becomes a fully fledged legal right.

# Introduction

## Affordable housing

Housing is such an intrinsic need for people that it is almost embarrassing to have to qualify it with the adjective “affordable” to specify what we will be talking about in the following pages. The very introduction of this nuance forces us to consider two issues. The first, and obvious one, is there are dwellings that are not affordable (for most people). Palaces, mansions and any other luxurious form of residence will clearly fall outside our discussion here. However, the implicit concern in this first issue is the existence of a housing stock which, while hardly within the realm of luxury, is beyond the means of a considerable percentage of the population. The second issue, which is intimately related to the first, is the confirmation that housing has become a commodity subject to increasingly aggressive market forces. We talk about the property market with almost the same frivolity that we use to talk about the car or technology markets. All of them have become productive sectors that a country’s economy depends on. We need to warn of the danger that this implies: housing is not a need to be commercialised but rather a universal right relating to well-being, health, living conditions and people's social relations.

At the risk of stressing well-known yet no less important issues, it is worth recalling that Article 25 of the Universal Declaration of Human Rights (UN, 1948) explicitly recognises housing as one of the rights everyone has for ensuring they have an adequate standard of living. It is therefore no coincidence that not only Article 47 of the Spanish Constitution but also Articles 26 and 47 of the Statute of Autonomy of Catalonia recognise everyone's right to have access to decent housing and highlight the public authorities as those tasked with guaranteeing that right.



Universal Declaration of Human Rights (UN, 1948).

A legislative package has even been activated in Catalonia which includes three Acts for protecting the right to housing:

1. The Right to Housing Act (Act 18/2007), which is aimed at guaranteeing the public function of the right to property.
2. The Urgent Measures for Tackling the Housing and Energy Poverty Emergencies Act (Act 24/2015), which protects people heavily in debt that is linked to their usual dwelling. This legislation was partially annulled by Spain's Constitutional Court.
3. The Measures Protecting the Right to Housing for People at Risk of Residential Exclusion Act (Act 4/2016), which covers mediation, social renting and expropriations. Some of its articles were annulled by the Constitutional Court in Act 24/2015.

In any event, the difficulty in achieving effective regulation is clear, especially if we take into account that housing has acquired the character of a commodity for certain economic players. The importance of the construction sector in Spain, where house building plays a key role, is well-known. According to data from Spain's National Statistics Institute<sup>1</sup>, the sector's involvement in the country's economic production between 2000 and 2005 was over 10% and it employed over 10% of the working population. Despite the economic downturn around 2010, its structural significance continues

<sup>1</sup>  
<https://www.ine.es>

to be extremely important. This highlights one of the biggest difficulties with the housing policies implemented in Spain in the years running up to the crisis. A large part of the public intervention in this period was not only allocated to housing provision but also, in good measure, to maintaining industrial production linked to the sector and the fight against structural unemployment.

But it was precisely the construction sector that the economic crisis hit hardest, and particularly the housing sector, in the form of the “property bubble”. This was the expression used for the speculative pressure that affected the housing market in Spain from the 1990s. The main manifestation of this bubble was the disproportionate rise in house prices, which grew at an annual rate of 30% – and even higher in some years – between 1997 and 2007. The bubble was the result of a series of inter-related factors. Some of the reasons stemmed from commercial liberalism, such as land speculation and reclassification, and easy and deregulated access to property loans. Other reasons included the imbalance between property supply and demand – such as the scarcity of building land available at a time when the so-called “baby boom generation” was looking to buy a home – and the growing number of foreign nationals residing in Spain during this period, which reached 5 million. Finally, we also need to acknowledge other reasons linked to poor management of the housing policies applied in previous periods, such as the tax relief offered to home buyers and the establishment of mechanisms for building social housing mainly for home owners, without planning the construction of a significant stock of social rental housing.



Picture of the protest campaign “No vas a tener una casa en la puta vida” [“You’ll never have a house in your bloody life”], promoted by the “vdevivienda” [“hforhousing”] collective in 2006.



2

In November 2007, housing was highlighted as the second biggest problem according to the Sociological Research Centre Barometer ([http://www.cis.es/cis/opencm/ES/1\\_encuestas/estudios/ver.jsp?estudio=7880](http://www.cis.es/cis/opencm/ES/1_encuestas/estudios/ver.jsp?estudio=7880)).

In 2014, the Sociological Research Centre conducted a Housing Barometer in October-November 2014 ([http://www.cis.es/cis/opencm/CA/2\\_bancodatos/estudios/ver.jsp?estudio=14120](http://www.cis.es/cis/opencm/CA/2_bancodatos/estudios/ver.jsp?estudio=14120))

Given all the above, we can identify a twin effect over the last few years. Firstly, a rise in house prices that led to the property bubble. Having become a market value, housing, whether for renting or owning, is almost out of the reach of large sections of the population. In the second place, the financial crisis, which has made it hard for people to pay back a large part of the mortgages they have received in previous years, has led to them losing their homes and problems in gaining access to affordable housing. In such a context, it is hardly surprising that access to housing has become one of the main concerns of today's society, and one of the problems regularly listed in the Sociological Research Centre's barometers<sup>2</sup>.

This situation forces us to focus our attention to the mechanisms for achieving affordable housing, particularly in the context of Barcelona. Therefore, the modest goal of this book is to detect, identify and briefly analyse, from an innovative perspective, the management strategies, mechanisms, tools and agents that Barcelona City Council has had at its disposal over the last few years to deal with the problems spotted regarding access to housing. It focuses on the management years of the government team run by the Mayor Ada Colau, a right-to-housing activist before she took office. The special sensitivity of her government team for resolving this problem can be seen not just in the sheer volume of initiatives designed to achieve this goal, but also in the professional capacity of the people in the posts with most responsibility in the area, such as the Councillor for Housing and Renovation, Josep Maria Montaner (a professor at the Barcelona Higher School of Architecture, a recipient of the National Prize for Urban Planning and an expert on collective housing),

and the Housing Manager, Javier Burón (deputy regional minister for housing in the Basque Country from 2007 to 2009, and a lecturer and researcher on housing policies at numerous institutions).

Barcelona's case constitutes an experience of innovation in housing policies well worth analysing and disseminating, building a *know-how* narrative that can be highlighted and used in other contexts. The interest of the following pages therefore lies in the transformational capacity of the measures applied in the adaptation of affordable housing and its possible adaptation and application in other contexts.

We will start with a brief outline of the housing policies applied at a state level over the last few decades so we can then explain the particular features in Barcelona's case.

# Introduction

Brief history of housing  
policies in Spain

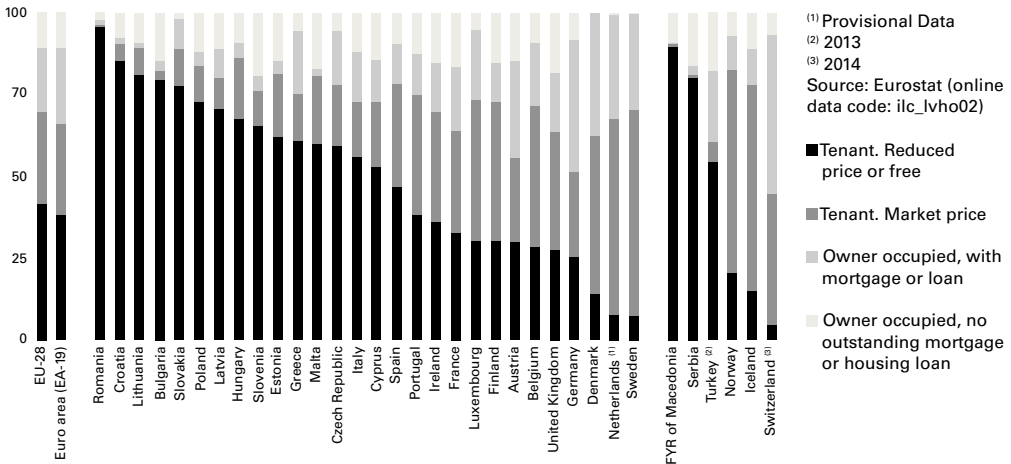
Before we take an overall look at what we mean by housing policies, we should acknowledge a series of factors that determine the context we find ourselves in: the prevailing occupancy model, the volume of social expenditure on housing per resident, the structure of institutional powers and the legislative history behind today's policies.

### Type of occupancy

If anything were to typify access to housing throughout Spain it would be the traditional trend towards a property-owning model. According to data from the European statistics agency, Eurostat<sup>3</sup>, over 75% of the population own their own property. Of the rest, who live in rented property, more than half do so in dwellings let at market prices, without any form of protection. That means the affordable rental market for those sectors of the population with more difficulty in gaining access to housing is really small.

3  
Eurostat, 2014: [http://apps-so.eurostat.ec.europa.eu/nui/show.do?dataset=ilc\\_lvho02&lang=en](http://apps-so.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_lvho02&lang=en)

Ownership system in the European Union



Paradoxically, the circumstances that have led to this situation are directly related to the housing policies applied in the Spanish State during the second half of the 20th century. Simply put, these measures can be reduced to two. On the one hand, promoting ownership with a supply of officially protected (social) housing, tax deductions and the house purchase subsidy. On the other hand, the initial interventionism in the rental market which, in the final decades of the last century, produced a situation where the old leases with highly affordable frozen prices existed alongside a new range of market leases at comparatively exorbitant prices. The result is a limited rental market, which offers no security to either the lessor or the lessee.



Picture from Barcelona City Council's campaign against illegal tourist flats.

As if this situation were not problematic enough, the last few years have seen the rental market shaken to its foundations with the proliferation of tourist-use accommodation. In 2016 there were almost 16,000 tourist flats in Barcelona, of which only 10,000 had the mandatory licence for such use. The profitability of this type of rental has turned the share of the total housing stock devoted to tourism into a significant figure, limiting even further the possible supply of housing for rent at affordable prices.

### Welfare state model

Taking into account the housing policies that have been applied historically and have resulted in types of occupancy such as the ones we have just seen, several welfare state models can be described. There are countries that protect access to housing by interpreting it as a universal right. Such is the case with the social democratic model, practically

extinct with the rise of capitalism, where housing is mostly accessed under a social-renting system. Other countries have opted for subsidies as an element of competitiveness. This is a corporatist model, commonly used where free-market renting prevails. In contrast to these two models there is a third where social protection is not such a decisive factor. This is the liberal model, where most housing is owned but access to housing is significantly compensated for by a social-renting system. And, finally, there is what we can call a “Mediterranean” model, where social renting has an insignificant or token presence in a system mainly based on ownership. Italy, Greece, Portugal and Spain are the most significant examples of the latter category, illustrating the situation facing affordable housing in our context.

The priority of the welfare state in Spain has, historically, rested on three pillars: education, health care and pensions. We could surmise that housing has remained outside these three for two key reasons. The first would be linked to the limited financial resources available for public action in our country, which may have led to other priorities being established at the expense of housing. That is possible, and this would be the second reason, because of a cultural structure based on family solidarity that exists in our environment (and which is especially manifest in situations of serious crises, as seen in recent years). In that way, a welfare state system is fashioned which does not solely depend on the public authorities but also on families, civil society and private bodies.



Poster promoting *Community Land Trusts* in New York.

It is worth highlighting here the importance of the cultural model in the very definition of welfare state. An example that may be useful for highlighting the possible contrast is the case of New York. Curiously, there, housing is the pillar that welfare policies, much more liberal with regard to health care and education, rest on. The effort to guarantee the right to housing is reflected in numerous strategies for protecting and regulating the rental market. (It is no coincidence that it was one of the first cities to restrict the tourist use of apartments). It is therefore important to take account of social and cultural changes when updating our consideration of the right to housing as a fundamental part of the welfare state.

### Administrative structure of powers

Jurisdiction over housing in Spain essentially falls to the autonomous regions. This is stipulated under Article 137 of the Statute of Autonomy of Catalonia. That said, Article 84 also recognises that Catalonia's local governments have certain powers over planning, programming and managing public housing. Either way, we should not forget that it is the central government that provides the autonomous regions with their funding and budgets. In particular, the tool that the Spanish government uses for regulating housing initiatives are the triennial State housing plans. These define the goals to be focused on according to the needs identified, list budgetary allocations and provide for collaboration agreements with the autonomous regions, which are tasked with managing the money they receive. A current

example can be seen in the State Housing Plan for 2018-2021, which was approved in May 2018 by Royal Decree. Its goals include promoting rental housing and renovations, assisting social needs, providing financial help for paying off mortgage loans and strengthening inter-authority cooperation.

Such goals show us some of the main difficulties faced by state intervention in housing. On the one hand, there is an obvious need for providing not just housing but also financial help to give people the means for accessing such housing. However, the sector is clearly exploiting this to tackle situations that have little to do with the housing problem, such as the fight against unemployment and support for certain strategic industries.

In short, the jurisdictional situation also represents a huge difficulty . Powers are being exercised on several administrative levels that are not always coordinated in the best way. Political goals may be contradictory and the fact that jurisdictions are mainly managed by regional governments, unable to establish budgetary hierarchies, limits their capacity to act. Local governments have limited powers, despite being the level of authority that most directly faces the population's real and immediate needs. It is also important for us to appreciate the difficulty that arises in housing policies from decisions taken in other areas of management: land and planning policies; financial models; social services; architectural and infrastructural policies, and so on. All that, both the multi-authority nature and the multi-jurisdictional management, makes housing a unique goal.



## Legislative history

It would be hard to understand the problem of housing in Spain without taking account of the development of the Urban Leases Act (LAU), the tool which the State has been using for regulating the rental market since the 1960s. There had been an urban leasing regulation prior to that, created in 1920 to regulate mandatory extensions, and its subsequent amendments were consolidated in the 1964 Act. This Act was meant to put practical issues in order such as the duration of leases, the options and procedures under which leases could be subrogated and the methods that had to be used for updating the prices to be paid for leases. It can be seen from these goals that the main concern behind the rental regulations had to do with the need for providing tenants with legislative protection.

4  
Decree n° 4104/1964,  
of 24 December 1964,  
approving the consolidated  
text of the Urban Leases  
Act. Published in the Official  
State Gazette (BOE) of 28-  
12-1964.

The LAU was approved in 1964<sup>4</sup>, at the height of the Francoist dictatorship, in a context where there was significant demand for rental housing not matched by the supply. The most significant aspect of this initial regulation was that it defined rental contracts as open ended. It also established the possibility of subrogating a contract where a tenant died, so their direct family members could continue renting under the same conditions. On the other hand, it did not provide for a genuine updating of or increase in rental prices, which caused them to freeze, given that the rent reviews which were carried out could only be justified for the purposes of covering the maintenance costs of the properties concerned. All these guarantees for tenants led to a loss of interest in lessors and a gradual decline in supply.

An attempt was made to remedy this situation following the restoration of democracy in Spain. An amendment to the LAU was approved in 1985 by a Royal Decree Act<sup>5</sup>, which had an unfavourable impact. Another type of arrangement was proposed for new contracts under which lessors and tenants would freely agree to the duration and price of the lease, thereby doing away with the mandatory need for subrogating or even extending leases. This regulation, which only affected new leases, caused an impossible contrast between old (long-term and cheap) and new (generally, short-term and much more expensive) agreements. As could have been foreseen, it failed to solve the lack of rental housing on offer.

5  
Royal Decree Act 2/1985, of 30 April, on economic policy measures. Published in the Official State Gazette (BOE) of 09-05-1985.

Hence the new amendment made to LAU<sup>6</sup> in 1994, attempting to balance the polarised situation of the various types of lease. In this case a minimum term of 5 years was established for leases, allowing the tenant to interrupt their lease after its first year. The amendment once again defined rental prices as the result of an agreement between the two parties, although it established the mandatory need for updating prices according to the percentage change in the CPI. The situation remained much the same and the proportion of dwellings available to rent continued to be low. The legal insecurity perceived by owners was cited as the reason for a higher percentage of dwellings not being made available. Non-payment was significant in certain eras and the legal means proposed by various governments for speeding up claims failed to have the expected results. In fact, requests for guarantees and security deposits could have led to a further decline in this market, through the imposition of conditions that part of the population was unable to meet.

6  
Act 29/94, of 24 November 1994, on Urban Leases. Published in the Official State Gazette (BOE) of 25-11-1994.

The latest amendment to the LAU in this context was made in 2013<sup>7</sup>, where the biggest change was in reducing the term of leases to 3 years and giving a property's occupants the opportunity to terminate their lease after 6 months. This measure makes commercial use of the property by its owner more flexible but causing but seriously undermines the urban, neighbourhood and community roots of people who rent.

At the same time, Spain has been regulating social or officially protected housing since 1963, promoting the creation of a stock of homes at regulated prices which even the most underprivileged sections of society could access. Planning tools have been developed for this, along with systems for providing housing according to demand and tax and public investment policies. The results are highly insufficient: big sections of the population with difficulties in gaining access to housing, an insignificant market of affordable rental housing, a built stock of public housing that has ended up being privatised in the hands of its original residents, and a large percentage of vacant housing due to an inability to stimulate the rental market. An overall situation that ends up creating difficulties on a social and urban level.



Title page of the Official State Gazette (BOE) of 5 June 2013, publishing the Act on Measures for Relaxing and Promoting the Rental Housing Market.

In short, the policies implemented over the last few decades for regulating the housing market have essentially attempted to provide access and manage part of the production. Several tools have been launched for that purpose, including successive central government action plans that we could summarise under three categories:

1. Direct State intervention to produce housing at affordable prices below market demands. Such intervention has envisaged not just the construction of new housing but also other important aspects for managing that housing, such as generating land for development that is conditional on building affordable housing and renovation-centred initiatives.
2. The tax policy applied to provide people with access to housing. This packet of tools includes, among other things, direct financial help for purchasing or renting, specific taxes, tax breaks and promoting renovation. These policies also have an important influence on regulating funding and mortgage loans linked to property acquisitions.
3. Legislative initiatives dedicated to regulating the features, uses and methods of access, rights and duties of all the players involved in the housing market. Lease regulation and protected-housing legislation could be considered the key aspects here.

Based on more specific diagnoses, these policies have been defined in accordance with the specific needs of each context. So now we are going to analyse Barcelona's case in more depth.

# Introduction

## The case of Barcelona

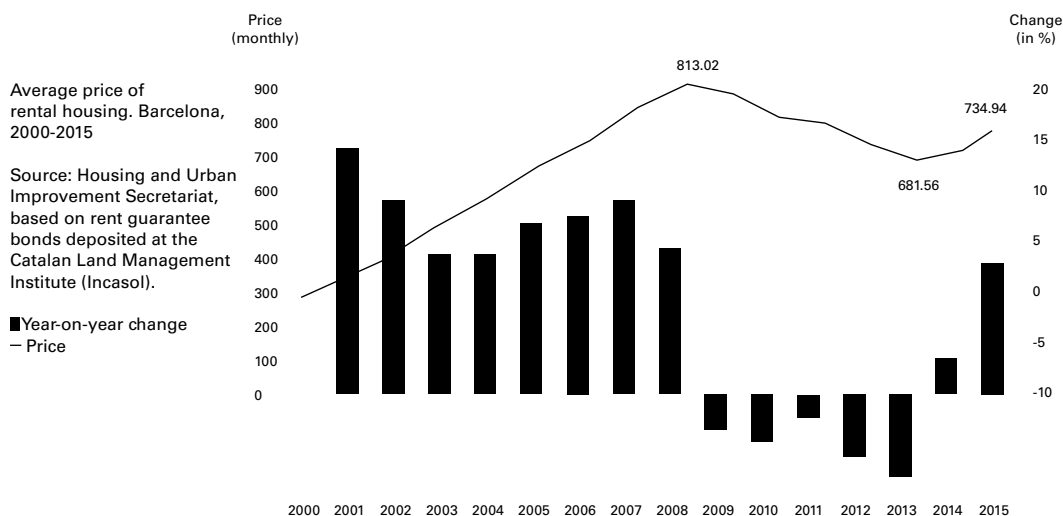
What has been described so far regarding housing could equally apply to Barcelona's population. These are the global circumstances of national economies that locally affect places across the planet and which take the form of similar problems. Either way, the housing question in Barcelona has specific traits which mean it reveals itself in a unique way. We will attempt to review the particular features that enable a diagnosis of this problem in the Catalan capital below.

In the first place, it should be noted that Barcelona is still subject to the Right to Housing Act (Act 18/2007), which stipulates that "for the purposes of enforcing the right to housing throughout the territory of Catalonia, all municipalities with over 5,000 residents (...) must have, within twenty years, a minimum stock of dwellings allocated to social policies of 15% of the total number of existing main dwellings"<sup>8</sup>. That would mean some 100,000 protected dwellings in Barcelona, although the reality of the current situation is some way from achieving this goal. According to City Council data, the approximate figures for dwellings available at below-market prices in 2015 were as follows:

<sup>8</sup>  
Article 73 of Act 18/2007, of 28 December, on the Right to Housing.

- 7,000 dwellings forming a rental housing stock managed with municipal intervention.
- 19,000 dwellings forming a stock of officially protected (subsidised) housing for sale still covered by this protection.
- 9,100 dwellings receiving financial help for rent payments
- 60,000 dwellings with old leases (close to termination).
- 500 social insertions dwellings managed by associations.

So the 15% target is still at the halfway point to being achieved. If we examine the local property market we can approach the situation in greater detail. Around 38% of the city's dwellings are rental (making it one of the cities with the highest percentage of such dwellings on the free market in Spain). At the same time it also has one of the highest rental prices per square metre and where tenants dedicate one of the largest percentages of their own resources to rent payments. The economic crisis has given the housing market in Barcelona several notably unique features. In the first place, both rental and purchase prices fell significantly between 2008 and 2013. However, construction of new housing froze during that period and the percentage of rental housing rose. Because of that, renting began to appear as the main mechanism for accessing housing and prices started shooting up again from 2014 on.



A few circumstances here allow an analytical interpretation of the situation.

## Risk of residential exclusion

It is worth highlighting first of all the risk of residential exclusion faced by a large part of Barcelona's population. The economic crisis since 2007 has proved to be especially virulent in the case of Barcelona, where unemployment, job insecurity and scarcity of economic resources have made housing access considerably more difficult. This can be seen in the tremendous effort being made to pay for it in the city's neighbourhoods with the lowest-income residents. Paradoxically, the difficulty factor is not for the most part determined by housing prices but by household incomes. In some neighbourhoods it has been determined that the cost of renting based on income is in excess of 30%, a deeply worrying situation. It is precisely on the basis of this figure (30% of family incomes or 40% including utilities) that the cost of renting is considered a worrying overload. The diagnostic observations that have been made in the Barcelona metropolitan area show that 16.9% of families are burdened by high housing payments (more than 40% of their income). In the specific case of renting, the burden in Barcelona is 42.7% on average (one of the highest in Europe). And among the families with income below €11,000 a year, the rate rises to 56%.

The most painful manifestation of this situation is the increasing number of evictions that have occurred in the city since 2008. While they have an uneven effect on the city as a whole – over 50% take place in the Sants-Montjuïc, Nou Barris and Ciutat Vella districts – the concern is everywhere. Many of the city's resources have had to be allocated



PAH Barcelona mobilisation to halt an eviction in 2018.



to protecting these co-habitation units while a significant level of effective residential exclusion has been reached: overcrowded housing, substandard housing, improper subletting, squatting, makeshift settlements and people living rough are just a few of the consequences of this situation.

Several groups may be considered genuinely harmed by this situation. One of them has been the youngest section of the population, a sector in clear decline, whose age of emancipation continues to rise and whose percentage of resources allocated to housing is becoming increasingly large. Elderly people too face difficulties. In their case, the population bracket in this situation is on the rise – close to 50% of Barcelona's population is at least 50 years old – and future problems are expected over housing accessibility and mobility as well the ageing of buildings themselves. Part of this group are people living alone, where the problem becomes more acute in situations of dependency. Another group specially suffering the housing problem is the immigrant population, making up over 20% of the census total. Their places of residence are concentrated at several points in the city – practically half are located in Ciutat Vella. Insecure financial (and often legal) circumstances, job instability and communication difficulties can put them in complex situations where they are obliged to invest a good part of their resources in totally substandard dwellings. Other complicated situations are those experienced by single-parent families, women victims of gender violence and people with different capacities (especially those with limited mobility), all of which represent vulnerable situations which are often reflected in residential difficulties.

## Tourist pressure

A second important feature typifying the state of the housing question in Barcelona is tourist pressure. Tourism is one of the causes of gentrification in some of the city's neighbourhoods. The reason here is the high return that can be obtained in Barcelona from tourist properties (which can be up to 4 times higher than on standard lets). Luxury dwellings and tourist apartments intended as accommodation for the city's visitors have become lucrative uses for small and medium-sized property owners and investment funds in search of profitability.

Despite the existence of a Special Tourist Accommodation Urban Development Plan (PEUAT), which has banned primary-residence dwellings from being replaced with tourist-use accommodation, the percentage of flats whose owners fail to declare their activity is extremely high. It has been estimated that up to 40% of the tourist flats on offer in the city are illegal. The competition for profitability is too high and the measures taken since 2015 for stopping the phenomenon had no effect.

## Vacant dwellings

A third feature to take into account when tracing an itinerary through Barcelona's specific difficulties over housing is its considerably large stock of vacant dwellings. However, as the diagnostic work carried out by Barcelona City Council shows, the reality regarding the city's vacant dwellings census may not be as bad as our collective imagination would have it. Even though it is true that in the property boom, before the



Inspection for compiling the Vacant Dwellings Census.

bubble burst, more dwellings were produced than were ultimately occupied. There was also an exodus of residents to dwellings in outlying areas, at much more affordable prices than in Barcelona, during the years before the crisis.

According to studies conducted by Barcelona City Council enabling a systematic census to be drawn up, around 1.3% of the city's total number of dwellings are vacant. For the purposes of keeping such estimates up to date, a specific diagnosis is needed for this problem, which limits the social use of housing, and a new strategy get this built and underused housing stock on the market.

### Ageing of the residential stock

A final factor that needs to be addressed is the state of conservation of Barcelona's housing stock. While the situation has improved over the last few decades (78% of dwellings were considered to be in good conditions in 1991, whereas two decades later the figure has risen to 90%), we must not lose sight of the threat that comes with technological obsolescence. We can focus on three basic factors:

Ageing buildings. In some of the city's districts – such as the explicit case of Ciutat Vella – the average age of the building stock is considerable, entailing maintenance problems for the building envelopes (façades and roofs), installations and supplies, and occasionally structural problems, which cannot always be dealt with by residents. In addition, ageing has been frequently used as a factor for *property mobbing* by those intent on expelling

tenants with old leases. Ageing can therefore be a factor triggered by other factors and that needs to be taken into account.

Accessibility problems. It is believed that practically half of the housing stock would fail to comply with current legislation on accessibility (a quarter of Barcelona's dwellings have no lift, for example). Bearing in mind the progressive ageing of the population, accessibility difficulties can become a basic factor in loss of residential quality in the future.

Energy inefficiency. It can likewise be pointed out that only 5% of Barcelona's dwellings were built after the approval of the Technical Building Code in 2006<sup>9</sup>. That means that the heating insulation and energy performance requirements for the overwhelming majority of Barcelona's properties were not exacting enough when they were built. The problem that arises is not just the consumption of energy resources on household heating and air conditioning but also the energy poverty in particular that results from an incapacity to assume such costs.

9  
Royal Decree 314/2006, of  
17 March, approving the  
Technical Building Code.

### New designs, new economic effort

It is in this context, and for the purposes of reversing the situation, that the change of municipal government at Barcelona City Council in 2015 represented a watershed in housing policies.

Based on the premise of enforcing people's fundamental right to housing, the new team has been working on a battery of strategic measures and

tools that have begun to be applied in Barcelona. Its approach here is particularly noteworthy, as is the fact of having tackled it by prioritising municipal investment in housing policies, when, as we have seen, the basic powers in this area fall to the regional government. Despite that, numerous measures have been launched thanks to the funding support provided by European public banking. Among other achievements, all the municipal investment and strategic action will enable the stock of public rental housing to double over the coming years. In fact, the current map of affordable housing developments show 72 are under way and at various stages. So, the impetus achieved is very significant, and in addition to this strategy there are other initiatives, such as a notable policy for purchasing land and buildings, a greater insistence on the social use of housing and the issuing of fines for improper uses reflecting a new housing discipline, as well as more efficient management of rent subsidies for those sectors with greater difficulties – 10,000 families are estimated to benefit from this.

Carrying out the entire process requires an economic effort on the part of Barcelona City Council without precedence. Indeed, we could almost say without precedence in all the experiences of municipal policies throughout Spain. Some of the data that enable us to quantify this effort are as follows<sup>10</sup>:

The City Council's direct budget for housing policies between 2016 and 2019 is more than €180 million. This represents a budget increase of over 50% compared to the previous period.

10

Data consulted in the 2017 Assessment of the Right to Housing Plan: [http://habitatge.barcelona/sites/default/files/balanc\\_2017\\_pdhb.pdf](http://habitatge.barcelona/sites/default/files/balanc_2017_pdhb.pdf)

But the total amount of resources made available for housing in this period is nearly €990 million. This has been made possible, among other initiatives, thanks to the external funding mechanisms in operation. Finally, we should also mention the efforts made in the area of human resources. The reorganisation of the management infrastructure that flows from creating new institutional agents enables a near doubling of the staff working on housing.

In short, tackling such ambitious goals necessarily implies innovation in defining the action required, as can be seen in the stages we shall see below.

**Introduction**

**Innovation stages**

To address the situation we have just outlined means tackling the problem of housing from a position where we need to learn from rather than repeat the mistakes of the past, accepting the conditions implied by the limited powers for dealing with the problem locally and positioning ourselves to tackle the crisis of public action in its capitalist context, with the support of the collaborative resources offered by emerging forms of association.

Innovating, as defined by the Spanish Royal Language Academy's dictionary, means "changing or altering something, by introducing new features". Innovating in housing policies could be interpreted from the perspective of introducing new strategies, agents and useful tools for changing the existing models and creating new opportunities for the habitat. That needs to be creative and can only be tackled through a holistic approach capable of contemplating all the layers of action, and all the situations, periods and windows of opportunity.

Given this understanding of the need for innovation, all the initiatives carried out in Barcelona between 2015 and 2018 identified the various times when public intervention was necessary. So it is possible to view the measures considered from the various stages and scales of application, which provide an overall picture of the needs and problems detected.

The first strategic initiative here was to carry out a full diagnosis of Barcelona's housing situation. To that end a snapshot of the current situation has been taken through exhaustive quantitative and qualitative exploration work on the problem, accompanied by



studies on housing policy models and typological analyses of public housing. As regards the results of this diagnosis, work has been done in two basic areas.

First, the housing policy management tools, covering areas such as regulations, defining agents and participants, and defining new intervention resources and methodologies.

Second, the tools for action and directly defining a new public housing stock, attentive to new typological, technological, ecological and territorial needs.

### Diagnostic mechanisms

As in every approach to any subject of research, the first approach to the housing problem should be to find out the current state of the art. The existing statistical information (only quantitative) or results of initiatives carried out by those previously in charge (occasionally suspected of having possible propaganda aims) are insufficient tools for obtaining full, objective and useful information to identify the most important problems. Hence the need to determine which agents will update the situation, observe the critical aspects and identify the ideal work spaces for solving them. It is also important to commission diagnostic tools from external bodies that enable objective and qualitative audits of the situation facing the city to be carried out.

Adopting these criteria, Barcelona has considered the diagnostic action of the following agents and tools:

### Diagnostic agents:

Barcelona Metropolitan Housing Observatory (O-HB)  
Barcelona Observatory for Architectural Renovation (OBRA)

### Diagnostic tools:

Vacant dwellings census  
Study on residential vulnerability areas  
Rental price index  
Private housing acquisitions  
Report on housing policies in the international context  
Report on gender flexibility and equality in housing typologies



**O-HB** Observatori  
Metropolità  
de l'Habitatge  
de Barcelona

Barcelona Metropolitan  
Housing Observatory.

## Managing the housing stock

Having identified the problems and opportunities that can become housing policy goals, a management structure should be created that is capable of operating efficiently with the available housing stock, using the most appropriate management tools. An optimal infrastructure makes it possible to exploit the available resources to the full, order the priorities and plan legislation, regulations and programmes promoting the goals set out under the housing policies. Nor should affordable housing management ignore the possibility of reconverting part of the existing stock.

By attending to these priorities, Barcelona has launched a series of tools managed by new agents defined for that purpose:



Municipal Institute of Housing and Renovation (IMHAB).

### Management agents:

Municipal Institute of Housing and Renovation (IMHAB)  
Barcelona Housing Consortium  
Barcelona Social Housing Council (CHSB)  
Habitatge Metròpolis Barcelona

### Management tools:

Barcelona Right to Housing Plan  
Amendment to the General Metropolitan Plan  
Amendment to the Regulatory Byelaw on Municipal Intervention Procedures in Public Works (ORPIMO)  
European public banking loans  
“The key is in your hands” programme

Initiatives for bringing about affordable housing

When the available affordable housing stock is clearly insufficient for covering the needs of the population, it is necessary to devote a large part of our efforts to building affordable housing. This is faced with two main difficulties. First, tackling the prevailing model for access to owned dwellings. This decades-long system has led to the privatisation of dwellings built with public resources. The new model needs to ensure permanent affordable housing. Second, and in conjunction with the above, producing a new housing stock should provide for the participation of private entities that guarantee longer-term management of the model, for example, through mechanisms for assigning land uses.

Based on these goals, Barcelona has established new agents for producing a new affordable housing stock, putting tools at their disposal which are capable of optimising the possibilities:

Implementation agents:

Residential Exclusion Unit (UCER)

Promotion foundations and cooperatives

Assigned-for-use cooperatives

Implementation tools:

Housing interior renovations

Tactical groupings for inclusive  
repopulation (ATRI)

Temporary local accommodation (APROP)

Cohousing

Architectural competitions



Temporary exhibition on types of APROP buildings that will be constructed in Barcelona.

# Introduction

## Goals and strategies

If one goal has been a priority in Barcelona's housing policies over the last few years it is addressing the housing emergency that hit the city's populace following the economic crisis and the collapse of the property bubble. The situation in 2015 depicted a city where the right to housing had remained in the hands of financial assets. The social function had disappeared and housing construction as a public service was a minority, non-priority activity. That is why ensuring the social function and strengthening of the right to housing have become the pillars on which all the management and construction infrastructures set up rest. Strengthening the right to housing involves making regulatory changes and defining the management and production entities already operating in the city.

The prevalence of house-buying model has been a problem historically when it comes to offering affordable housing. Offering a supply of decent public housing for rent at below-market prices has therefore been another of the main goals set. Maintaining a significant stock over time not only allows a good number of co-habitation and family units to be housed, it also has a significant effect on the entire private rental market. Achieving this housing stock not only means taking into account new architectural production but also all the resources for enabling the transformation, renovation, recovery and adaptation of part of the existing stock. In that regard, guaranteeing a suitable use for already existing housing includes the necessary steps for locating dwellings that are vacant or used for illegal tourist activities, as well as locating infrastructures or dwellings with serious habitability flaws.

Bearing in mind the existing housing emergency, strategies are being considered for generating an affordable housing stock which facilitate an urgent and efficient management of needs. Involving non-public community agents, innovating in temporary-accommodation management, renovation as the cross-cutting line of work, strengthening processes for generating and locating available land and actively promoting architectural competitions are just a few of the tools enabling an effective and innovative public service for providing affordable housing. A collateral effect of these functions is the qualitative repercussion in urban terms: gentrification is avoided, the stability of neighbourhood communities is guaranteed and, in short, the city-housing link is strengthened.

As an interpretation of these goals, we can summarise the strategies considered as follows:

Strategy 1: Social rights

Strengthening the right to housing  
Social function of housing guarantee  
Housing stability guarantee  
Easy access to housing

Strategy 2: Habitat production

Expanding the affordable housing stock  
Mobilising the private housing stock  
Promoting renovations  
Promoting land for protected housing

Strategy 3: Urban classification

Action against gentrification  
Action against property speculation  
Integration between housing and city  
Improving the quality of housing

# Social rights

Strengthening the right to housing

Housing stability guarantee

Social function of housing guarantee

Easy access to housing

Foundations  
Tactical Groupings for Inclusive Repopulation (ATRI)

Foundations  
Assigned-for-use cooperatives  
Residential Exclusion Unit (UCER)  
Provisional Local Accommodation Programme (APROP)  
Interior renovations  
Cohousing

Foundations  
Tactical Inclusive Repopulation Accommodation (ATRI)

Foundations  
Assigned-for-use cooperatives  
Architectural competitions  
Cohousing

# Implementation

Right to Housing Plan  
Bank loans  
BCN Housing Consortium  
Barcelona Social Housing Council (CHSB)

Amendment to Byelaw Regulating Municipal Intervention Procedures in Public Works (ORPIMO)

Right to Housing Plan  
Amendment to Byelaw Regulating Municipal Intervention Procedures in Public Works (ORPIMO)  
Bank loans

Habitatge Metròpolis BCN  
Bank loans  
BCN Housing Consortium

# Management

Vacant dwellings census  
Study on building purchases

Barcelona Metropolitan Housing Observatory (O-HB)  
Report on vulnerable areas

Rental price index  
Report on housing policies

# Diagnosis



# Habitat production

Expanding the affordable housing stock

Mobilising the private housing stock

Promoting renovation

Promoting land for protected housing

# Urban classification

Action against gentrification

Action against property speculation

Integration between housing and city

Improving the quality of housing

Tactical Groupings for Inclusive Repopulation (ATRI)  
Architectural competitions

Interior renovations

Interior renovations

Assigned-for-use cooperatives  
Cohousing

Residential Exclusion Unit (UCER)  
Tactical Groupings for Inclusive Repopulation (ATRI)  
Provisional Local Accommodation Programme (APROP)

Residential Exclusion Unit (UCER)

Tactical Groupings for Inclusive Repopulation (ATRI)  
Provisional Local Accommodation Programme (APROP)  
Architectural competitions

Interior renovations  
Architectural competitions

Barcelona Municipal Institute of Housing and Renovation (IMHAB)  
Habitatge Metròpolis BCN  
Right to Housing Plan  
Amendment to the General Metropolitan Plan (MPGM)  
Bank loans  
"The key is in your hands"  
BCN Housing Consortium

Right to Housing Plan  
"The key is in your hands"

Barcelona Municipal Institute of Housing and Renovation (IMHAB)  
Right to Housing Plan  
Amendment to Byelaw Regulating Municipal Intervention Procedures in Public Works (ORPIMO)  
"The key is in your hands"  
BCN Housing Consortium  
Barcelona Social Housing Council (CHSB)

Barcelona Municipal Institute of Housing and Renovation (IMHAB)  
Amendment to the General Metropolitan Plan (MPGM)  
BCN Housing Consortium  
Barcelona Social Housing Council (CHSB)

Amendment to Byelaw Regulating Municipal Intervention Procedures in Public Works (ORPIMO)

Habitatge Metròpolis BCN  
Right to Housing Plan  
Amendment to Byelaw Regulating Municipal Intervention Procedures in Public Works (ORPIMO)  
"The key is in your hands"

Amendment to the General Metropolitan Plan (MPGM)

Amendment to the Byelaw Regulating Municipal Intervention Procedures in Public Works (ORPIMO)  
Barcelona Social Housing Council (CHSB)

Barcelona Metropolitan Housing Observatory (O-HB)  
Vacant dwellings census  
Report on vulnerable areas

Study on building purchases

Barcelona Observatory for Architectural Renovation (OBRA)

Barcelona Observatory for Architectural Renovation (OBRA)

Report on vulnerable areas

Barcelona Metropolitan Housing Observatory (O-HB)  
Vacant dwellings census  
Rental price index  
Study on building purchases  
Report on housing policies

Report on vulnerable areas

Barcelona Observatory for Architectural Renovation (OBRA)  
Report on flexibility



# Diagnosis

Owing to the state of the art outlined in the previous chapter, the main goal for both the agents and the work tools proposed at this stage is an updated mapping of the city's housing situation. The need for a suitable diagnosis is all the more justified given the uniqueness of the time as regards the economic instability experienced during the recent economic crisis. A good working diagnosis, developing agents and tools capable of evaluating and updating advances in housing, is essential if we are to prevent future situations where difficulties in accessing housing could worsen.

The Metropolitan Housing Observatory is proposed as the main agent for this diagnosis, thanks to its capacity to generate and share information derived from multiple resources. It is being joined by the Barcelona Observatory for Renovation, on the lookout for opportunities that arise in the city to promote and disseminate the latest state of dwellings.

The tools proposed likewise contribute invaluable information relating to the current housing situation in Barcelona. The Dwellings Census, the Report on Areas of Vulnerability, the Rental Price Index and the Studies on Building Purchases all explore the potential of under-used places and detect difficult spaces. The reports on housing policies and on gender flexibility and equality contribute the means for improving housing management and its quality.

## Diagnostic agents

Barcelona Metropolitan  
Housing Observatory  
(O-HB)

Barcelona Observatory  
for Architectural  
Renovation (OBRA)



# Barcelona Metropolitan Housing Observatory (O-HB)

The Barcelona Metropolitan Housing Observatory (O-HB) is a metropolitan area entity with a holistic approach to housing. Its function is to contribute useful information, data, studies and analytical tools for designing and promoting public housing policies.

Diagnostic agents

Improving the quality of housing

Integration between housing and city

Action against property speculation

Action against gentrification

Promoting land for protected housing

Promoting renovations

Mobilising the private housing stock

Expanding the affordable housing stock

Easy access to housing

Social function of housing guarantee

Housing stability guarantee

Strengthening the right to housing



This is a supra-municipal instrument capable of applying a holistic approach to housing by contributing full information and the tools necessary for assessing and designing the policies for addressing this issue. It is therefore being considered as a benchmark element for the various authorities involved in the area and its residents.

The Observatory, set up in 2016, works in coordination with the technical departments of the public authorities, as well as private-sector entities and businesses, to establish the analytical methodologies required for pooling all the available data and information. That way a complete picture of the housing situation throughout the Barcelona metropolitan area can be obtained. The information elaboration process provides for the centralisation of the available data and the design of new indicators to fill in the gaps. Information can therefore be made available online in an accessible way so it can be used by the various Catalan authorities as well as the general public. This information processing facilitates an effective inter-authority dialogue that enables the appropriate housing strategies to be identified in each case.

The public authorities linked to the O-HB are Barcelona City Council, the Barcelona Metropolitan Area, Barcelona Provincial Council and the Catalan Government (Generalitat).

The O-HB shares information with the various departments of these authorities that deal with housing and, in turn, detects information gaps for generating new indicators based on the specific studies conducted.



These studies or laboratories focus on several strategic lines, among others the rental housing market, with studies on rental supply and demand in the public and private sectors, the buyer's market, monitoring the activity and potential of public housing policies, residential property, vacant flats and residential exclusion.

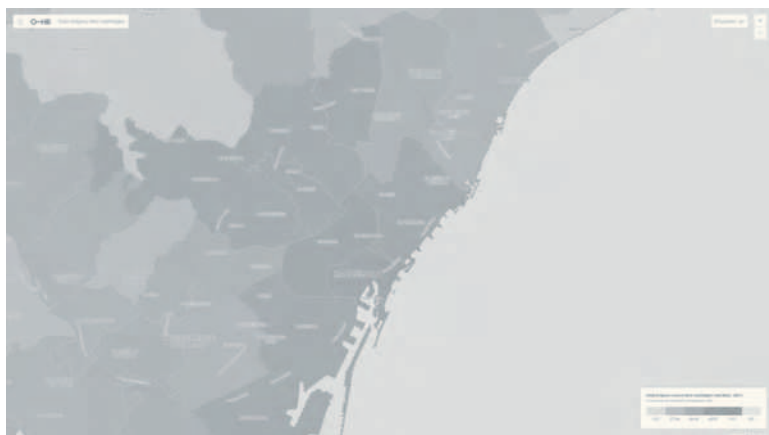
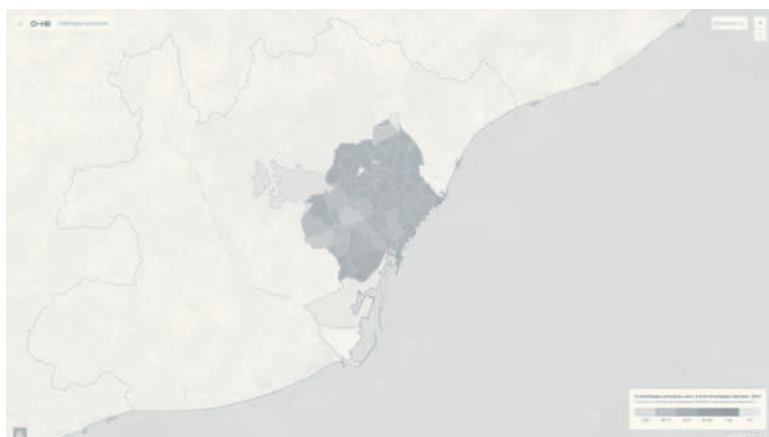
The laboratories are formed in agreement with the various agents involved in each case. The aim is to increase our knowledge of housing matters, which is still limited to the currently available data. Ways of boosting this knowledge, by linking it to designing methodologies that enable access to new fields of information and ways of displaying it, are being explored.

The Observatory compiles this data in its two main outputs:

- An annual statistical report offering a diagnosis compared with the metropolitan area.

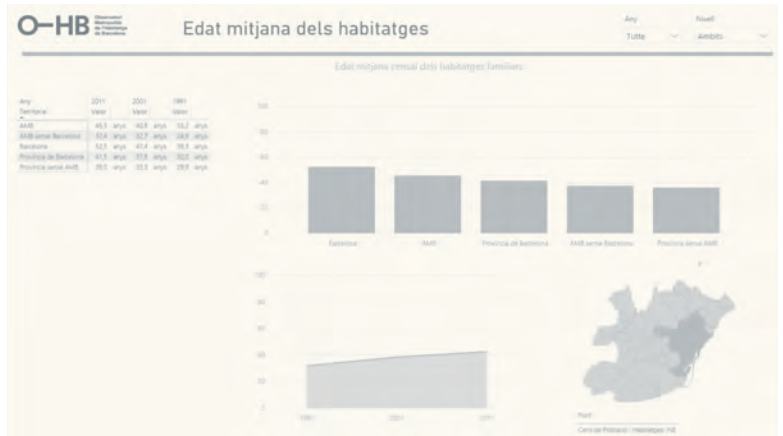
- A dynamic online display of statistical data that can be accessed by the public authority and the general public.

In short, the O-HB may be considered a complete database on housing and a space for objective debate. Its use must facilitate responses during the design of public housing policies, ensuring the neutrality and objectivity of data, and making information available to the public through networking.



The O-HB website has been designed as an interactive tool that allows authorities and the general public to display all the data on housing mapped in the metropolitan area. The quantity of indicators included means they can consult aspects as heterogeneous as rental prices and state of building conservation.

<https://www.ohb.cat>



## Carme Trilla interview

Carme Trilla is an economist, an expert on housing policies, the Chair of the Hàbitat3 Foundation and, since 2017, she has been the President of the Barcelona Metropolitan Housing Observatory.

D: The Barcelona Metropolitan Housing Observatory is conceived as a tool for diagnosing the housing situation in the metropolitan area. What do you consider to be the essential goals as regards its usefulness in promoting new housing policies?

C: The essential goal is to having as much information as possible on every facet of the world of housing for the entire metropolitan area. It already has a lot of information but there are gaps, there are current realities that are not being sufficiently analysed with the information tools we have had at our disposal up to now. The aim, therefore, is to try to fill in these statistical gaps and, above all, go down to the smallest possible territorial level so we can make an analysis not just of aggregates but also of municipalities, districts and smaller areas. So we are talking about a twin goal: having maximum information and being able to reach a level of disaggregation which some statistics do not permit. An example of such information gaps would be the state of building conservation. Here we have very summary information provided every ten years by the housing censuses, with a very imprecise (good, bad, defective...) and aggregated building classification. There

are now new administrative instruments which will enable us to find out more about this reality, such as the Technical Building Inspection (ITE). This is one line of work: ensuring that the ITEs are rigorous and give rise to a more detailed study. Another example in one of the areas of most concern, the rental housing market, is the creation of benchmark rental-price indices. Here we have useful data from the Register of Rent-Guarantee Bonds, which provide information on several features of the dwellings. Nevertheless, we lack information on the age of the properties, whether or not they have a lift or if renovation work has been carried out on them recently, etc. So there is not enough data for information on the rental housing market to be as accurate as possible. These would be two examples of work lines where sufficient information is still not available.

D: Evictions and homeless people are situations that have made the housing problem more visible. What other difficulties is society experiencing in relation to housing that the Observatory has helped to spot?

C: In recent years we have become very sensitised to the problem of people losing their homes, as that is certainly

the most dramatic situation. But this has obscured other problems, such as people's inability to access housing and therefore achieve emancipation, as well as the situation of people at risk of losing their homes, basically owing to an imbalance between housing costs and their income. The latter represent cases where an eviction has not yet occurred – it may be that not paying has not even been considered – but they involve a situation of risk. These are issues we have been working on at the Observatory to determine what is called "housing overburden rate" which families have suffer. It is an analytical method used on a European level that we are attempting to bring down to our geographic level to detect the zones where greater tension arises between these parameters: the cost of the housing and families' capacity to pay. This can give rise to proposals for preventive policies and locate the focuses of the problem.

The emancipation of young people is another important point. Here, obviously, there is another key parameter (the employment index) though we need to analyse in more detail where most emancipation problems are concentrated.

There could be a third line of work for the future which we are also considering and which we are going to work on in 2019: the housing problem for elderly people. This group has shown a fairly strong capacity for resistance during this latest crisis thanks to the fact their dwellings were either fully paid for or rented out under old leases, though this would not necessarily be the case in the future, suggesting a future with risks for elderly people. And this is another focus of the Observatory's analysis.

D: Are rises in rental housing prices and difficulties in paying off mortgages situations that can be reversed?

C: Mortgages and rental payments are two separate things. In the former case, we can provide data on the point where families are at risk of not being able to pay off their debts, although this is a problem in an area that has to do with acquired mortgage credit. It is a type of negotiation carried out with banks and in a space that, as the Observatory, we have not entered. By contrast, with regard to rents, we have studied the work being done in other European countries and cities in this area, given that it is a common concern today in most European states, insofar as rents are rising faster than salaries. There are countries, such as Germany, where considerable progress has been made because renting is the predominant residential model on a private level. We have carried out comparative studies and the conclusion we have reached is that we need benchmark rent indices. There are some in Catalonia but we have been working to make them more accurate and rigorous.

The debate on public policies regarding these benchmark indices is an open debate. As the Observatory, what we are doing is pointing out where the alarm lights are, as well as the areas and ways that benchmark indices can be perfected Both of these are information that we can provide. From there the polices that are adopted are decisions that depend on the public authorities. We can subsequently assess the impact of the policies and their capacity to have an effect on the problem.

We are also observing what the market dynamics are in Barcelona based on studies conducted with property portals. According to data for 2017 and 2018, it appears that rental prices have reached a ceiling and it will be difficult for them to continue growing at the pace they have been. There is a critical mass of applicants for rental housing unable to pay these prices. In a way, what we are doing is updating that thermometer so it is capable of predicting, should the case arise, a future rise in rental prices according to volume of demand. These are the three areas we are in.

D: In what way have housing policies failed historically to reach today's situation, especially in the Metropolitan Area?

C: The main mistake in our country has been not to have public housing stocks available in adequate quantities. We've got a public stock that is practically non-existent. In actual fact this in itself is not necessarily good or bad, but in a situation of serious social stress over housing, the public sector has no tools for mitigating the problem because it does not have this public housing stock available to it. This considerably limits the public sector's capacity to act. In principle, the people who own or rent a private dwelling, or have or rent a protected dwelling, have apparently solved their problem, but if situations arise such as the crisis we have experienced – or the current situation of rising rentals – a public authority has few resources up its sleeve to offer people solutions.

The second problem is that a considerable amount of officially protected housing was built in this country, which millions of people in Spain were given access to. But that protection had an expiry

date: today those dwellings are no longer protected but free housing, so everything is in the hands of the totally free market. There is no intermediate market between the public market and the free market, which would be the protected market, where the sale and conveyance prices of housing could be regulated. This has disappeared, not because it did not exist, but because there was no vision of this protection having to last long term. The idea, put forward in Catalonia in 2004, and before that in the Basque Country, at the end of the 1990s, is that housing should be protected indefinitely, so that market can be controlled by the authorities.

D: What advantages does a metropolitan-scale instrument have for tackling the housing problem? To what extent does the distribution of powers over housing affect the impetus for solutions?

C: Yes, we have a kind of contradiction here. On the one hand, we have a property market and a sociological and demographic reality that is fairly common to all that we can consider a metropolitan area – maybe even greater than the metropolitan area. This reality, if it had no administrative boundaries, would operate as a single open market, with a displacement of the population within this broader area. In fact, that is the reality of the free housing market: when someone does not find the housing they want in Barcelona, they look for it in Sant Just or Gavà, and no one is surprised. But when we speak of a protected housing market that is a public responsibility, this situation does not arise as municipal administrative boundaries are a barrier (each municipality has its own urban planning policy and social requirements). Which is why we are

effectively entering a contradiction. For example, Barcelona residents who could find housing in another municipality, cannot do so because each municipality's dwellings are reserved for families registered as living in that municipality. So this is about administrative barriers. It is an issue that has to do with adopting the broadest range of approaches. There is a metropolitan housing consortium and we shall have to see which fields progress can be made in if we are to break down these boundaries a little, because they are making the situation worse for some people in certain municipalities. It is a balance that is hard to achieve but it is one of the debates that has to be put on the table.

D: In view of the data produced by the Observatory, what are the indispensable recommendations for tackling the current housing situation?

C: The truth is that, ever since we set up the Observatory, we have been saying we would not do that work but, following the first report we published, were asked to draw up some recommendations. Finally, we did so, we compiled a list of proposals and we have continued doing so in other reports when asked. We understand this is the natural outcome of the studies, so we make these recommendations and put them on the table. Whether they are put into practice depends on financial and operational capacities on the one hand and on political will on the other. What is essential at the moment is increasing the supply of affordable rental housing. This is the main immediate goal, which will not be achieved in the short term and, unless all our available resources are mobilised, will not be achieved in medium term either. We need to mobilise available land, both

municipal and private land reserved for protected housing, and this should be activated expeditiously. At present we do not have this supply and this is something that we also need to balance the supply of free-market housing, where prices are too high, as we have already mentioned.

The second challenge would be to increase the protected housing stock. Besides the public housing stock, which sometimes tends to dominate the municipal debate, affordable social private housing is also important, where provided for non-profit purposes or by developers dedicated to rental housing management. It would also be important to increase housing policy to the level of budgetary resources, so they can be more incisive and have a greater capacity for providing families with help to pay for housing, and so they can be preventive, to protect people who already have a home from losing it, to trigger help and stop an eviction from occurring. And financial help too with renovation, heating and air-conditioning in buildings, so that people have a decent home, because what we are experiencing in many areas are situations of homes that are neither suitable or decent. So, these would be the challenges, which we are always talking about and which ought to be adequately provided for from a budgetary perspective.





The Barcelona Observatory for Architectural Renovation is an entity whose goal is to promote architectural housing renovation as a tool for expanding the city's affordable housing stock.

Diagnostic agents

Barcelona Observatory for Architectural Renovation (OBRA)

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing



OBRA, an association constituted in 2013 and made up of various bodies headed by Barcelona City Council, works to ensure that the architectural and energy renovation of residential buildings is an essential part of guaranteeing the right to decent housing. At the same time, it is regarded as a crucial factor in improving accessibility and energy efficiency.

We could say that OBRA has three vital functions:

Promoting innovation in the field of renovation.

On the one hand, promoting innovative initiatives in the field of renovation, by promoting studies and research in novel material methodologies, techniques and applications. On the other, coordinating and boosting specialist training, acting as a centralising point for documents and information on that.

Promoting and disseminating renovation. OBRA

works to disseminate its values and promotes various objectives linked to innovation and improving building modernisation processes.

Improving the regulatory framework that governs renovation processes. OBRA is therefore a reference

point for technical and legal advice on housing renovation matters.

### Núria Pedrals is an architect and former managing director for Building Quality and Housing Renovation

**D:** To what extent do you consider renovation to be important for achieving an affordable housing stock in Barcelona?

**N:** In a climate such as ours, I believe that renovating buildings, neighbourhoods and dwellings is one of the most reasonable, economic and healthy ways of fighting energy poverty and improving people's quality of life, including tackling health problems. When I say reasonable, I am referring to two key aspects. First, financial costs: renovating is not cheap, but it does cut building maintenance costs, both in energy and construction terms, and it avoids health-related expenses. (It has been shown that lung, rheumatoid and arthritic diseases, among others, are directly related to the poor environmental conditions in housing – humidity, temperature and ventilation.) Second, it has also been shown that one of the big problems elderly people have is loneliness and reduced social relations.

Renovating buildings and neighbourhoods also helps here by offering the possibility of accessibility through lift installation, and by preventing elderly people from being forced to leave their homes or neighbourhoods, and out of their social circles, for health or financial reasons.

**D:** One of the aims the Barcelona Observatory for Renovation has set itself is to promote innovation in the field of renovation. In what areas can this innovation be applied?

**N:** Innovating in renovation is not easy. Above all, existing buildings have major constraints and, as regards their surfaces and alignment, offer few possibilities for alterations. But there are some aspects susceptible to innovation. First, the technological aspects. It is clear these days that the range of materials, systems for automating or monitoring/regulating energy expenses and facilities is enormous, with new products appearing every day. Second, the innovation being called for also relates to building management and reserving certain areas for community use. This is especially understandable when we are talking of buildings for the elderly, for example. In other cases it is the need for some communal services or use of terrace roofs that supplement residents' independence. So it is an aspect to be taken into account in renovation as well.

**D:** Besides architectural accessibility and energy efficiency in buildings, what are the main challenges to housing renovation?

N: The main challenge I believe we are faced with is conveying to the public the positive effects of renovation as explained above (energy savings that lead to financial or health-care savings directly linked to poor living conditions, improving comfort and creating healthier environmental conditions for people). Also, of course, avoiding people being uprooted, which is never good. Statistics show that whoever changes their dwelling does so for a very sound reason and, where they can, they stay in the same neighbourhood and sometimes even in the same building.

D: To what extent is there a need to insist on promoting and disseminating renovation? Does it involve cultural values that the city has not yet taken on board?

N: I think this is one of the big problems we have. It particularly affects energy renovation and renovating the communal areas of buildings. It is quite usual to see housing that is very well maintained with renovated interiors but where the building's communal areas have been totally abandoned. It is still hard to convince communities of the need not only for renovations but also that ongoing maintenance would largely prevent the need for large-scale renovation work.

Curiously enough, there are no obligations in the rest of Europe for maintaining or renovating buildings although both activities are continually carried out. Nevertheless, in Spain, where we have Technical Building Inspections (ITEs) and the Building Book as a result of legislation requiring both maintenance and checks to be carried out, no such "culture" exists. I believe there are various reasons for that, the economic situation, for one thing. Obviously, communities

with higher incomes, which usually goes hand in hand with having a higher socio-cultural level, carry out considerably more renovations. Communities with medium-to-low incomes and social-cultural levels will not carry out renovations, unless they are obliged to and receive considerable help from the authorities (both financially and in management terms). And above all, buildings are not maintained.

D: OBRA also proposes improving the regulatory framework governing renovation. What possible initiatives are there in this direction?

N: In my opinion, the existing legislation needs to be complied with, rather than new statutes introduced. The ITEs, with a few nuances in the decree, are a valid tool for reminding communities of their obligation to maintain and, where appropriate, renovate their buildings.

It would be useful, as far as possible, for administrative procedures to be clarified and simplified, with regard to ITEs and building permits. Likewise, the procedures for the grants and subsidies offered by the Housing Consortium are complex. So OBRA is working to change the terms and conditions of the call for renovation grant applications as the current one has become obsolete. Last but not least: funding. Were legislation to allow cities to grant or cover renovation-work loans, this would go a long way towards expanding the possibilities for numerous communities to carry out such work.

D: Bearing in mind your experience in the sector, what do you think are the most important challenges and difficulties facing renovation in the future in Barcelona?

N: The most important challenge I believe that we are facing is to convince, or persuade, people of the advantages of renovation. Of course it is very hard, and all the more so in a country such as ours. We are only too aware that part of the population will never be able carry out renovations without direct help from the local authority (both financial and managerial), although there is a section of the public, fairly broad in Barcelona, that would be ready to carry out renovations were it not for the many difficulties and lack of incentives. Three situations make renovating difficult for this sector of the population: first, the lack of affordable funding for carrying out renovations. Mortgaging a dwelling or, in the best of cases, accessing a personal loan at a high bank interest rate should not be the only way for people to obtain a loan to pay for renovation costs. A method needs to be implemented where people can access a loan that can be paid back over long periods, at reasonable interest rates and which does not involve mortgaging a dwelling.

The second situation is the lack of incentives for renovating. On the one hand, tax incentives: it makes no sense, where grants and subsidies are accepted for renovations, for rents to then increase by those amounts, which would minimise incentives or even end up being counter-productive if they caused an upward change in interest rates in natural persons' income tax returns. On the other hand, an absence of tax breaks for renovations: in fact it is rather the opposite, the estimated value of the property for tax purposes will immediately go up. It would be good, at least, for a period of grace to be given so the renovation costs can be paid off before a property's value increases. Subsidising

building permit costs would be another possibility, as well as reducing the property tax, etc. There are various options that can be introduced and others are being used.

A third situation is the lack of conviction over the need for energy renovations. There is a very widespread theory on the advantages of the Mediterranean climate: it is neither hot nor cold. This is simply not true; it does get hot and cold, even if less so than at other latitudes and for shorter periods. The theory justifies why it is already enough with the occasional use of a heater of whatever type in the winter or the installation of an air-conditioning appliance in the summer, despite its high energy consumption. This theory forgets that the best energy is that which does not need to be consumed.

If we are renovating homes and buildings under energy efficiency criteria, it is precisely because of our good climate that we will need very little outside contribution, save on consumption, and improve habitability by preventing illnesses. And all that with minimum maintenance costs, given that construction renovation has hardly any maintenance costs. This aspect is scarcely touched on in the theory about the benefits of renovation. We need to take into account that energy costs, while not very high in our climate, will continue to rise exponentially; dependence on them is making us much more vulnerable and dependent on conventional energy, and perhaps unconventional in the best of cases, although it is better not to depend on it or to minimise it, a feasible prospect if we build-renovate correctly. The European regulation on nearly zero-energy buildings, which is already in force, takes this approach.

Diagnostic tools

Study on areas of  
residential vulnerability

Vacant dwellings census

Acquisitions  
of private housing

Rental price index

Report on housing policies  
in the international context

Report on gender  
flexibility and equality



# Vacant dwellings census

Diagnostic tools

The Vacant Dwellings Census is a municipal tool whose goal is to diagnose the city's housing situation by analysing the real occupation of buildings. Its results allow policies to be designed which are adapted to the reality of this occupation by attempting to generate an increase in the affordable rental housing stock.

Improving  
the quality of  
housing

Integration  
between  
housing  
and city

Action against  
property/  
speculation

Action against  
gentrification

Promoting  
land for  
protected  
housing

Promoting  
renovations

Mobilising  
the private  
housing stock

Expanding  
the affordable  
housing stock

Easy access to  
housing

Social  
function  
of housing  
guarantee

Housing  
stability/  
guarantee

Strengthening  
the right to  
housing

The Census is based on a four-stage methodology.

Stage One: preliminary research work.

In this stage the dwellings that have to be researched are selected according to a series of criteria:

- Dwellings with low or zero water consumption (0-15 m<sup>3</sup>) over the previous two years.
- Dwellings without any registered resident.
- Dwellings owned by banks.

Stage Two: fieldwork.

This is when all possible information is collected to verify whether the dwellings analysed are actually occupied or not. This is done by an observation team that makes a maximum of five visits to the buildings. During these visits they gather data on the people who occupy the dwellings, the neighbourhood and the urban environment. In order to provide the most accurate information as possible, the group carrying out the field work fills in a form with the following information:

Location of the dwelling.

- Features and state of the building (number of floors, number of dwellings, type of building, degree of accessibility, state of construction, recent building work etc.)
- Situation of the dwelling as regards occupancy and use.
- Degree of vacancy, as regards time and occupancy model.
- Informants.
- General observations.

### Stage Three: drawing up the data.

In this stage the data collected during the fieldwork is drawn up and arranged in several categories:

- Dwellings. General data is obtained on the dwellings visited according to the neighbourhoods.
- Occupied dwellings. Data is drawn up on the type of occupancy, its length of time and registered non-residential uses. Once again, all the information is arranged by neighbourhood.
- Vacant dwellings. Reports are drawn up on their features which include how long they have been vacant and their situation in the housing market (by identifying properties for sale). Where appropriate, the name written on the postboxes is recorded.
- Buildings. The physical features of the buildings are defined (number of floors, number of dwellings and premises, accessibility, presence of lift, recent building work, use of basement, protections on the façade, etc.)
- Land sites. An investigation is carried out on vacant land sites with no public or private development but which are classified as suitable for building on.

### Stage Four: results of the investigation.

Finally, a report is drafted from the prepared data, which then diagnoses the reality of each urban context.

Work on compiling the Census started at the end of 2016 and ended in February 2019. On significant figure to come out of it is that, up to November 2018, 57% of all the city's residential properties were reviewed, and 6,349 vacant dwellings were found. Of those, 898 properties will need renovating, while 526 dwellings may be subject to inspection for unlicensed tourist uses.

LA VIVIENDA EN BARCELONA



# Sobran pisos vacíos y faltan de alquiler social

Barcelona crea una tasa que obliga al propietario a pagar el coste de inspección

**C**on un parque de unos 800.000 pisos —de los cuales aproximadamente 480.000 son viviendas—, más de 200.000 son viviendas de alquiler, es importante que en Barcelona haya más de 31.000 pisos vacíos según un informe europeo de 2015, de los cuales unos 2.300 pertenecen a entidades financieras y hace más de dos años que están desocupados. Todo hecho que repercute negativamente en el funcionamiento de la ciudad, especialmente porque hay una demanda de viviendas



JOSEP MARIA MONTANER, ACTUAL CONCEJAL DE VIVIENDA DEL CONSORCIO BARCELONÉS. (1)

La medida municipal busca que los propietarios de 31.000 viviendas desocupadas las pongan en alquiler social

de alquiler no satisficte, y más concretamente de alquiler social. "El hecho de que en Barcelona haya pisos desocupados tiene implicaciones negativas por un lado, contribuye a agravar el problema de la vivienda e incrementa los precios, y por otro provoca un deterioro de los barrios, de las viviendas y del entorno, generando situaciones de inseguridad si el piso es ocupado de manera ilegal, es fácil que se

produzcan conflictos y problemas de convivencia", explica Josep Maria Montaner, concejal de Vivienda del Ayuntamiento. Ante esta realidad, presento en toda la ciudad pero en especial en los distritos de Ciutat Vella, Nou Barris y Horta-Guinardó, el consistorio impuso inspecciones para lograr que los propietarios de los pisos

*Pisareito: "En una situación de emergencia habitacional, no pueden haber pisos vacíos de forma injustificada"*

LA CIUDAD DE BARCELONA HAY UN ALQUILER DE ALGO MÁS DE 31.000 PISOS VACÍOS DE LOS QUE SOLO EL 1,5% SON DE ALQUILER PÚBLICO. (1)

desocupados —tanto particulares como entidades financieras— faciliten que estos pasen a formar parte del mercado de alquiler. "Ultimamente hemos conseguido por cada de uso, por derecho de territorio y vivienda, o bien por compra que 550 viviendas vacías —200 de la Sarrià, 30 de Casadeu y 300 que hemos comprado por tanteo y rebufo— hayan pasado a formar parte de la bolsa de alquiler social de la ciudad", remarca Montaner.

**MÁS FACILIDADES PARA ALQUILAR** Además, el consistorio, a través de las oficinas de la vivienda de cada distrito, ofrece a los propietarios la posibilidad de acceder a ayudas y poner su piso en alquiler en que estos deben priorizarse de nada. "Nosotros nos encargamos de hacer todas las gestiones, de reparar los desperfectos del piso, de su rehabilitación, de incorporar a la bolsa de alquiler social abierta a los propietarios que lo quieren y de garantizar el cobro del alquiler puntualmente", explica el concejal de Vivienda, Jaime Alade: "el propietario del inmueble no sufre de los gastos y no paga nada a tener un uso social".

**QUIÉN PAGA LOS COSTES** Como no siempre es fácil conciliar a los propietarios y hacer cumplir lo que establece la ley —que una vivienda no puede estar más de dos años sin ocupar—, el consistorio ha aprobado una nueva tasa municipal de 633 euros que grava los costes de detección e inspección de los pisos vacíos. "La tasa responde a los costes que tiene para la administración la inspección y sancionación de propiedades administrativas, así como las actuaciones de inspección y control. Es decir, permite cubrir y

## Qué sucede en Europa

**ALEMANIA**  
Cada ciudad establece un periodo máximo durante el que un piso puede quedar desocupado sin causa justificada. En Berlín es de 6 meses, en Frankfurt de 4 y en Múnich de 3. Las sanciones pueden ser, según el municipio, de hasta 100.000 euros.

**SUECIA**  
El Ayuntamiento ofrece pisos de alquiler a un precio más económico que el de mercado, lo que obliga al sector privado a reducir los precios. En último instancia, está autorizada la demolición de viviendas vacías.

**HOLANDA**  
No se penaliza al ocupar una vivienda que está vacía desde hace más de un año. El piso solo se devuelve al propietario si éste demuestra que no quiere a quedar vacíos. Se puede poner a la venta o alquilarlo.

Barcelona's Vacant Dwellings Census has been compiled since 2016. It has been carried out in stages, covering several areas, and progressing through daily visits to the more than 10,000 addresses that require verification.



EL AYUNTAMIENTO OFRECE INCENTIVOS PARA ACORDAR UN PAGO Y QUE SE INTEGREN EN LA RÚTICA DE ALCANTAR VACÍOS DE LA CIUDAD.

**DATOS abiertos**

**La vivienda en la ciudad**

Barcelona tiene cerca de **800.000 pisos**

de los cuales aproximadamente el



El alquiler social cubre tan del 1,6%

En la ciudad hay unos **31.000 pisos vacíos\***

de los cuales cerca de



\*Según el censo municipal de 2015 el ayuntamiento cuenta con 20.000 pisos vacíos

reproducible sobre el infractor los costes que le supone al Ayuntamiento inspeccionar y abrir el correspondiente expediente a los propietarios e entidades bancarias que tienen pisos vacíos durante más de dos años. "Iniciativa Grande Pasavella, primer teniente de alcalde del Ayuntamiento. La tasa es propia e independiente de las multas o sanciones que se puedan imponer a los titulares de los pisos en el marco de los procedimientos administrativos. Pasavella comenta que el objetivo final de la medida es "disuadir a los propietarios que tengan pisos vacíos durante más de dos años y hacer que los cobren y pongan en alquiler social", asegurando que es un elemento de presión, una medida impositiva dentro de nuestra competencia, una tasa con seguridad jurídica que quiere penalizar y enviar un mensaje muy claro en Barcelona, con una situación de emergencia habitacional como la actual, no siendo haber pisos vacíos de manera injustificada durante más de dos años".

**MEDIDA MUNICIPAL**

**Una nueva tasa grava los pisos desocupados**

Para garantizar el derecho a la vivienda, el Ayuntamiento ha creado una nueva tasa municipal para gravar los pisos que hace al menos dos años que están parados sin causa justificada. El importe que deberá pagar el propietario de un piso que lleva vacío más de 24 meses es de 633 euros, cantidad que se destinará a cubrir el coste de detección e inspección que determina que el inmueble está desocupado. La fórmula se se utiliza en otros municipios de Catalunya, como Terrassa o Santa Coloma de Gramenet, y está avalada jurídicamente

ENTREVISTA A PABLO FEU, abogado y asesor jurídico de la Oficina de l'Habitatge de Ciutat Vella

**"La tasa debe pagarla el propietario, que es el infractor"**

**P**or qué hay tantos pisos vacíos en Barcelona? Responder es lo habitual, pero el sistema que entre 2007 y 2016 se ha practicado un incremento de las desalojos forzados del 450%, pasando de 5.000 en 2007 a 23.000 en el primer trimestre de este año, según datos del Consejo General del Poder Judicial. Hay más encuestas con muchos pisos vacíos en la ciudad y con muchas gentes en la calle sin una vivienda digna, lo que ha obligado a las administraciones públicas a actuar.



La nueva tasa municipal de 633 euros, se pagará sólo una vez y por cada piso desocupado

**¿Puede obligarse a un propietario a alquilar o vender un piso vacío?** La Ley 18/2007 del Derecho de la Vivienda establece que el propietario de un piso -sea un particular o un gran poder, como una entidad bancaria- tiene un plazo de dos años para ponerlo a la venta o alquilar. La ley también dice que el propietario puede hacer todo lo que está en sus manos para intentar que el piso se ocupe. Entre las medidas que apunta hay subvenciones para la rehabilitación a la garantía municipal de que el propietario siempre cobrará la renta, entre otras.

**¿Y si el propietario prefiere que el piso continúe vacío?** Una vez se le ha comunicado estas medidas, y el propietario prefiere mantener el piso desocupado, la ley establece que se le puede sancionar. Antes, el Ayuntamiento debía realizar diferentes tareas administrativas y de investigación -obtener datos que acrediten que el piso está desocupado desde hace dos años, realizar procedimientos, inspecciones...- que tienen un coste que pagamos entre todos.

**¿Es lógico que los paguemos todos?** No, por eso el Ayuntamiento de Barcelona, como han hecho otros municipios, ha establecido que sea el propietario, que es quien incumple la ley, quien pague los gastos para remediar la situación que ha generado. O sea, ante su queja debe pagar la tasa del servicio que el Ayuntamiento está

obligado a hacer -el de detección e inspección de pisos vacíos- para cumplir lo que establece la ley. El concepto básico de toda tasa es que el coste de la actuación administrativa debe recaer quien genera la infracción; un ejemplo muy claro es el de la grúa.

**¿La grúa municipal?** Sí, cuando un coche comete una infracción, como estar mal aparcado, la grúa lo retira y el propietario del vehículo paga el coste de la actuación de la grúa -el sueldo del operario, la gasolina, etc-, ya que es un coste para la administración, y la multa por estar mal aparcado. Y lo mismo ocurre en el caso de los pisos desocupados, que el propietario debe pagar el coste de las actuaciones administrativas.

**¿Y cuál es el coste de la nueva tasa?** El del servicio, que en el caso de los pisos vacíos se ha establecido en 633 euros. No será una tasa anual, sino que se pagará una vez por piso.

<p><b>DINAMARCA</b> El gobierno danés impone multas a los propietarios que tienen sus viviendas vacías durante más de seis semanas. Sólo se aplica en aquellos municipios donde la demanda de pisos es elevada y la oferta escasa.</p>	<p><b>FRANCIA</b> Hay un impuesto que se aplica a los pisos que llevan al menos un año vacíos y que se instaura en municipios de más de 50.000 habitantes y con una oferta de vivienda insuficiente. Los municipios tienen destinarlo a un fin estatal.</p>	<p><b>REINO UNIDO</b> Se multa a los propietarios de pisos vacíos que tienen seis meses de plazo para ponerlos en alquiler, y hay incentivos fiscales para los alquileres. Cuenta con una agencia estatal de pisos vacíos (Empty Homes Agency).</p>
--	---	---



# Study on residential vulnerability areas

Residential vulnerability is a situation closely linked to poverty, exclusion and social inequality. It is a concept with repercussions on numerous aspects of social and urban dynamics. This study is being carried out through socio-spatial phenomena.

Diagnostic tools

79

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The study on residential vulnerability is based on the territorial localisation of all aspects of the social structure with repercussions on the social occupancy of space and, in particular, residential circumstances.<sup>11</sup>

It identifies urban vulnerability through four basic analytical approaches:

Socio-economic vulnerability indicators. These measure the capacity of households to secure well-being. The indicators used for sizing them are unemployment, job insecurity and the low levels of working class training.

Socio-demographic vulnerability indicators. These measure the demographic phenomena that are involved in social vulnerability. The indicators used in this case are population ageing, the new complexity of household structures and immigration from developing countries.

Residential vulnerability indicators. These measure the importance of the physical housing infrastructure required for carrying out everyday activities. The indicators that measure this vulnerability are housing and the local environment. Lack of habitability is what allows us to use the concept of “substandard housing”.

Subjective vulnerability indicators. People’s own perception of tensions and disputes is a final indicator taken into account for drafting the report.

The result of the study is presented in the form of maps reflecting the matrix of the combined results of each of the analytical approaches. This is an extremely effective depiction for defining localisable strategies in each specific area of the city.

11

The study was presented in 2017 by a team from the Barcelona Higher Technical School of Architecture (ETSAB-UPC) and headed by Pilar Garcia Almirall.

The full text is available at <https://bcnroc.ajuntament.barcelona.cat/jspui/handle/11703/102699>





The city's vulnerability map summarises the multi-dimensional analysis of the various approaches to vulnerability. Mapping the results shows explicitly the areas whose fragility requires action strategies to be adopted.



# Rental price index

The benchmark rental-housing price index is a tool aimed at finding out the average price per square metre rented according to the areas and features of the dwellings. It is a tool that is meant to enable public consultations on this information and establish estimates and guidelines on the minimum and maximum prices that a dwelling must have.

Diagnostic tools



- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The index is based on data compiled by the Generalitat of Catalonia and the Catalan Land Institute (Incasol), in particular those from lease registers and rent-guarantee bonds. The geographical area of the data collected includes 27 municipalities representing practically 60% of Catalonia's population. Barcelona, Badalona, Hospitalet de Llobregat, Manresa, Mataró and Sabadell are just a few of the localities in the Barcelona Province that are included in this index.

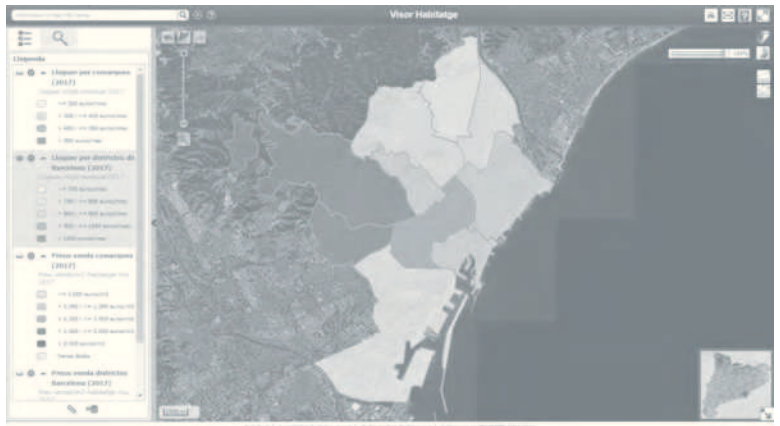
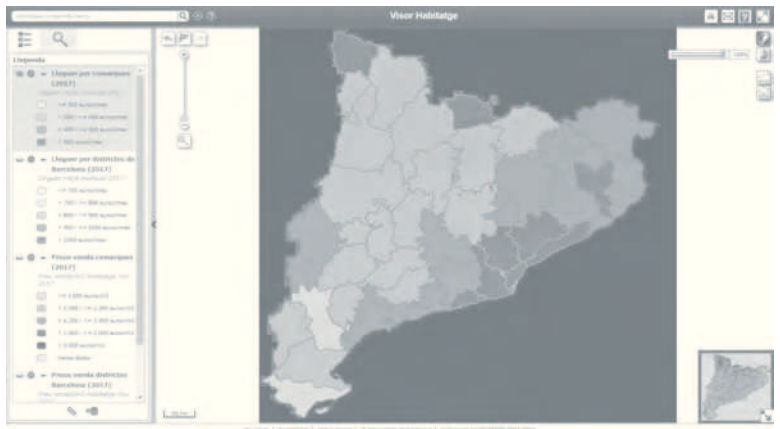
For the purposes of obtaining a significant sample of data, leases registered between 2014 and 2016 were analysed.

The study enables the index to be drawn up in several stages:

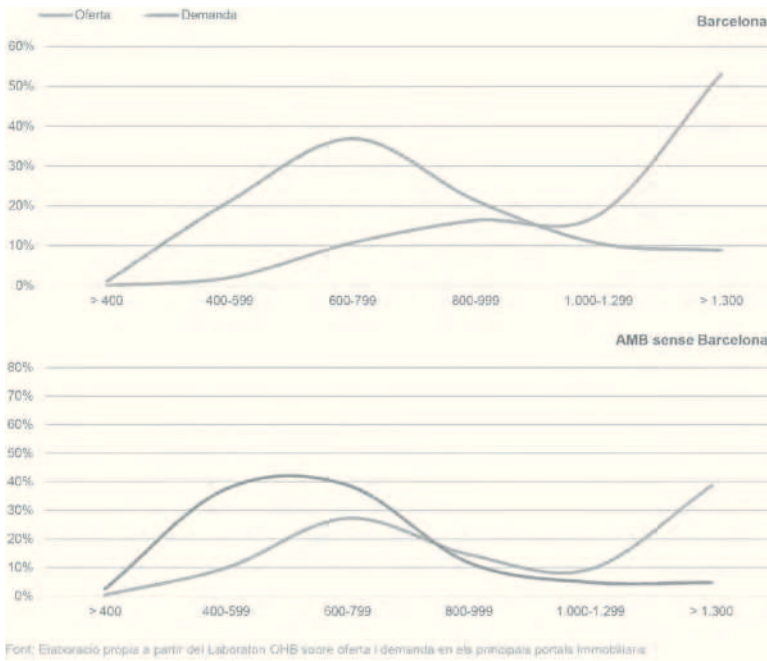
Data exploration. This involves localising prices per square metre on a territorial basis.

Statistical model. This involves developing an index that could be defined as an interval featuring the variability observed. The decisive criterion for this index is location, so proximity is the main variable. The second determining criterion is the dwelling's surface area. Like mathematical arguments, the arithmetical mean is used to determine the measure of centrality and maximum and minimum values are then determined on the basis of that measure.

It is important to bear in mind that the calculation distinguishes whether the dwelling is located in Barcelona city, which has its own stratification in statistical groups.



The rental price index enables the development of a digital tool that becomes an interactive map. The map can be used to check rental prices in various areas on Catalonia in absolute values or according to the surface area of the dwellings.



Font: Elaboració pròpia a partir del Laboratori CHB sobre oferta i demanda en els principals portals immobiliaris

A chart that shows the percentage of housing supply and demand in relation to offer prices. It shows there is little correspondence in distribution of supply and demand rental prices. The chart was prepared by the O-HB laboratory using data provided by property portals.

# Private housing acquisitions

The acquisition of private housing is a mechanism that helps to increase the pace of the affordable housing stock's expansion. Given the complexity and length of time involved in building new housing, purchases of existing dwellings and buildings constitute flexible mechanisms for the generation of available housing.

Diagnostic tools

87

Strengthening  
the right to  
housing

Housing  
stability/  
guarantee

Social  
function  
of housing  
guarantee

Easy access to  
housing

Expanding  
the affordable  
housing stock

Mobilising  
the private  
housing stock

Promoting  
renovations

Promoting  
land for  
protected  
housing

Action against  
gentrification

Action against  
property/  
speculation

Integration  
between  
housing  
and city

Improving  
the quality of  
housing

Given the scarcity of affordable housing, Barcelona City Council has established specific mechanisms to facilitate the acquisition of dwellings and buildings. The periods involved in producing new-build housing are therefore being shortened.

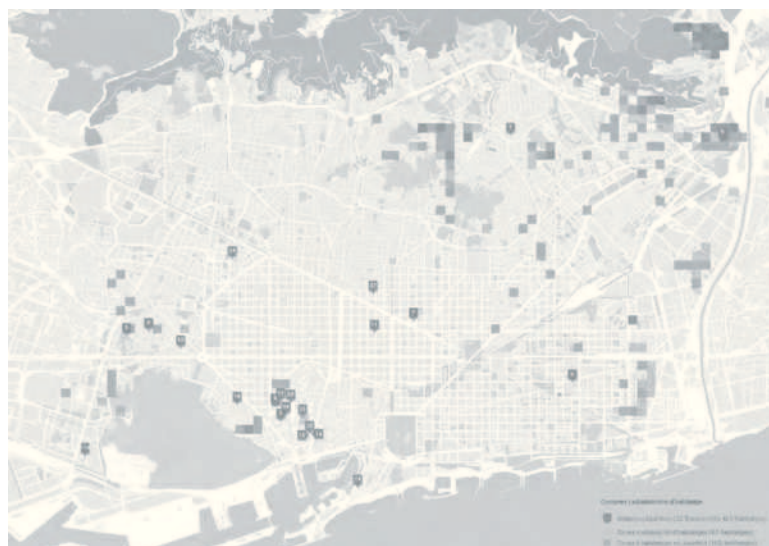
The diagnosis of the housing situation in Barcelona shows two situations that significantly affect the private housing stock that could be turned into public housing. On the one hand, it clearly shows there is a certain amount of housing that is substandard housing, vacant or has been acquired by property funds with no particular interest in its social use. On the other hand, vulnerable situations are being localised for residents of rental property under the old rental system. The gentrification process and speculation are threatening people with *mobbing* operations in many of these cases.

Faced with these situations, Barcelona City Council has set up action models that facilitate the acquisition of these property assets so they become part of the public housing stock. A specific analysis of the vulnerable situations, as well as the census of vacant flats, contributes information for localising and managing acquisition processes. To that end, the Barcelona municipality has been demarcated as a pre-emption right area in property purchase situations.

The aims behind the launch of this tool are not only linked to expanding the public housing stock by mobilising the private housing stock. Purchase studies constitute a basic tool for ensuring housing stability for families at risk of expulsion from their neighbourhoods. Action against localised speculation in areas of tourist interest enable the incorporation of affordable housing into areas at a greater risk of gentrification.



Since this tool was first launched, the number of dwellings that have become part of the city's affordable housing stock has risen by 750 units. This is a clearly significant rise, especially when we compare it with the number achieved with these kinds of strategies in the previous financial year, which has tripled.



There is a clear match between private housing and buildings purchased in the Barcelona municipality and the city's vulnerable housing areas. This map highlights the fight against property speculation and gentrification.



# Report on housing policies in the international context

This is a study of municipal housing policy models implemented in cities in the Europe and America. It is an investigation based on a series of case studies selected according to the relevance of the housing policies involved.

Diagnostic tools

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The report on housing policies in the international context<sup>12</sup> is proposed as diagnostic tool that explores the current state of affordable housing in various capitals in different parts of the world. The basic goal is to analyse the strategies and tools that are used in other contexts to facilitate access to housing. By understanding the origins and conditions associated with these policies we can assess the possibility of incorporating them into the Barcelona context.

The report begins by describing the welfare state models that can be identified in Europe, and which have a huge influence on housing policies. Four models are highlighted: the social democratic model, with a major presence of public rental housing; the corporate model, where there is big competition between public and private rental housing; the liberal model, where home ownership prevails but there is a considerable presence of social rental housing, and the Mediterranean model, where home ownership also prevails but without a notable presence of social rental housing.

The report analyses three case studies of the corporate model (Amsterdam, Paris and Berlin) and three others of the liberal model (London, New York and Bogotá). The aspects observed in these cities were:

Long-term planning tools for housing.

Housing supply systems.

Public investment in housing in each country.

The capacity of local councils to act with their own powers.

12  
The study was conducted in 2016 by a team from the Barcelona Higher Technical School of Architecture (ETSAB-UPC) linked to the CPSV group. The full text is available on <http://www.pmhb.org/repdoc/66751-20160719121641.pdf>

The conclusions drawn from this analysis could be summed up in the following avenues for improvement:

Implementing diversification mechanisms for affordable housing suppliers.

Promoting new funding and fundraising channels for affordable rental housing.

Rolling out entities that can apply means of direct or indirect control over public and private market prices and rents.

Improving information channels and strengthening the systems for monitoring and developing the housing stock.

Increasing citizen participation in the design of local housing strategies.

AMSTERDAM, PAISES BAJOS				
Objetivo	Proveer de vivienda social a un coste por debajo del mercado libre, con el control directo en régimen de alquiler.			
Tiempo en funcionamiento	Desde 1901 se regula la creación de entidades que se ocupan de la provisión de vivienda social (asociaciones de vivienda)			
Inversión pública	Se destina más del 3.4 % del PIB.			
Porcentaje de vivienda social	<b>Alquiler social</b>	48 %		
	Alquiler libre	24 %		
	Propiedad libre mercado	28 %		
Tipo de acceso	<b>Alquiler social (hasta 710.68 €/mes)</b> o alquiler libre regulado (entre 710.68 € y 1.148 €/mes).			
		<b>Alquiler mes</b>	<b>Salario año</b>	<b>% gasto en vivienda</b>
Precio de alquiler (social y libre regulado)	Máx. viv. social	710.68	34.911	24.43 %
Renta neta familiar	Mín. viv. libre	710.68	29.900	28.52 %
Gasto en vivienda	Máx. viv. libre	1.148	44.656	30.85 %
<b>Aprovisionamiento de vivienda</b>				
<ul style="list-style-type: none"> <li>• Asociaciones de vivienda (425 asociaciones con un total de 191.300 viviendas) y privados con alquiler regulado.</li> <li>• Los planes locales cifran la necesidad de producción.</li> <li>• El 80 % del suelo es público, municipal. Los agentes privados están sometidos a reserva de suelo del 20 o el 30 % para vivienda social.</li> <li>• Actúan en edificación, rehabilitación/mejora, renovación urbana y recuperación del parque las asociaciones de vivienda, siempre sometidas a las exigencias de provisión del servicio y sistemas de rendición de cuentas. Y entidades privadas siempre que se acojan a la regulación de precios.</li> <li>• Las asociaciones de vivienda gestionan su parque y comparten un fondo de garantía y solidaridad.</li> <li>• La ley de valoraciones establece criterios de valoración. Y estos se aplican con un sistema informático de asignación de precios que se revisa cada año. La encuesta de vivienda municipal efectúa el control y revisa políticas y actuaciones.</li> </ul>				
<b>Programas de financiación</b>				
Ayudas a la producción	Exenciones de IVA y Patrimonio. Deducciones de cuota de sueldo.			
Ayudas al acceso a la vivienda	Garantías, exenciones, deducciones en la compra. Hasta un máximo de 250 € o un 20 % del alquiler.			
Ayudas a la rehabilitación	Amplias subvenciones a mejoras de vivienda en barrios con planes de renovación. Adecuación térmica y para discapacitados. Subvenciones para la renovación del parque (infraestructuras) en desuso o abandonado.			
<b>Actuación del Gobierno local</b>				
<ul style="list-style-type: none"> <li>• Tiene plena autonomía en el diseño del plan de vivienda local.</li> <li>• Desarrolla suelo y urbaniza.</li> <li>• Gestiona las ayudas y supervisa los organismos de vivienda.</li> <li>• Aplica regulación de valores (con medios técnicos) y determina los alquileres admisibles en el municipio.</li> </ul>				

The study on housing policies is well known to the public, having been published online and through other media, including the magazine *Questions d'Habitatge*<sup>13</sup> as well as various press reports. That way a summary comparison can be provided between the various models.

13  
A summary of the text was published in Issue n° 20 of the magazine. It is available here: <http://www.pmh.org/rep-doc/66993-20161216104937.pdf>

BERLÍN, ALEMANIA				
Objetivo	Proporcionar viviendas a personas excluidas del mercado. Proveer de vivienda a un nivel de alquiler estable, mediante la compra o promoción de viviendas en los barrios consolidados.			
Tiempo en funcionamiento	Tradición de vivienda social desde 1919.			
Inversión pública	Se destina más del 2 % del PIB.			
Porcentaje de vivienda social	<b>Alquiler social</b>	30 %		
	Alquiler libre	55 %		
	Propiedad libre mercado	14 %		
Tipo de acceso	<b>Alquiler social</b> o alquiler libre subvencionados.			
	<b>Alquiler mes</b>	<b>Precio por m<sup>2</sup> mes</b>	<b>Salario año</b>	<b>% gasto en vivienda</b>
Familia 1 miembro	211 €	5,42 € / m <sup>2</sup>	14.100 €	30 %
Familia 2 miembros	409 €	5,85 € / m <sup>2</sup>	27.300 €	30 %
Familia 3 miembros	472 €	5,91 € / m <sup>2</sup>	31.500 €	30 %
Familia 4 miembros	531 €	5,90 € / m <sup>2</sup>	35.400 €	30 %
<b>Aprovisionamiento de vivienda</b>				
<ul style="list-style-type: none"> <li>• Asociaciones de vivienda.</li> <li>• El plan de desarrollo urbano de vivienda cuantifica la producción.</li> <li>• Los nuevos desarrollos ceden suelo para vivienda social a la Administración y esta lo ofrece (venta o cesión) a agentes de provisión de vivienda social.</li> <li>• Las sociedades de vivienda, cooperativas y sociedades municipales de vivienda son los principales agentes de provisión de vivienda.</li> <li>• Las sociedades de vivienda y cooperativas tienen un rol destacado (80 cooperativas con más de 186,000 viviendas). Estas ejercen la gestión eficiente del parque.</li> <li>• El plan de vivienda ha promovido medidas de control y estabilización de las rentas de alquiler a largo plazo mediante alianzas entre los proveedores de vivienda.</li> </ul>				
<b>Programas de financiación</b>				
Ayudas a la producción	Préstamos bonificados al edificar para alquiler y otras ayudas.			
Ayudas al acceso a la vivienda	Ayudas personalizadas al alquiler y subvenciones en el acceso social.			
Ayudas a la rehabilitación	Existen ayudas a la mejora del parque, si bien el foco principal está en la creación de vivienda renovada.			
<b>Actuación del Gobierno local</b>				
<ul style="list-style-type: none"> <li>• Tiene plena autonomía en el diseño del plan de vivienda local.</li> <li>• Desarrolla suelo y urbaniza.</li> <li>• Dispone de financiación, realiza la gestión de las ayudas y supervisa los organismos de vivienda.</li> <li>• Aplica las directrices del Lander en el control de alquileres.</li> <li>• Evalúa el cumplimiento del plan de vivienda.</li> </ul>				





# Report on gender flexibility and equality

The Report on Gender Flexibility and Hierarchies in residential typologies produced by the Barcelona Municipal Housing Trust (PMHB) has been developed as a tool for diagnosing the typological model and establishing the recommendations for improving the quality of public housing.

Diagnostic tools

97

Strengthening  
the right to  
housing

Housing  
stability/  
guarantee

Social  
function  
of housing  
guarantee

Easy access to  
housing

Expanding  
the affordable  
housing stock

Mobilising  
the private  
housing stock

Promoting  
renovations

Promoting  
land for  
protected  
housing

Action against  
gentrification

Action against  
property/  
speculation

Integration  
between  
housing  
and city

Improving  
the quality of  
housing

The report on gender flexibility and equality<sup>14</sup> offers an analysis of an extensive sample of projects promoted by the PMHB between 2013 in 2015 in Barcelona. The dwellings are viewed in terms of the uses they offer, with attention focused on the flexibility of the spaces and in the possible gender hierarchies that could originate in the household. The report's ultimate goal is to identify the common mistakes of the typological models and promote a flexible and a delayed residential model.

14  
The report was carried out by a team of architects led by David H. Falagán.

It is available at [http://habitatge.barcelona/sites/default/files/flexibilitat\\_i\\_jerarquies\\_de\\_genere\\_a\\_les\\_tipologies\\_residencials\\_del\\_pmhb\\_2015.pdf](http://habitatge.barcelona/sites/default/files/flexibilitat_i_jerarquies_de_genere_a_les_tipologies_residencials_del_pmhb_2015.pdf)

It is divided up into two analytical sections: spaces and everyday uses. The spaces analysed were as follows:

Bedrooms. An analysis was done of their versatility for admitting bed layouts without interfering with people's movement. An assessment was carried out of their capacity and flexibility for exchanging functions.

Living room / kitchen. Their dimensional capacity, visual communication and capacity for segregating functions was verified.

Bathroom. An analysis was done to see whether there was any type of use restriction owing to its access, configuration or access from another space.

Balcony / terrace. An assessment was carried out of their capacity for connecting the dwelling to its surroundings and their functional potential.

The everyday uses analysed were as follows:

Storage. The main types of storage spaces were identified, through an assessment of whether they met the volumetric needs per resident.

Clothing cycle. An analysis was done of the various management stages and functions of clothing in homes, and of their expected uses and shortages.

Food axis. An analysis was done of the functional system linked to the activity of eating, with routes and uses also identified.

Work spaces. Areas envisaged for remunerated activities (productive work) were identified, as were household tasks (reproductive work).

Five main recommendations were drawn from a complete analysis of all the projects observed:

Common spaces. Given the reduced dimensions of the typologies, the recommendation was to complement their areas, by providing buildings with communal uses, thereby extending the functions and strengthening links between neighbours.

Dimensional design. A recommendation was made for including technical specifications in invitations to tender under flexibility and delayering criteria for reasons of size.

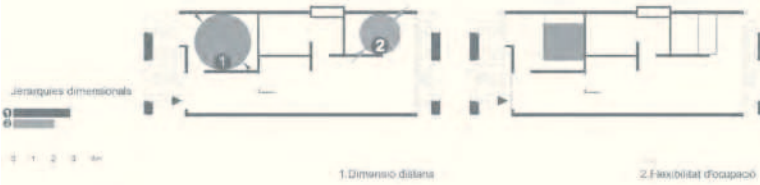
Neutral and versatile spaces. A recommendation was made for including complementary multi-purpose spaces in dwellings, identifiable with variable uses throughout the useful lifetime of the building.

Spaces for reproductive work. A need was detected for visibly incorporating the provision for activities that are carried out invisibly in many analysed typologies.

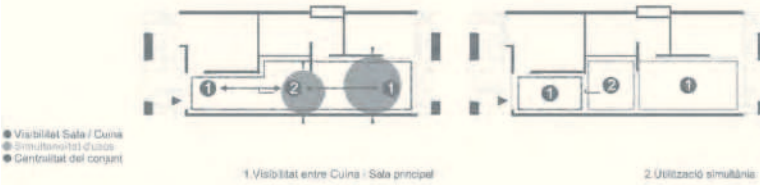
Identification of functions. It is recommended that functions are represented in the architectural definition of the project, thus avoiding a lack of provision for them.

## Flexibilitat dels espais

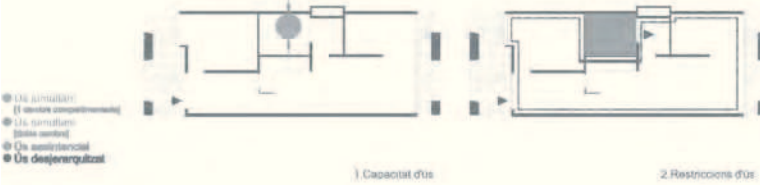
### 1 Dormitoris



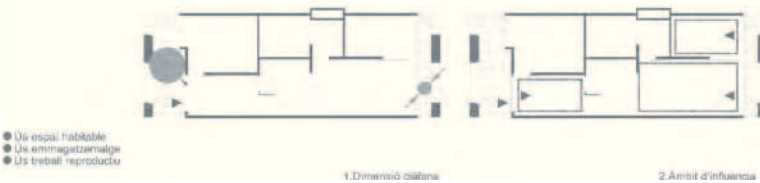
### 2 Sala / Cuina



### 3 Cambres de bany



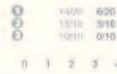
### 4 Balcons / Terrasses



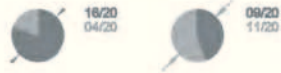
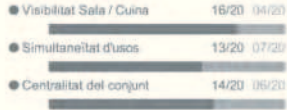
The report on gender flexibility and hierarchies is offered as a tool for taking a snapshot of the typological gaps in Barcelona's public housing. Thanks to a graphic analysis of the habitat, a series of useful recommendations has been proposed for optimising housing quality with regard to its flexibility and non-layered configuration.

## 1 Dormitoris

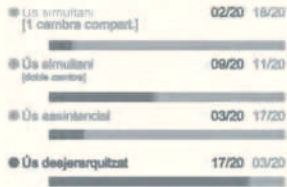
Jerarquies dimensionals



## 2 Sala / Cuina



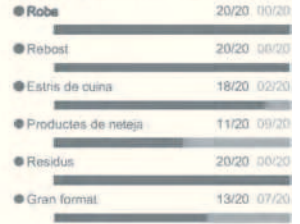
## 3 Cambres de bany



## 4 Balcons / Terrasses



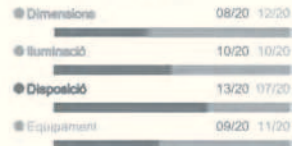
## 1 Emmagatzematge



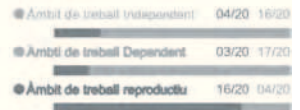
## 2 Cicle de la roba



## 3 Eix del menjar



## 4 Espais de treball





# Management

The diagnostic stage, as we have just seen, included innovative work regarding housing policies, enabling information and data to be obtained for planning initiatives adapted to a situation's reality. Nevertheless, the greatest effort at the management stage concerned providing available housing resources in the most opportune and efficient way possible. It involved a very clear declaration of goals, an effective design of the infrastructure necessary for achieving them, and a definition of tools that was capable of being adapted to the huge complexity involved.

The entities envisaged for achieving these goals in Barcelona were extremely ambitious stakeholders. On the one hand, the new Municipal Institute for Housing and Renovation took over all the functions that had previously been carried out by several bodies. This proved beneficial for management efficiency while building relations with users of its services. On the other hand, Habitatge Metròpolis Barcelona also carried out a concentration role, in this case, for operators working in the entire Barcelona Metropolitan Area to produce a supply of affordable rental housing. They were joined by the Barcelona Housing Consortium, an institution closely linked to public demands for housing, whose first job was to manage a consultative entity, namely the Barcelona Social Housing Council.

Among the tools used to enable management to have as big an impact on the city as possible, three types of measures stand out. First, amendments to some regulations. The most ambitious, the Right to Housing Plan, a genuine strategic map of all the policies applied. The Amendment to the General Metropolitan Plan (PGM) and the ORPIMO byelaw complete the Plan, by dealing with the opportunities of general planning and renovations. Second, achieving funding by means of ethical alternatives from European institutions. Third, mobilising the private stock thanks to communication campaigns that strengthen the social vision of housing and its use.



## Management agents

Municipal Institute  
of Housing and  
Renovation (IMHAB)

Barcelona  
Housing  
Consortium

Barcelona Social  
Housing Council (CHSB)

Habitatge Metròpolis  
Barcelona

# Municipal Institute of Housing and Renovation (IMHAB)

The Municipal Institute of Housing and Renovation is a body that concentrates all the services relating to housing policies, managing public housing and the private rental pool. The main goal behind this unification is to provide the public with direct access to all housing-related services.

Management agents

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The IMHAB came about by integrating the Barcelona Municipal Housing Trust (an entity that had been promoting social housing in Barcelona since 1927) with the other municipal services and departments of Barcelona Gestión Urbanística S.A., which was tasked with similar functions. The purpose behind its creation was to generate a framework structure and capacity for handling complex housing-related issues. Among other issues, the IMHAB is responsible for planning new housing projects and managing human resources and materials allocated for implementing the Right to Housing Plan (2016-2025).

Housing-related services are concentrated around the IMHAB. Hence its main functions are to boost the building of public housing, manage the available housing stock and promote sustainable housing policies, such as renovation. The Institute not only manages the city's housing stock but also takes action to expand it, such as purchasing flats and buildings already built, mobilising vacant flats and promoting innovative actions to generate affordable housing.

Concentrating these functions has a twofold benefit: it allows people to have much more direct access to all housing-related services while strengthening the municipal authority's capacity for action in launching new renovation promotions and processes.

It is important to stress that 10,000 Barcelona families have now benefited from assistance with their rent payments. The IMHAB's action therefore has a wide impact and deals with complex needs. This has been possible thanks to a management model that concentrates the available resources for their efficient and balanced distribution.

## Àngels Mira Cortadellas interview

Àngels Mira is a law graduate, an expert in urban planning management and housing, and the Managing Director of the Municipal Institute of Housing and Renovation.

**D:** The Municipal Institution for Housing and Renovation is a body that represents a challenge, given that it concentrates a number of functions. To what extent does this concentration represent an improvement on the previous situation?

**À:** I joined Barcelona City Council as the manager of the Municipal Housing Trust, an entity with 90 years' history dedicated, basically, to promoting protected housing and managing social rental housing. This in itself was an important challenge, bearing in mind the nearly 7,000 dwellings managed and the municipal mandate to initiate a major new-build programme which has put us in a situation where we are dealing with 72 developments at various stages of production.

The step to the IMHAB as the body where the promotion and management functions have been concentrated with the other municipal housing services that were being provided, has given us an opportunity to keep all the agents involved under the same management and with the same structure, thus improving efficiency internally and in the general services, as in service delivery to the public.

**D:** The housing problem is enormously complex. How is efficient management planned for an issue with so many implications? What ways are there for innovating in such management?

**À:** The realm of housing is effectively multi-faceted. If we look at the management of public rental-housing stocks, it is essential for us to have multi-disciplinary teams to enable us to ensure proper maintenance of dwellings and buildings, effective economic management and very good contractual and social management. That means having a good team of properly organised professionals at hand. As in every area of management, innovation and adapting to new situations and demands is constant and arises from our own experience, based on always maintaining a critical and attentive outlook.

**D:** How does the IMHAB tackle the goals it has set itself, notably enlarging the housing stock and promoting renovation?

**À:** It has been necessary to reorganise, equip and plan not just the technical services but all the other areas involved, including the legal, heritage, public-procurement and housing-award services,

which has led to and still entails a scenario of constant adaptation of the available resources.

D: What measures in particular has the IMHAB been implementing to promote the growth of the housing stock?

A: First, the City Council needs to provide us with sufficient and appropriate plots of land. To fund the IMHAB's new direct social rental housing developments, which represent over 4,000 dwellings, we have processed and obtained a loan from the EIB (European Investment Bank), to the tune of €125 million, and a second loan from the CEB (Council of Europe Development Bank) for €59 million, which cover 70% of cost of those dwellings. Even so, to ensure an economic balance and enable this ambitious plan to go ahead, the remaining 30% will have to be obtained through grants and subsidies under the Housing Plan or, failing that, from municipal funds. Besides directly promoting dwellings, we have also opted for delegated promotions on municipal land to promote protected housing under a cohousing (assign-for-use) system, cooperatives for selling building leases and foundations for promoting and managing social rental housing.

D: In what way does the Right to Housing Plan serve as a guide for IMHAB management?

A: The Plan represents a roadmap and sets out the goals to be achieved. It is precisely on the basis of the results of the analyses and diagnoses for preparing the Plan that an opportunity for restructuring the City Council's various housing services

was considered, to deal with the new quantitative and qualitative requirements. It is, in short, what has taken us to where we are today.

D: From your experience in housing management, what particular feature would you highlight in Barcelona's situation and its housing stock?

A: Barcelona is a city regarded as a big European capital and, as such, with a strong housing demand, in a tight market, where there is a reduced percentage of vacant housing (according to data from the census we compile), and with a public housing and affordable housing stock way below the European averages and, therefore, below demand and the population's real needs.

The rental housing managed by the IMHAB represents under 1.5% of Barcelona's households and, given the big challenge of increasing this stock on the basis of new promotions and a purchasing policy, we will be able to approach the 3% mark, which is still way below what would be optimal for achieving a good public housing policy. That said, it is important to stress that our housing stock maintains an average price of €200 a month, which means an "implicit" subsidy for housing access and maintenance.

Added to that are two specific Barcelona City Council programmes of particular interest that are based on an "explicit" system of subsidising rents for two groups requiring special assistance: elderly people and families with especially low incomes.

These programmes rest on agreements between the IMHAB and the Municipal Institute of Social Services, on the basis of

which a subsidy is applied which represents a rent reduction, adapted to the incomes of the tenants and funded by Social Rights. The resulting amount of this reduction is transferred annually to the IMHAB, which thereby guarantees the income that falls to it in accordance with the rent that applies to each dwelling and allows it to keep the necessary economic balance for ensuring its capacity to promote and manage. This last year has seen 1,138 families benefiting from help from the Social Rental Housing Fund, and we managed 1,311 dwellings for elderly people, with a municipal contribution of €1.9 million and €3.2 million a year, respectively. Under this measure we can ensure that no one is deprived of a public dwelling in Barcelona because they are unable to pay their rent.





# Barcelona Housing Consortium

The Barcelona Housing Consortium is an entity made up of Barcelona City Council and the Catalan Government (Generalitat of Catalonia). Article 85 of the Municipal Charter grants it the powers to carry out the functions, activities and services relating to affordable housing, a role that it performs within the city area.

Management agents

113

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The Consortium is recognised as a public body of an associative nature, made up in this case by the Generalitat of Catalonia and Barcelona City Council. The Generalitat's contribution to the programmes under way is 60% of the costs and the City Council's is 40%. The Consortium has no human resources of its own, so to carry out its functions, it establishes various agreements under which it commissions the authority's other entities, such as the Municipal Institute of Housing and Renovation and the Municipal Institute of Urban Landscape and Quality of Life, with managing them.

The Consortium is tasked with a series of functions necessary for administering access to housing, such as managing the network of the 10 Housing Offices. Through them it provides information on access to protected housing, promotes its proper use, manages grants and subsidies for housing payments, mediates in managing rent payments, regulates the rental housing pool, etc.

It is also responsible for administering financial help for building renovation. This is an investment that has an impact on the sustainability of the housing stock as well as its habitability and accessibility. It is also an important agent with regard to technological innovation and energy efficiency. Its interventions help to ensure the resident stability and improve the urban landscape. Other action includes offering financial help with installing lifts and carrying out mandatory Technical Building Inspections.

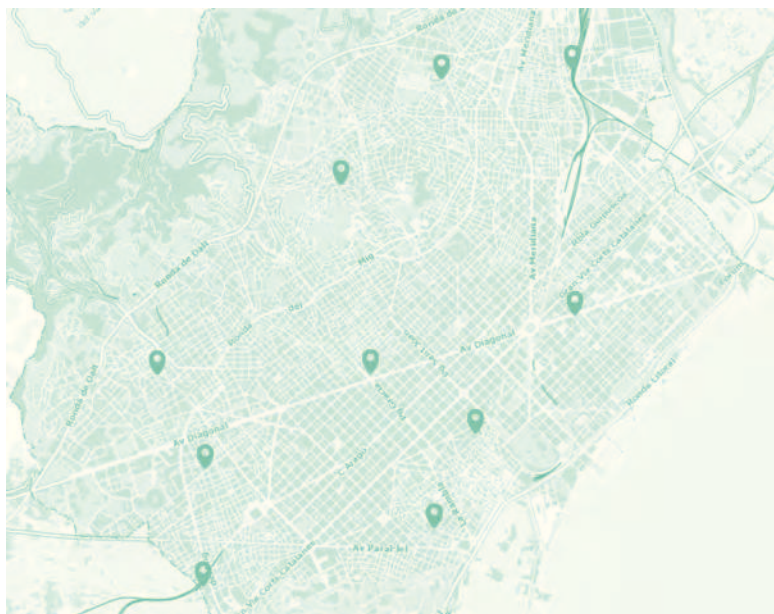
The Consortium is also in charge of functions relating to more direct management of some housing access mechanisms. For example, it is the body responsible

for maintaining the Register of Officially Protected Housing Applicants and with allocating dwellings for social emergencies. It also regulates the rental housing pool, driven in particular by “The Key is in Your Hands” programme, and grants and subsidies for their payment.

It is worth adding that it was under the framework of the Consortium that the Barcelona Social Housing Council (CHSB), a consultative and participatory body on city housing policies, was set up.



The Housing Consortium has launched a number of communication campaigns, mainly to highlight the right to housing as a fundamental issue for Barcelona’s citizens. “Habitatge, un dret com una casa” (Housing, a fundamental right) has publicised the different housing services offered by the Consortium.



Housing offices are a meeting point between the public and all the services that the Barcelona Housing Consortium offers. There you can get information on all available types of financial help for housing as well as advice on legal issues.

# Barcelona Social Housing Council (CHSB)

The Barcelona Social Housing Council is a consultative body whose goal is to provide a space for public participation in housing matters, where they can express their opinions, put forward proposals and promote the results of their analysis.

Management agents

Improving the quality of housing

Integration between housing and city

Action against property speculation

Action against gentrification

Promoting land for protected housing

Promoting renovations

Mobilising the private housing stock

Expanding the affordable housing stock

Easy access to housing

Social function of housing guarantee

Housing stability guarantee

Strengthening the right to housing

The Council began its activities in 2007 and has been assigned a number of functions. As regards public authorities, it offers advice on every housing-related query put to it. Among other things, it provides information on draft byelaws and other general provisions that affect housing.

Another of its typical functions is to promote debates around the main housing policy tools, formulating action proposals based on their results. For that it implements participatory processes and draws up its own and collaborative reports which stem from these processes. That enables proper monitoring and assessment of compliance with the housing and renovation plan and the Right to Housing in Barcelona Act.

The Council also takes part in the process of defining new indicators linked to the city's housing market, by promoting activities, discussion sessions and conferences to discuss the priorities in this sector. Here it enjoys the support of new technologies for work communications and citizen participation, with the development of attractive and accessible reports.

The Council operates through full council meetings, a standing committee and a series of working groups. These thematic groups tackle the following issues:

Renovation: they convey the debate on the various calls for applications for renovation grants to Council members.

Cooperative Housing Board: they promote and monitor promotions of various types of cooperative housing in the city, as well as new use models.

Amending regulations and participation: they propose new regulations for the Council, adapted to the new participatory rules approved by the City Council and the Generalitat.

Energy poverty: they monitor the policies that Barcelona City Council implements on energy poverty, by providing a space for dialogue between energy operators and social partners.

Industrial production of sustainable housing: they suggest possibilities for improving and speeding up the production of sustainable housing, by pooling experiences and valid precedents used in other European cities and regions.

Expulsion of local residents: they analyse the problem of gentrification processes, especially in relation to the expulsion of entire blocks of local residents, seeking joint solutions to put a halt to the problem.

Amendment to the General Metropolitan Plan: they have held a participatory process to inform participants about and discuss the PGM amendment regarding 30% of protected housing and pre-emption rights, as the monitoring committee governed by the City Council's rules on participation. This working group finished its tasks in September 2018.



The Social Housing Council's meetings promote citizen participation, providing discussion forums in Barcelona City Hall's Saló de Cent.



# Habitatge Metròpolis Barcelona (HMB)

Habitatge Metròpolis Barcelona is a body created by Barcelona City Council and the Barcelona Metropolitan Area (AMB) for the purposes of promoting a significant affordable rental housing stock. It is a public-private operator which private limited companies will have shares in.

Management agents

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

HMB is an agent provided for under the Right to Housing Plan to explore the production and management capacities of affordable rental housing. Its development has been complex owing to the need to establish new collaboration protocols between public authorities and private entities.

HMB is an entity made up of 50% private capital and 50% capital from the City Council and Barcelona Metropolitan Area (AMB). This implies that the search for collaborators in the private sphere must be confined to entities prepared to accept a limited profit (established at 4%). In exchange, the public authorities will guarantee that those entities receive that profit. This is a model that can be regarded as “non-speculative”.

A series of requirements is also established for individuals who wish to benefit from this housing model. The most important of these is for future tenants not to be in a situation of financial vulnerability. Access to these dwellings is therefore limited to families and individuals capable of paying a maximum monthly rent of €750. The purpose of this condition is to provide residential cover to sectors of the population able to pay more than €200 for a possible social rental but who remain outside the market, especially during high-price periods.

Another new feature in the leases to be used will be their term. For the purposes of providing tenants with stability and an opportunity to build local ties, the leases will have a renewable six- or seven-year term. The incomes of the family units will be reviewed during this period, so housing allocation priorities can be updated and assistance given to the families with more difficulties.

It is therefore a leasing model that can be regarded as a pioneering model in Spanish territory, despite being relatively common in various EU cities, where it is estimated that over 25 million people are housed under similar models.

## Javier Burón interview

Javier Burón, a law graduate (specialising in economic law) and previously deputy housing and social affairs minister in the Basque Country, is Barcelona City Council's housing manager.

**D:** Habitatge Metròpolis Barcelona is a public-private entity that goes beyond the municipal level. Is housing an area that can only be dealt with from this complexity?

**J:** Without a doubt. Here are two observations that any metropolitan Barcelona resident is sure to share given their everyday experience. The real city is not the administrative one and the market is overwhelmingly the main (and dysfunctional) method for accessing housing. If we are to marry the administrative city with the real city and seriously increase public intervention in housing, then a key factor will be to implement affordable public and public-private metropolitan housing projects, preferably rental. I believe most people in the real city also understand that if we are to go from a public housing stock of under 2% to good-practice European metropolitan levels (of between 25% and 50%) we are going to need time and money and that 100% public projects will not be enough. I understand there is a high level of consensus over the need to confine questions, such as public intervention in housing, preferably rental, to the metropolitan level and provided that it is reasonable, through public-private collaboration.

**D:** Affordable housing access features among its main goals. What are the mechanisms that HMB has been implementing to achieve this?

**J:** Habitatge Metròpolis Barcelona (HMB), a company 50% owned by the AMB and 50% by Barcelona City Council at the end of 2018, is already addressing one of the challenges: launching metropolitan public tools for affordable housing. But, as I have just mentioned, given the immensity of the challenge, we need capital, human resources and know-how for a sector, the affordable public-private housing sector, which in the rest of the EU, together with the public and cooperative sector, manages 27 million dwellings where 1 out of every 10 Europeans live, this proportion being much greater in benchmark cities for us (6 out of 10 in Vienna, 5 out of 10 in Amsterdam, 4 out of 10 in Berlin, etc). In other words, when HMB has corporate capital in 2019 that is 50% public (25% from Barcelona City Council and 25% from the AMB) and 50% private, what we will be doing is increasing our financial resources and *know-how*, thereby enabling us not just to provide 4,500 affordable protected rental dwellings within some 8 years, half of them in Barcelona city, but also to create an entity with the capacity to change the rules

of the game, given that it can be increased and replicated (giving rise to other similar operations). The cycle that will occur in HMB (for every municipal euro of investment, there will be another metropolitan and two private-sector euros, and with these four euros we'll be able to opt for European public funding with a further 6 euros) can be copied in subsequent HMB investment plans and recreated in other similar entities. What we have are replicable and systemisable long-term affordable-housing capital- and praxis-management accelerators. In fact, not only do we want to create a company but also to change the market and public action.

D: What are the main international examples in housing policies that have served as a reference for launching the HMB'?

J: The list is very long, as public-private collaboration practices in affordable rental housing go back many decades and on a massive scale (involving very significant percentages of housing in European cities) in places as diverse as Germany, Holland, France, the United Kingdom and Scandinavia. And all of them with different models, with their specific historical, legal, economic and technical features. However, in every case, based on the existence of formally private companies receiving all kinds of public aid in exchange for providing long-term affordable housing with some type of profit-limiting or no-profit mechanism. With numerous nuances depending on the place, we have entities earning money from affordable housing but which are either not distributing dividends and therefore reinvesting 100% of what they earn in the company or reinvesting part of its earnings and distributing the

other as dividends. Besides the nuances of each country, every example involves a combination of land, banking and budgets, all of which are public, as well as taxation put at the disposal of these private affordable rental housing operations. With all due respect to other successful experiences, the two models we know best and have received most influence and support from are the Austrian – with its legislation on non-profit housing (Wohnungsgemeinnützigkeitsgesetz WGG) – and the Dutch, with its housing corporations (vereniging van woningcorporaties, associated with AEDS).

D: To what extent do the neoliberal context and property speculation get in the way of the HMB achieving its goals?

J: The types of capital known in the market as opportunist and referred to by many in politics as "vulture" are there. And it is clear that they are having a negative effect on housing accessibility in large cities around the world. That's undeniable. But it would be better not to think that every property investment fund is short term and speculative. The 27 million public, cooperative or private non-profit dwellings that can be found in the EU are also funded and have every type of financial provider, partly State (remember there is public banking throughout the developed EU) and partly private. Which leads us to a subcategory, of private investment funds, those interested in funding long-term affordable rental housing projects to obtain a modest but very safe financial return. And both phenomena, that of opportunist and speculative funds, and that of long-term funds with modest but safe profits, are being promoted through globalisation. It is up to the political authorities to decide

on whether they should have a more neoliberal or more social-community globalisation. But it's clear, from a strictly technical point of view, that as housing experts we shall always recommend public intervention in housing with a threefold approach: public housing provision, public-private cooperation projects and legislation that protects against certain dysfunctional pathologies in the housing market. And even though globalisation and neoliberalism can appear somewhat omnipresent, we should remember that there are some EU countries with the same global economic and financial context where housing is almost exclusively provided by the private housing market and others where a considerable part of their housing supply is in the hands of the public authorities and public-private projects, to the point where there are successful and dynamic European cities where housing provision by the market alone is residual.

D: What has been learnt from the collaboration between public authorities and private entities?

J: Unfortunately have had no experience of large-scale investment in affordable rental housing and managing it for decades. There are European public-private operators that with a long practice in this field. And, between developing our capacities slowly and receiving a strong injection of know-how, I believe the choice is obvious. There is a lot we need to do in terms of financial innovation, long-term tenant management, attracting human talent to the workforces of companies of this type, putting affordable rental housing for tenants at the centre of the company, which implies knowing its situation and needs and co-designing operational

solutions. And obviously there is plenty for us to experiment with and learn about public-private cooperation in itself, when you consider there's still a lot of fear even today on both sides. Private capital is not meant to mix with party politics and public capital is quite wary of being accused of privatising public resources. Both parties must dispel these fears by working side by side in the same companies and for the same goals. The path to importing know-how and developing our own potential can only be made on the move. And that's what we're doing.

D: From your experience in housing management, what aspect would you highlight from Barcelona's situation compared to others?

J: The big public-private cooperation operations in affordable rental housing are going to enter Catalonia and Spain through metropolitan Barcelona. Here you have the necessary public conditions (healthy, professional, public authorities in search of innovation) and private conditions (a housing market where there are numerous subdivisions based on different business goals with very diverse products and services, and which has absorbed the lessons from the property bubble better than others). There is a window of opportunity that we need to know how to exploit. And I believe that as public authorities or market operators, we won't let that opportunity slip.

Management tools

Barcelona Right  
to Housing Plan

Amendment  
to the General  
Metropolitan Plan

Amendment to the  
Regulatory Byelaw on  
Municipal Intervention  
Procedures in Public  
Works (ORPIMO)

European public  
banking loans



“The key is in your  
hands” programme



# 2016-2025 Barcelona Right to Housing Plan

The Barcelona Right to Housing Plan (PDVB) is the strategic tool developed by Barcelona City Council to ensure housing maintains its social function between 2016 and 2025. The main goals and lines of action for improving the quality of public service in the area of housing can be identified in it.

Management tools

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The Plan<sup>15</sup> is divided up into 4 strategic areas proposing a series of measures for dealing with Barcelona's residential difficulties, needs and opportunities.

The first area proposes preventing and dealing with housing emergencies and social exclusion. Preventing residential exclusion is posed in terms of offering social benefits for accommodation, strengthening the role of housing offices, attending to energy poverty, understanding population ageing and giving shelter to refugees. Special attention is given to people in the process of losing their homes through a mediation service in cases involving difficulties in making rent or mortgage payments, through monitoring and support mechanisms for evictions, and through fines for big property owners that are not offering housing under an affordable rental system. Finally, people unable to access decent housing are dealt with by observing the housing situation in settlements, squats, substandard dwellings and overcrowded situations. The final goal is to attend to homeless people, by extending the programmes to offer them accommodation.

The second area focuses on ensuring the proper use of housing. Firstly, by mobilising vacant dwellings, for which housing censuses are being carried out and owners fined for keeping their dwellings vacant. Secondly, care is being taken to ensure properties keep their residential use and their residents. Measures include detecting and fining cases of property mobbing, planning regulation amendments to prevent residential use being substituted by other uses, restricting tourist use and controlling free-market rents. Lastly, this strategic area seeks to improve our knowledge and management of the public housing stock. Hence inspecting, regulating and fining improper uses of the public rental housing stock are proposed, as well as reforming the housing applicants' register and implementing tools for managing the demand for affordable housing.

15

The full text of the Plan can be consulted at [http://habitatge.barcelona/sites/default/files/documents/pdhb\\_volum\\_i\\_analisi\\_i\\_diagnosi.pdf](http://habitatge.barcelona/sites/default/files/documents/pdhb_volum_i_analisi_i_diagnosi.pdf)

[http://habitatge.barcelona/sites/default/files/documents/pdhb\\_volum\\_ii\\_pla\\_pel\\_dret\\_a\\_lhabitatge\\_2016-2025.pdf](http://habitatge.barcelona/sites/default/files/documents/pdhb_volum_ii_pla_pel_dret_a_lhabitatge_2016-2025.pdf)

[http://habitatge.barcelona/sites/default/files/documents/3\\_districtes\\_fi.pdf](http://habitatge.barcelona/sites/default/files/documents/3_districtes_fi.pdf)

[http://habitatge.barcelona/sites/default/files/documents/pdhb\\_volum\\_iv\\_annexos\\_pla\\_dret\\_habitatge.pdf](http://habitatge.barcelona/sites/default/files/documents/pdhb_volum_iv_annexos_pla_dret_habitatge.pdf)



The *Qüestions d'Habitatge* magazine dedicated its 21st issue to the Right to Housing Plan.

A third strategic area focuses on expanding the affordable housing stock. On the one hand, increasing the public stock by generating new plots of land for protected housing, implementing new social housing models, promoting new buildings and even buying existing buildings for allocation to public rental housing. On the other hand, extending and improving the financial help for renting in the private market, supporting this form of access. It also proposes mobilising the private stock to turn it into affordable housing, by registering empty land sites, attracting private housing, promoting renovation and reaching agreements with banks to mobilise their own stock of dwellings. Finally, it proposes boosting the social housing market by supporting the assigned-for-use cooperative model, the urban *masoveria* model (repairs in lieu of rent), and affordable housing developments offered by social entities.

The fourth strategic area proposes maintaining, renovating and improving the current housing stock. That poses the need for better knowledge of the state of the current stock, by systematising and gathering information, mapping the stock's conditions, identifying substandard housing environments, and continuing public renovation operations. It is also proposed to establish a renovation policy focused on the right to housing, which is capable of promoting the culture of maintenance and discipline in conservation. Other measures in that respect would include renovation grants and subsidies, neighbourhood plans and interventions with special impact. Finally, improving the intervention capacity of renovation policy is envisaged by introducing new mechanisms that facilitate funding and by promoting decent jobs through renovation.

## ANNEX 1: RESUM DELS OBJECTIUS QUANTITATIUS DEL PLA PEL DRET A L'HABITATGE DE BARCELONA 2016-2025

### A / PREVENIR I ATENDRE L'EMERGENCIA HABITACIONAL I L'EXCLUSIÓ RESIDENCIAL

Objectius quantitatius	2011-2015	2016-2020	2015	2016	2017	Total 2016-2017	% Assoliment
Ajuts al pagament de lloguer i deute del Fons de Lloguer Social	4.540.000 €	12.130.000 €	1.628.580 €	1.761.826,55 €	2.172.393,94 €	3.953.900,53 €	331,6 %
Ràtio de seguiment municipal (desmarcament de residència habitacional a la ciutat, en relació al seguiment municipal de la UCR)		0,60 (2016)	0,33	0,58	0,93	0,93 (2017)	155,0 %
Enfocació d'HIH grans assentaments (a partir de 30 residents)		any 2019					
Habitatges per a persones sense sostre: Primer la tar		150	50	SD (+15 funcions PAS)	SD (+15 funcions PAS)	65	43,3 %
Creació d'un programa experimental públic de lloguer d'habitatges		any 2017			2017 - Assolir	Assolir	100,0 %
Adaptaments acabats		100	25				
Implementació de la tramitació electrònica		any 2018					
Creació del web d'habitatge		any 2016		2016 - Assolir		Assolir	100,0 %

### B / GARANTIR EL BON ÚS DE L'HABITATGE

Objectius quantitatius	2011-2015	2016-2020	2015	2016	2017	Total 2016-2017	% Assoliment
Barris amb zones d'habitatges buits		73		5 barris	11 barris	17	23,3 %
Creació de l'Observatori d'Habitatge de Barcelona		any 2016		2016 - Assolir		Assolir	100,0 %
Publicació dels nous mitjans de lloguer de referència a la ciutat		any 2017			2017 - Assolir	Assolir	100,0 %
% d'adjudicacions en nova venda segons tipus d'habitatge protegit							
Lloguer social <sup>1</sup>	10 %	50 %	36 %	2 %	83 %	32,3 %	64,0 %
Lloguer assequible <sup>2</sup>	34 %	31 %	20 %	35 %	2 %	24 %	77,4 %
Dret de superfície	21 %	19 %	29 %	60 %	8 %	40 %	210,5 %
Lloguer total	44 %	81 %	56 %	37 %	85 %	56 %	69,1 %
Venda	25 %	-	15 %	2 %	7 %	4 %	
% d'adjudicacions en readjudicació d'habitatge protegit i habitatges provinents de Borsa de Lloguer, compra lliure, segons tipus d'habitatge <sup>3</sup>							
Lloguer social <sup>1</sup>	84 %	62 %	87 %	89 %	57 %	69 %	110,5 %
Lloguer assequible <sup>2</sup>	16 %	38 %	12 %	19 %	42 %	31 %	80,3 %
Dret de superfície			1 %	1 %	1 %	0 %	
Lloguer total	100 %	100 %	99 %	99 %	99 %	99 %	99,0 %
Venda		0 %		0 %	0 %	0 %	100,0 %
Creació d'un Servei d'acompanyament integral a l'habitatge		any 2017			2017 - Assolir	Assolir	100,0 %

<sup>1</sup> Inclou la venda d'habitatges protegits a les persones amb menys recursos econòmics i a les persones amb discapacitat. <sup>2</sup> Inclou el lloguer social i el lloguer assequible. <sup>3</sup> Inclou el lloguer social i el lloguer assequible. <sup>4</sup> Inclou el lloguer social i el lloguer assequible. <sup>5</sup> Inclou el lloguer social i el lloguer assequible. <sup>6</sup> Inclou el lloguer social i el lloguer assequible. <sup>7</sup> Inclou el lloguer social i el lloguer assequible. <sup>8</sup> Inclou el lloguer social i el lloguer assequible. <sup>9</sup> Inclou el lloguer social i el lloguer assequible. <sup>10</sup> Inclou el lloguer social i el lloguer assequible. <sup>11</sup> Inclou el lloguer social i el lloguer assequible. <sup>12</sup> Inclou el lloguer social i el lloguer assequible. <sup>13</sup> Inclou el lloguer social i el lloguer assequible. <sup>14</sup> Inclou el lloguer social i el lloguer assequible. <sup>15</sup> Inclou el lloguer social i el lloguer assequible. <sup>16</sup> Inclou el lloguer social i el lloguer assequible. <sup>17</sup> Inclou el lloguer social i el lloguer assequible. <sup>18</sup> Inclou el lloguer social i el lloguer assequible. <sup>19</sup> Inclou el lloguer social i el lloguer assequible. <sup>20</sup> Inclou el lloguer social i el lloguer assequible. <sup>21</sup> Inclou el lloguer social i el lloguer assequible. <sup>22</sup> Inclou el lloguer social i el lloguer assequible. <sup>23</sup> Inclou el lloguer social i el lloguer assequible. <sup>24</sup> Inclou el lloguer social i el lloguer assequible. <sup>25</sup> Inclou el lloguer social i el lloguer assequible. <sup>26</sup> Inclou el lloguer social i el lloguer assequible. <sup>27</sup> Inclou el lloguer social i el lloguer assequible. <sup>28</sup> Inclou el lloguer social i el lloguer assequible. <sup>29</sup> Inclou el lloguer social i el lloguer assequible. <sup>30</sup> Inclou el lloguer social i el lloguer assequible. <sup>31</sup> Inclou el lloguer social i el lloguer assequible. <sup>32</sup> Inclou el lloguer social i el lloguer assequible. <sup>33</sup> Inclou el lloguer social i el lloguer assequible. <sup>34</sup> Inclou el lloguer social i el lloguer assequible. <sup>35</sup> Inclou el lloguer social i el lloguer assequible. <sup>36</sup> Inclou el lloguer social i el lloguer assequible. <sup>37</sup> Inclou el lloguer social i el lloguer assequible. <sup>38</sup> Inclou el lloguer social i el lloguer assequible. <sup>39</sup> Inclou el lloguer social i el lloguer assequible. <sup>40</sup> Inclou el lloguer social i el lloguer assequible. <sup>41</sup> Inclou el lloguer social i el lloguer assequible. <sup>42</sup> Inclou el lloguer social i el lloguer assequible. <sup>43</sup> Inclou el lloguer social i el lloguer assequible. <sup>44</sup> Inclou el lloguer social i el lloguer assequible. <sup>45</sup> Inclou el lloguer social i el lloguer assequible. <sup>46</sup> Inclou el lloguer social i el lloguer assequible. <sup>47</sup> Inclou el lloguer social i el lloguer assequible. <sup>48</sup> Inclou el lloguer social i el lloguer assequible. <sup>49</sup> Inclou el lloguer social i el lloguer assequible. <sup>50</sup> Inclou el lloguer social i el lloguer assequible. <sup>51</sup> Inclou el lloguer social i el lloguer assequible. <sup>52</sup> Inclou el lloguer social i el lloguer assequible. <sup>53</sup> Inclou el lloguer social i el lloguer assequible. <sup>54</sup> Inclou el lloguer social i el lloguer assequible. <sup>55</sup> Inclou el lloguer social i el lloguer assequible. <sup>56</sup> Inclou el lloguer social i el lloguer assequible. <sup>57</sup> Inclou el lloguer social i el lloguer assequible. <sup>58</sup> Inclou el lloguer social i el lloguer assequible. <sup>59</sup> Inclou el lloguer social i el lloguer assequible. <sup>60</sup> Inclou el lloguer social i el lloguer assequible. <sup>61</sup> Inclou el lloguer social i el lloguer assequible. <sup>62</sup> Inclou el lloguer social i el lloguer assequible. <sup>63</sup> Inclou el lloguer social i el lloguer assequible. <sup>64</sup> Inclou el lloguer social i el lloguer assequible. <sup>65</sup> Inclou el lloguer social i el lloguer assequible. <sup>66</sup> Inclou el lloguer social i el lloguer assequible. <sup>67</sup> Inclou el lloguer social i el lloguer assequible. <sup>68</sup> Inclou el lloguer social i el lloguer assequible. <sup>69</sup> Inclou el lloguer social i el lloguer assequible. <sup>70</sup> Inclou el lloguer social i el lloguer assequible. <sup>71</sup> Inclou el lloguer social i el lloguer assequible. <sup>72</sup> Inclou el lloguer social i el lloguer assequible. <sup>73</sup> Inclou el lloguer social i el lloguer assequible. <sup>74</sup> Inclou el lloguer social i el lloguer assequible. <sup>75</sup> Inclou el lloguer social i el lloguer assequible. <sup>76</sup> Inclou el lloguer social i el lloguer assequible. <sup>77</sup> Inclou el lloguer social i el lloguer assequible. <sup>78</sup> Inclou el lloguer social i el lloguer assequible. <sup>79</sup> Inclou el lloguer social i el lloguer assequible. <sup>80</sup> Inclou el lloguer social i el lloguer assequible. <sup>81</sup> Inclou el lloguer social i el lloguer assequible. <sup>82</sup> Inclou el lloguer social i el lloguer assequible. <sup>83</sup> Inclou el lloguer social i el lloguer assequible. <sup>84</sup> Inclou el lloguer social i el lloguer assequible. <sup>85</sup> Inclou el lloguer social i el lloguer assequible. <sup>86</sup> Inclou el lloguer social i el lloguer assequible. <sup>87</sup> Inclou el lloguer social i el lloguer assequible. <sup>88</sup> Inclou el lloguer social i el lloguer assequible. <sup>89</sup> Inclou el lloguer social i el lloguer assequible. <sup>90</sup> Inclou el lloguer social i el lloguer assequible. <sup>91</sup> Inclou el lloguer social i el lloguer assequible. <sup>92</sup> Inclou el lloguer social i el lloguer assequible. <sup>93</sup> Inclou el lloguer social i el lloguer assequible. <sup>94</sup> Inclou el lloguer social i el lloguer assequible. <sup>95</sup> Inclou el lloguer social i el lloguer assequible. <sup>96</sup> Inclou el lloguer social i el lloguer assequible. <sup>97</sup> Inclou el lloguer social i el lloguer assequible. <sup>98</sup> Inclou el lloguer social i el lloguer assequible. <sup>99</sup> Inclou el lloguer social i el lloguer assequible. <sup>100</sup> Inclou el lloguer social i el lloguer assequible.

The Right to Housing Plan poses the need to tackle the current emergency situation with a commitment to provide solutions for needs, putting the social function of housing before everything else. It sets out a comprehensive strategy to tackle the problem in all its complexity, with seven major challenges and 59 specific initiatives.

**C / AMPLIAR EL PARC ASSOCIABLE**

Objectiu quantitatiu	2011-2015	2016-2020	2015	2016	2017	Total 2016-2017	% Assoliment
HPC dotacional i llochs adjudicats per l'Ajuntament en planejament aprovat	6.697	6.000	581	989	2.523	3.692	61,5 %
HPC dotacional i llochs adjudicats per l'Ajuntament en reparcel·lacions aprovades	6.969	4.000	1.351	34	1.738	1.772	31,8 %
<b>Total Sòl disponible</b>	<b>13.666</b>	<b>10.000</b>	<b>1.932</b>	<b>903</b>	<b>4.261</b>	<b>4.964</b>	<b>49,6 %</b>
HPC i dotacionals acabats per l'IMHAB	998	3.541	150	0 <sup>1</sup>	407	407	11,5 %
HPC en dret de superfície acabats per promotors socials	-	1.250	-	-	-	-	-
HPC acabats per cooperatives de cessió d'ús i masoveria urbana	-	155	-	-	-	-	-
HPC i dotacionals acabats amb l'Operador de Lloguer Assequible	-	750	-	-	-	-	-
Construcció d'una Associació d'Habitatge Assequible	-	any 2017	-	-	-	-	-
Adquisició habitatges	168	300	69	157 habitatges <sup>2</sup>	289 hab. + 300 en fase adquisició	446	49,6 %
Mobilització d'habitatges privats cap al lloguer assequible: BHL + Habitat3	777	2.050	777	960	1.017	1.017	11,7 %
Ajuts pagament lloguer <sup>3</sup>	61.397	67.500	9.117	9.688	9.685	19.153	28,4 %
Inversió en ajuts al lloguer <sup>4</sup>	108.750.000 €	162.000.000 €	19.972.953 €	21.362.899 €	24.115.238,00 €	45.477.598 €	28,1 %

<sup>1</sup> L'últim acord amb el DTOL a l'interior dels habitatges és el de 2014.  
<sup>2</sup> Inclou el cas de l'habitatge de l'interior del DTOL.  
<sup>3</sup> Inclou el cas de l'habitatge de l'interior del DTOL.  
<sup>4</sup> Inclou el cas de l'habitatge de l'interior del DTOL.

**D / MANTENIR, REHABILITAR I MILLORAR EL PARC ACTUAL**

Objectiu quantitatiu	2011-2015	2016-2020	2015	2016	2017	Total 2016-2017	% Assoliment
Edificis amb ajuts a la rehabilitació	3.152	3.887	630	790	1.321	2.111	54,3 %
Habitatges beneficiats per ajuts a la rehabilitació <sup>1</sup>	51.234	46.642	10.100	12.272	18.065	30.338	19,0 %
Recursos totals mobilitzats en ajuts a la rehabilitació <sup>2</sup>	263.730.000 €	391.515.000 €	58.616.649 €	71.593.748,50 €	88.001.596,16 €	159.595.345 €	54,7 %
Subvenció pública en ajuts a la rehabilitació (EDIRCEG) <sup>3</sup>	851.000.000 €	116.606.000 €	37.484.344 €	25.097.833,37 €	28.580.423,28 €	53.687.257 €	46,0 %
Habitatges beneficiats per ajuts a l'interior	1.766	-	-	69	225	291	16,5 %
Recursos totals mobilitzats en ajuts a l'interior dels habitatges	15.894.000 €	-	-	411.068 €	1.398.810 €	1.709.878 €	23,3 %
Subvenció pública en ajuts a l'interior dels habitatges	15.894.000 €	-	-	333.250 €	2.335.615 €	3.168.866 €	19,9 %
Recursos TOTALS mobilitzats	263.730.000 €	391.515.000 €	58.616.649 €	72.004.817 €	91.300.406 €	163.305.243 €	48,5 %
Inversió pública TOTAL	851.000.000 €	150.000.000 €	37.484.344 €	35.431.084 €	31.425.039 €	56.856.127 €	37,9 %
Edificis amb ajuts per accessibilitat (s'inclouen els apartats anteriors) <sup>4</sup>	1.775	-	144	142	196	339	26,5 %
Habitatges amb ajuts per accessibilitat (s'inclouen els apartats anteriors) <sup>4</sup>	15.825	-	1.892	1.885	2.472	4.357	27,5 %
Subvenció pública a l'accessibilitat (s'inclouen els apartats anteriors) <sup>4</sup>	45.000.000 €	-	4.912.143 €	848.124 €	11.051.766 €	11.899.890 €	26,4 %
Edificis inclosos en conveni de rehabilitació	385	-	15	15	20	35	9,6 %
Habitatges inclosos en conveni de rehabilitació	4.373	-	307	307	826	1.333	30,5 %
Recursos totals mobilitzats en conveni de rehabilitació <sup>5</sup>	29.166.667 €	-	997.793 €	-	13.002.077 €	13.999.870 €	48,0 %
Inversió pública als habitatges inclosos en conveni (COMUNITATS) <sup>6</sup>	17.500.000 €	-	848.124 €	-	11.051.766 €	11.899.890 €	68,0 %

<sup>1</sup> Inclou els ajuts a l'interior dels habitatges.  
<sup>2</sup> Inclou el cas de l'habitatge de l'interior del DTOL.  
<sup>3</sup> Pagament de l'IRPEU del DTOL en el cas de rehabilitació.  
<sup>4</sup> Pagament de l'IRPEU del DTOL en el cas de rehabilitació.  
<sup>5</sup> Pagament de l'IRPEU del DTOL en el cas de rehabilitació.





# Amendments to the General Metropolitan Plan

The General Metropolitan Plan (PGM) has been the current urban-planning arrangement in the Barcelona Metropolitan Area since 1976. The Amendment to the General Metropolitan Plan (MPGM) now being proposed will have an impact on several aspects that directly affect the area of housing: increasing the public housing stock, defining protection strategies for existing housing and transforming Poblenou's industrial sites.

Improving the quality of housing

Integration between housing and city

Action against property speculation

Action against gentrification

Promoting land for protected housing

Promoting renovations

Mobilising the private housing stock

Expanding the affordable housing stock

Easy access to housing

Social function of housing guarantee

Housing stability guarantee

Strengthening the right to housing

The Amendment to the PGM specifically proposes maintaining the existing stock and constructing new buildings for protected housing. In order to achieve that, the Amendment not only provides for recognition of housing units resulting from historical urbanisation processes but also sets out the conditions for restoring and improving them. It also envisages going ahead with new housing developments through transformational urban initiatives.

The first important measure is the approval of a Special Urban Development Plan for ordering Tourist Accommodation establishments (PEUAT). Its aim is none other than to regulate a responsible and sustainable form of tourism in the city, preserving the right to housing used in a responsible, respectful and appropriate manner. The intention is to stop tourist accommodation activity from replacing residential use by the city's inhabitants, by regulating its conditions.

A second, and very notable, measure in the proposed PGM Amendment involves protecting (subsidising) 30% of dwellings in new housing promotions and large-scale redevelopments in the future. This will affect all private promotions with more than 600 square metres of intervention. The particular goals of this decision are framed within the need to increase the public housing stock in the central neighbourhoods hit most by speculation and gentrification. If this measure is implemented properly, it will enable a substantial percentage of the new protected housing to be located in the worst-hit areas so far. This in turn is a measure that guarantees the private sector's participation in and co-responsibility for ensuring the right to housing. In fact, residents' bodies such as the Barcelona Federation of Residents' Associations (FAVB)

and the Platform of Mortgage Victims (PAH) have jointly led the demand for this amendment.

Along with this measure a proposal has been made to declare entire city of Barcelona a pre-emption right area. That means the City Council would become the preferential buyer of land and buildings for the prices that have been declared. Speculation processes on large properties would thereby be avoided, ensuring an alternative measure for expanding the public housing stock.

The PGM also raises the need for consistent use of the various regulatory tools for promoting diversity of uses and architectural typologies. For example, in order to develop housing complexes, the Amendment not only provides for special comprehensive plans that enable a change in the use of industrial buildings, so they can be turned into residential buildings, but also for the transfer of land. In that respect, one of the basic goals is to regulate the 22@ sub-area so appropriate treatment can be offered to the existing housing stock which, in most cases, even pre-dates the area's industrial sector. This recognition, as well as the proposal for some maintenance and renovation conditions, will help to meet local residents' demands, thereby clarifying the situation for over 4,600 dwellings. The new housing stock that will be added to the current one will be subject to a series of special conditions, notably that they will have to be promoted under a public protection system. Bearing in mind land can be acquired for new building projects through agreements, it is felt that it will be possible to maintain the level of diversity of uses by allocating 25% of new building land to housing.

Housing in general will play an important role in shaping the established urban fabric, although a series of urban planning parameters are being established to prevent the distortion of Poblenu's urban model. To that end consideration is being given to the possibility of encouraging initiatives that enable old industrial buildings to be converted into dwellings. Their reuse is set out under an Urban Improvement Plan, which will specify urban planning charges depending on the use that is made of them. Among other benefits, this will enable the industrial architectural heritage to be preserved and typologically unconventional housing to be offered.

A final aspect, and a third measure to be noted among the amendments to the PGM, is the provision of parking places in new building projects. If until now a number of places were regulated according to the number of dwellings, from now on it will be regarded as a non-binding condition in cases where the building's design and energy rating are committed to maximum efficiency and minimum consumption of resources and energy footprints.

In short, the amendment to the plan represents a built-area for new economic activity of more than 2.5 million square metres, protected housing that could cover more than 400,000 square metres, or an increase in green spaces of around 70,000 square metres.

EL FUTURO DEL DISTRITO TECNOLÓGICO BARCELONÉS

Los movimientos más destacados de los últimos meses

- Refuerzo del barrio
- Diferencia del distrito del 22@
- Nuevas propuestas de oficinas
- Nuevas propuestas residenciales



MAPA que muestra algunas de las nuevas propuestas de actuación en el distrito del 22@

# El norte reclama atención, el sur bulle de actividad

**BARCELONA** ■ El distrito del 22@, que cubre el área central de la ciudad, sigue siendo el núcleo de actividad económica y residencial más dinámico de Barcelona. Sin embargo, el norte del distrito está reclamando más atención por parte de las autoridades locales y del sector privado. Los planes de actuación para el distrito del 22@, que se están desarrollando desde el año 2015, incluyen una serie de medidas que buscan mejorar la calidad de vida en el barrio y fomentar el desarrollo económico. Entre ellas, se encuentran la creación de nuevas zonas de actuación urbanística, la mejora de la oferta de vivienda y la promoción de actividades culturales y deportivas. Además, se están llevando a cabo una serie de obras de infraestructura que mejorarán la movilidad y la accesibilidad del distrito.

El distrito del 22@, que cubre el área central de la ciudad, sigue siendo el núcleo de actividad económica y residencial más dinámico de Barcelona. Sin embargo, el norte del distrito está reclamando más atención por parte de las autoridades locales y del sector privado. Los planes de actuación para el distrito del 22@, que se están desarrollando desde el año 2015, incluyen una serie de medidas que buscan mejorar la calidad de vida en el barrio y fomentar el desarrollo económico. Entre ellas, se encuentran la creación de nuevas zonas de actuación urbanística, la mejora de la oferta de vivienda y la promoción de actividades culturales y deportivas. Además, se están llevando a cabo una serie de obras de infraestructura que mejorarán la movilidad y la accesibilidad del distrito.

El distrito del 22@, que cubre el área central de la ciudad, sigue siendo el núcleo de actividad económica y residencial más dinámico de Barcelona. Sin embargo, el norte del distrito está reclamando más atención por parte de las autoridades locales y del sector privado. Los planes de actuación para el distrito del 22@, que se están desarrollando desde el año 2015, incluyen una serie de medidas que buscan mejorar la calidad de vida en el barrio y fomentar el desarrollo económico. Entre ellas, se encuentran la creación de nuevas zonas de actuación urbanística, la mejora de la oferta de vivienda y la promoción de actividades culturales y deportivas. Además, se están llevando a cabo una serie de obras de infraestructura que mejorarán la movilidad y la accesibilidad del distrito.

**ATA DEBANDA EMPRESARIAL**  
**"Todos quieren estar en el 22@, desde buhetes tradicionales hasta empresas disruptivas"**

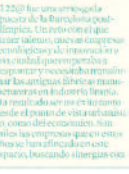
**BUENAS NOTICIAS RESIDENCIALES**  
**Las asociaciones vecinales advierten que sólo se construyen pisos de lujo en el barrio**

Múltiples se declaran a ser modificada el plan urbanístico urbanístico para el distrito de más vivienda pública al 22@, la iniciativa privada por los últimos en los alrededores del distrito tecnológico. La vivienda más barata de los principales promotores que se están desarrollando en los proximidades del 22@ queda los 100.000 euros. En agosto, el precio medio económico es de unos 100.000 euros y en un caso concreto se aproxima a los 120.000 euros. La vivienda que cubre la oferta de oficinas, se basa también la demanda de viviendas nuevas. Anna Esteban, directora de la oficina de la Generalitat de Catalunya (GBC) en Barcelona, afirma: "El distrito del 22@ es el que tiene el mayor número de edificios", añade que las empresas modernas, en un barrio muy innovador, como gran diversidad de oferta de vivienda residencial, también innova que "se está generando un gran número de viviendas de calidad en el centro del distrito". Los promotores se decantan por las viviendas de lujo, que son más rentables.

Es por eso, entre otras razones, que las vecinales son muy interesadas en el proceso participativo abierto por el Ayuntamiento para el distrito del 22@, que se está desarrollando desde el año 2015. No obstante, la demanda de vivienda de calidad es muy alta y se está generando un gran número de viviendas de lujo, que son más rentables.

## La apuesta que superó las expectativas

**ANÁLISIS**  
Silvia Angulo



El 22@ fue una apuesta de la alcaldía de Barcelona por el distrito del 22@. La apuesta fue a largo plazo y que con una compleja estructura de financiación. El Ayuntamiento de Barcelona, a través de la Agencia de Promoción Urbana del Distrito del 22@, ha estado trabajando para atraer inversión y crear empleo en el distrito. La apuesta ha sido muy exitosa, ya que el distrito del 22@ ha crecido significativamente en los últimos años. Esto se debe a la creación de nuevas zonas de actuación urbanística, la mejora de la oferta de vivienda y la promoción de actividades culturales y deportivas. Además, se están llevando a cabo una serie de obras de infraestructura que mejorarán la movilidad y la accesibilidad del distrito.

El Ayuntamiento de Barcelona, a través de la Agencia de Promoción Urbana del Distrito del 22@, ha estado trabajando para atraer inversión y crear empleo en el distrito. La apuesta ha sido muy exitosa, ya que el distrito del 22@ ha crecido significativamente en los últimos años. Esto se debe a la creación de nuevas zonas de actuación urbanística, la mejora de la oferta de vivienda y la promoción de actividades culturales y deportivas. Además, se están llevando a cabo una serie de obras de infraestructura que mejorarán la movilidad y la accesibilidad del distrito.

A critical review of the plans for the 22@ district is one of the Amendment to the General Metropolitan Plan's goals. The possibility of raising the percentage of social housing to replace office volume was seen as an opportunity for improving both the colonisation of neighbourhood and the supply of affordable housing in the city.



The Amendment to the Regulatory Byelaw on Municipal Intervention Procedures in Public Works (ORPIMO) – a municipal tool designed to regulate administrative intervention in public works – seeks to implement measures for or safeguarding the rights of local residents during the renovation processes of residential buildings.

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The ORPIMO is a municipal byelaw that determines the types of intervention that can be carried out in municipal works – whether public or private – by establishing the necessary documents and requirements for their admission and the awarding of the corresponding building permit.

The proposed amendment provides for a specific intervention on three aspects of the byelaw:

First, promoting power generation by fostering and facilitating the incorporation of solar-thermal and photovoltaic facilities.

Second, ensuring that owners comply with their legal obligation in every housing-block renovation process to re-house tenants, should their residence need to be evacuated during the renovation work. The amendment also provides for facilitating all the disciplinary actions necessary where that obligation is breached.

Finally, it proposes the provision of safety measures for protecting not only the surrounding buildings but also the public space where public works are carried out in the subsoil.

The ORPIMO amendment is designed as a tool capable of fighting against gentrification, property speculation and residential exclusion. To that end it introduces a new protocol for obtaining permits in residential-block renovation processes. That way, for the work to be carried out, the owners or promoter must provide the City Council with a series of documents which include a commitment of responsibility for re-housing local residents, the re-housing plan itself, information on the people who legally reside in the dwellings, and the temporary accommodation's calendar and features.



## Lluitem contra la gentrificació i fomentem la sostenibilitat

ORPIMO: ORDENANÇA REGULADORA DELS PROCESSOS D'INTERVENCIÓ MUNICIPAL EN OBRES



### LLUITA CONTRA LA GENTRIFICACIÓ

Garantint el reallojament i el retorn dels llogaters després de grans reformes o rehabilitacions



### IMPULS DE L'ENERGIA SOLAR

Amb facilitats per tramitar petites instal·lacions de plaques solars



### SEGURETAT AL SUBSÒL

Exigint plans d'auscultació del subsòl per evitar moviments de terres i garantir la seguretat dels edificis



El propietari d'un immoble vol fer una gran obra de reforma o rehabilitació



Haurà de presentar una declaració responsable amb el compromís de real·lotjar i garantir el retorn dels llogaters



L'Ajuntament valorarà la proposta i autoritzarà les obres si es compleix el real·lotjament dels llogaters

The ORPIMO amendment puts a halt to property mobbing and stops renovation being used as an excuse for harassment and *mobbing*. From now on, the byelaw itself will have protocols at its disposal for investigating and halting alterations that are suspected of involving bad practices.



# European public banking loans

Barcelona City Council has received €184 million in two lines of credit for housing initiatives from European institution banks. In May 2017, the European Investment Bank (EIB) granted €125 million for building social rental housing. In September 2017, the Council of Europe Development Bank (CEB) agreed to provide €59 million for the same purpose.

Improving the quality of housing

Integration between housing and city

Action against property speculation

Action against gentrification

Promoting land for protected housing

Promoting renovations

Mobilising the private housing stock

Expanding the affordable housing stock

Easy access to housing

Social function of housing guarantee

Housing stability guarantee

Strengthening the right to housing

These operations are enshrined in the Right to Housing Plan (2016-2025). Municipal policy has attempted to open up to a more plural by incorporating new types of banks in municipal management, such as multilateral credit institutions, cooperatives and ethical banking entities. They fit in with the goal of raising public funding for social-housing initiatives, where awarding credit is no longer within the current lines of action of either the Catalan Institute of Finance or Spain's Official Credit Institute. Let's look at each of these entities' operational dynamics.

### Loans from the European Investment Bank.

The European Investment Bank (EIB) granted the Barcelona Municipal Housing Trust a loan of €125 million in May 2017. The loan funded up to 50% of the total costs of developing 23 new housing promotions planned at the time, totalling 2,198 new flats for public rental housing. The promotions will be located in 8 of the city's districts and the total area of the new housing will come to 187,277 square metres.

The EIB applies various selection criteria when granting loans. For one thing, the project has to have a social vocation, focusing on people who cannot access the private housing market. That means the new dwellings planned in Barcelona will be incorporated into the public rental housing pool and offered to applicants on average or low incomes, at a rent that corresponds to their income. Out of all the planned units, 585 will be reserved for people over the age of 65 with limited resources and adapted to people with reduced mobility. At the same time, the loan will only apply to projects and dwellings with a high environmental rating.

Consequently, the new housing units will be built according to the new energy-efficiency standards, thus reducing energy-consumption costs and pollutant emissions.

#### Loan from the Council of Europe Development Bank

The Council of Europe's Development Bank (CEB) granted Barcelona City Council a loan of €59 million in September 2017 to build rental housing. This operation will fund the 26 projects current at that time and is in addition to the loan of €125 million from the European Investment Bank. In all, 2,322 dwellings will benefit, with a total of 199,677 square metres of building space, in several of the city's districts.

The CEB's missions include supporting social-housing projects, especially those intended for vulnerable groups and groups encountering difficulties accessing housing in the market. That means promotions that the loan is linked to will be allocated to social rental housing for people on average or low incomes, with some specifically designed for people over the age of 65.

Another of the variables that the CEB is examining for granting loans is the projects' sustainability criteria. As for the dwellings that will benefit, they will all have high energy-efficiency standards.

## MUNICIPAL



ÁLEX GARCÍA

Two European banking institutions have granted financial aid to Barcelona City Council for the promotion of social rental housing.

These are units that will be promoted in several districts, intended for families with limited resources and built under the highest energy-efficiency standards.

# Barcelona recibe 125 millones para construir 2.200 pisos públicos

**BARCELONA** Redacción

El Banco Europeo de Inversiones (BEI) aprobó ayer financiar con 125 millones de euros la construcción de 2.189 viviendas de alquiler público. El crédito del BEI, a 30 años, cubrirá el 50% del coste de los proyectos de 23 promociones de pisos previstos en el Plan de Derecho a la Vivienda 2016-2030. El 50% restante del dinero que se necesita para llegar a los 245 millones que se prevé que costarán estos edificios estará financiado en un 31% por el Ayuntamiento de Barcelona, y también a través de otras entidades financieras, que aportarán el 19% que falta para llegar a esta cifra.

Las condiciones de retorno, más favorables que las de la banca privada, supondrán un ahorro en intereses para el

Consistorio de 45 millones de euros. El teniente de alcalde Gerardo Pisarello se mostró satisfecho por la noticia y aseguró que se trata de la primera vez que el BEI aprueba una financiación de esta magnitud para la construcción de vivienda pública.

El BEI es muy riguroso en la aplicación de criterios sobre la calidad ambiental de las viviendas y de los edificios. Además, según el concejal de Vivienda, Josep Maria Montaner, en la concesión del crédito ha sido clave que el 80% de las viviendas se destinan a alquiler social y en ellas se introduzcan mejoras desde el punto de vista medioambiental. Una vez obtenida la autorización de este crédito del BEI, el pleno municipal deberá aprobarlo, algo que se estima que sucederá en junio, y permitirá firmarlo a principios de verano. ●





“The key is in your hands”  
programme

“The Key is in your hands” is a  
publicity campaign for attracting the  
flats of small property-owners to the  
Municipal Housing Pool. Launched in  
December 2016 it is enshrined in the  
Right to Housing Act.

Management tools

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The campaign is centred on informing flat owners that they can benefit from the advantages that come with registering their properties with Barcelona City Council's Housing Pool.

Among these it is worth highlighting:

The City Council acts as a lease guarantor.

Owners have the security that their leases' terms and conditions will be complied with (rent payments, flat upkeep, etc.)

Technical and legal advice for drafting leases.

Help with in arrangements and procedures (obtaining habitability and energy-efficiency certificates).

Renovations grants.

Co-habitation units and units with young people (aged 18-35) will be given access to a decent home.

The campaign was given its own image for conveying its message through several formats (website, publicity video etc.) It provides all the information needed for arousing the interest of people who wish to rent their flats out through the City Council Housing Pool. The conditions that are offered include Housing Pool mediation between owners and tenants, security of compliance with the lease, financial incentives for owners, renovation grants where necessary, municipal tax-rate subsidies, guarantees of cover and maintenance, legal and technical advice etc.

The flats must meet the following conditions:

Be located in the city of Barcelona.

Have a habitability certificate or be in a position to obtain one.

Have an energy-efficiency certificate or be in a position to obtain one.

Be in the Housing Pool.

Owners who are interested must fill in a form requesting information or visit one of the municipal housing offices. The publicity video emphasises two basic arguments: the security of the process and contributing to the common good of citizens. The voice-over recites "I'm earning a little less but peace of mind is priceless, plus I'm doing my bit to make Barcelona a fairer city." Significantly, in only the first three months of the campaign, the Housing Pool attracted 101 flats by means of this method.



The success of “The key is in your hands” dissemination programme can be explained by the experiences of Barcelona residents who decide to put their properties in the Rental Housing Pool. The security offered by the City Council and the social value contributed are decisive when it comes to providing flats.

Si tens un pis  
i el vols llogar amb  
garanties, facilitats  
i responsabilitat,  
posa'l a la borsa  
de lloguer



 Tu tens la clau



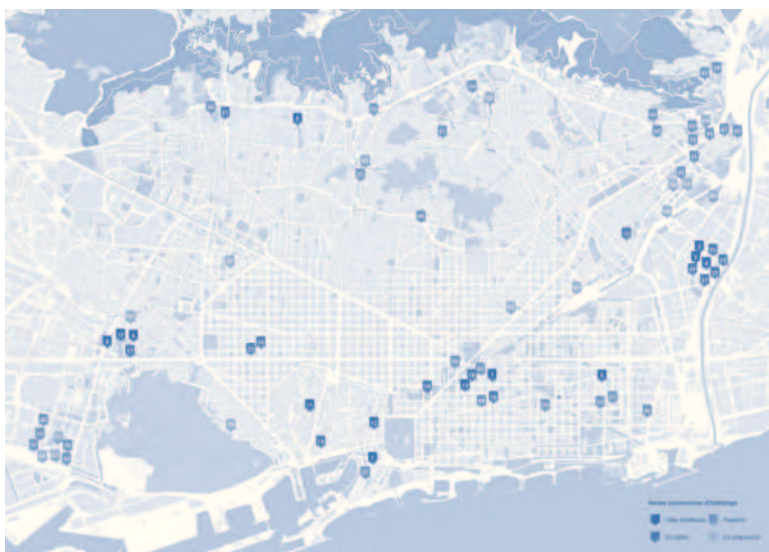
# Implementation

A large part of housing resources and policies go towards implementing and achieving affordable housing. In that respect, the innovation contributed by Barcelona City Council has centred on three basic factors. From the typological point of view, the assigned-for-use housing-access model has been incorporated. This facilitates *cohousing* solutions, valid for cooperative self-promotion of homes that incorporate common uses and spaces. From the technological point of view, temporary and light action models have been incorporated to provide rapid responses to housing emergencies. Finally, priority has been given to renovation-related initiatives, by considering the opportunities of all the stock already built. The current situation shows a total of 72 initiatives under way throughout the city, taking into account the entire catalogue of interventions and the different stages of the processes. The implementation in process involves the promotion of over 4,600 affordable dwellings, an unprecedented level of production.

The new agents incorporated into this working stage can be divided into two groups. On the one hand, the actual agents of the new collaborative, cooperative, sustainable, ethical and responsible economy. We are talking about foundations and cooperatives that can manage and produce part of the affordable housing stock, even ensuring their social function for longer than the public entities. On the other hand, new agents are appearing that need to tackle the difficulties of the emergency housing situation, preventing exclusion and planning strategies and alternatives in order to ensure the universal right to housing. In particular, the Residential Exclusion Unit (UCER) is seen as an entity capable of meeting this challenge. One of its main objectives is to establish a new discipline that facilitates the necessary fines in situations that complicate the right to housing (vacant flats, substandard housing, etc.)



As regards the new tools launched, we can distinguish a threefold strategy. First, the use of resources which explore the possibilities of existing opportunities in the city. Both the ATRI initiatives and the APROPs focus their attention on available resources for building in the very places requiring responses to housing emergencies. Second, the renovation of housing interiors, which respond to the same need to optimise existing properties. Finally, architectural competitions which, while not an innovative resource *per se*, do produce results, such as a new housing stock creatively designed in response to current needs.



Map of 72 promotions under way



Implementation agents

Promotion foundations  
and cooperatives

Residential Exclusion  
Unit (UCER)

Assigned-for-use  
cooperatives

# Residential Exclusion Unit (UCER)

The Residential Exclusion Unit is designed to deal immediately with residential exclusion, by responding to the co-habitation units affected by evictions and dealing with vulnerable situations.

Implementation agents

1651

Strengthening the right to housing  
Housing stability guarantee  
Social function of housing guarantee

Easy access to housing

Expanding the affordable housing stock

Mobilising the private housing stock

Promoting renovations

Promoting land for protected housing

Action against gentrification

Action against property speculation

Integration between housing and city

Improving the quality of housing

The UCER consists of an inter-disciplinary team with technical and administrative profiles who specialise in preventing evictions and assisting people affected by them. The unit's work is focused on locating measures to take preventive action in eviction processes, thus strengthening the strategies to deal with social emergencies and energy poverty.

Its theoretical model is based on the European ETHOS system that defines residential exclusion under four categories:

Rooflessness. Having either no physical space to live in or very restricted access to such space (only at certain times).

Homelessness. Occupying a physical space for temporary residence or under a shelter system. This applies to people occupying temporary accommodation, internment institutions, prisons and medical institutions, children's institutions or shelters for victims of gender violence, or supervised inclusion dwellings.

Insecure housing. Where individuals or families live in a dwelling without any guarantees to it (no tenancy, precariously or under irregular tenancies) or in physical or psychological insecurity (harassment and abuse). This also applies to people given shelter by family members or friends.

Inadequate housing. Where individuals or families reside in habitation that is unfit or in poor condition, which cannot be regarded as housing. Such is the case with buildings not intended as dwellings, irregular settlements, dwellings in a poor state of conservation or in ruins and overcrowded dwellings.

In all such cases the UCER carries out its functions in accordance with two lines of work.

Preventing evictions and assisting those affected by them. Working with information taken from the courts and from the housing offices in the various districts, in addition to other entities. Thanks to such information, the UCER can activate several types of mediation processes to help people at risk of residential exclusion.

Housing discipline. The UCER aims to encourage and ensure the proper use of housing and thereby prevent its use for speculative and anti-social purposes. It is therefore empowered to start disciplinary proceedings against substandard housing, overcrowded housing, vacant dwellings, property mobbing, lack of conservation in housing blocks and large property owners who fail to offer social rental housing.

Three UCER initiatives in particular are worth highlighting. First, it has created an action protocol with the various municipal bodies involved in assisting people at risk of exclusion. Second, it has established communication channels with the Department of Justice Duty Service to find out when evictions are planned and thereby immediately assist people with municipal services. Third, it has set up district boards to discuss the various evictions and find possible solutions for dealing with the people at risk within the possible frameworks.

LA VIVIENDA EN BARCELONA



BARCELONA CUENTA CON UN PARQUE DE 15.000 VIVIENDAS DE ALQUILER A UN PRECIO PÚBLICO. ESTE REFERENCIO AL CONSUMIDOR O A ENTIDADES SOCIALES DE LA CIUDAD. 111

# Con la vivienda no se juega

Barcelona quiere garantizar este derecho básico con acciones para prevenir los desahucios, ayudas al alquiler y a la rehabilitación, la ampliación del parque público y el control de precios

Las medidas de la crisis son evidentes. En los últimos cinco años, las desigualdades se han acentuado en Barcelona, y el derecho a la vivienda parece más una utopía que una realidad. A la congestión de alquileres y un alza de precios elevados, hay que sumar el incremento del precio de los alquileres, la falta de vivienda pública y la proliferación de pisos turísticos, hechos que han provocado que muchas familias tengan dificultades al no poder comprar un piso, sino para alquilarlo. "Este problema, que también afecta a las clases medias, y el de los desahucios, son dos de los más graves que tiene la ciudad", subraya Javier Burón, gerente de Vivienda del consistorio.

**PARA LOS DESAHUCIOS**  
Entre las situaciones más críticas que vive la ciudad, y que necesitan una solución

urgente, encontramos los desahucios. Por este motivo, el consistorio ha creado la Unidad Contra la Exclusión Residencial (UCER), integrada por 15 profesionales preparados para evitar desahucios, y realizar servicios. "A pesar de lo que la ley que hace esta unidad, la realidad es que los desahucios no disminuyen y cada semana nos encontramos con un número relevante de casos", explica Burón. Además, observamos que está cambiando el perfil, y ya no hay desahucios por impago de hipotecas, sino del alquiler". El gerente de Vivienda añade: "Hasta hace

*J. Burón: "Limitando el precio de los alquileres protegemos al consumidor y al mercado de viviendas de la ciudad"*

pois disponíamos de una ley autonómica, la 24-2015 de medidas urgentes para afrontar la emergencia habitacional y la pobreza energética, que nos permitía utilizar instrumentos que frenaban muchos desahucios. Desde la entrada de la ley, el número de desahucios ha aumentado".

**AYUDAS AL ALQUILER**  
Otra fuente en la que se trabaja desde el consistorio es a través de las ayudas al pago del alquiler. El Ayuntamiento de Barcelona ha incrementado hasta 20 millones de euros anuales el pasado ejercicio la cifra de dicho recurso: las ayudas al alquiler. "Es necesario aportar fondos municipales para evitar que ciertas familias, que se encuentran en situación de vulnerabilidad económica y podrían ser desahuciadas por no pagar el alquiler, por medio de estas ayudas puedan evitar quedarse en la calle

**NUEVA WEB**  
El portal de acceso a la vivienda

**Habitatge.barcelona** es la nueva web de la vivienda de Barcelona donde, en un único portal, se puede encontrar toda la información, los servicios y las peticiones sobre la vivienda de la ciudad. Desde las ayudas a la rehabilitación, pasando por las cuestiones relacionadas con el alquiler, la prevención de los desahucios, las promociones públicas en renta o el registro de adquirentes. Todo en un mismo portal a través del cual también se buscará fomentar el alquiler de pisos vacíos

ENTREVISTA A ESPERANZA ESCRIBANO, periodista experta en el sector inmobiliario

## "Tener un piso es un derecho, no un lujo"

Esperanza Escribano es periodista experta en vivienda. Actualmente participa en un estudio financiado por el European Journalism Fund para investigar cómo los fondos buitre se extienden por el mercado inmobiliario europeo. Escribano se encarga de analizar la situación en Alemania.

**¿Podemos comparar lo que sucede en las principales ciudades alemanas con**

**la situación que vivimos en Barcelona?**  
No tiene nada que ver. En Alemania el 80% de la población vive de alquiler, no hay desahucios, o la cifra es muy baja y, si se da un caso, el Estado se encarga de dar una solución en forma de ayuda o de vivienda pública. Los alemanes tienen muy claro que la vivienda es un derecho, no un lujo, al que todo el mundo debe poder acceder, y es muy difícil que un propietario pueda echar a un inquilino.

debe vivirlo con tres años de antelación y debe ser por una causa muy justificada.

**¿Qué otras diferencias significativas encontramos?**  
Durante muchos años, en Alemania se ha constituido vivienda pública, aunque también es cierto que posteriormente muchos pisos se vendieron a fondos de inversión. Ahora, con la llegada de refugiados y los problemas con que se encuentra la gente



The new Residential Exclusion Unit proposes to safeguard the right to housing by proposing and taking action that can prevent evictions. Preventive measures that will be adopted include financial help with rent payments and renovations, locating available flats to expand the affordable housing stock and rent control.



y, a la vez, ofrecer una garantía a los propietarios de los inmuebles de que cobrarán el alquiler", explica Buzón, quien añade: "Ninguna otra ciudad del Estado dispone tantos recursos e ayudas específicas para el pago de alquileres y evitar desahucios, como en Barcelona es necesario".

**VIVIENDA PÚBLICA**  
 Otro de los grandes temas que preocupan al consistorio barcelonés es el de la creación de un parque público de vivienda de alquiler. "Si se hubiera hecho de manera constante en décadas anteriores, ahora no estaríamos como estamos, donde sólo tenemos 10.000 pisos de alquiler que no se rigen por los regios del mercado, porque son municipales o de entidades sociales".

En las anteriores mandatos, el Patronat Municipal de l'Habitatge construyó entre 200 y 300 pisos anuales, mientras que el actual gobierno tiene previsto producir una mil viviendas al año en zonas como el 22B, la Marina del Prat Vermell o la Sagrera. "La idea es construir 1.250 al año hasta el 2018, y luego mantenerlos en el millo. El problema es que las viviendas no son de creación inmediata", remarca el responsable municipal. Por este motivo, y para dar

*Desde la anulación de la Ley 24/2015 de emergencia habitacional, ha aumentado el número de desahucios*

respuesta a las necesidades actuales, el consistorio negocia y llega a acuerdos con bancos y fondos para adquirir pisos a bajo precio, "ya que las necesidades de vivienda no pueden esperar".

**AUDAS A LA REHABILITACIÓN**  
 Las ayudas a la rehabilitación hacen años que funcionan en Barcelona. "Lo que ahora buscamos es que se dirijan a barrios con problemas socioeconómicos relevantes, a familias con determinados niveles de renta y que sirvan para solucionar carencias en las viviendas de los pisos que permiten que las personas mayores puedan vivir más años, y con más calidad, en su hogar. En la ciudad cada vez hay -y habrá- más gente mayor, y es un aspecto que hay que tener muy presente", remarca Buzón.

**CONTROL DE PRECIOS**  
 El de los pisos vuelve a ser otro problema que sufre la ciudad. Actualmente se está realizando un censo por barrio para conocer el número de viviendas vacías, y se impulsa una campaña para incrementar el parque de alquiler de Barcelona.

"Un tema serio es el que hay que existir, según Berlin, es la necesidad de controlar los precios de los pisos. "Hace diez años, cuando hablabas del control de precios, a

juven para alquilar un piso, tienen que haya falta de vivienda pública y se plantearíamos como alojamiento".

**¿En qué situación se encuentra el inquilino frente al arrendador?**  
 El mercado de alquiler está mucho más regulado que aquí hay un precio máximo de alquiler por metro cuadrado, y el alquiler sólo se puede incrementar por una causa muy justificada.

**¿Cuáles?**  
 Las principales son: si el propietario actualiza la vivienda y, por ejemplo, pone electrodomésticos más cómodos que permitan un mejor consumo, entonces puede solicitar un aumento del precio del alquiler; y la otra es demostrando

**DATOS abiertos**



**Desahucios**



todos los precios algo más altos, pero ahora, cuando dices que hay barrios con problemas de alquiler y que hay problemas de accesibilidad, y observamos que se pueden producir procesos masivos de expulsión de habitantes de Barcelona hacia las ciudades del entorno, y que urban como Berlín y París ya han tomado medidas para limitar en determinadas zonas el incremento de los precios de los alquileres, ya no lo ven como algo tan extraño. Hoy hay más gente preocupada, y desde el consistorio consideramos que hay que realizar acciones al respecto", concluye el gerente municipal de Vivienda.

que el precio de los alquileres de la zona ha aumentado, pero entre punto a veces, depende de cómo cada uno lo interprete, y los fondos buitre aquí pueden hacer mucho daño, ya que compran todas las viviendas de un barrio, reforman un par que estaban vacías, y este hecho puede justificar un aumento del precio del alquiler en toda la zona.

**¿Cómo valora la situación que se vive en Barcelona y en Catalunya?**  
 Hasta ahora, con la Ley 24/2015 de emergencia habitacional, Catalunya era la comunidad de España que más protegía al inquilino. Es una ley que quería evitar que los bancos vendieran pisos a fondos buitre. El problema es que hoy la ley está suspendida.

**OPINIÓN**

**PABLO FEU**

Abogado y asesor jurídico de la Oficina de l'Habitatge de Ciutat Vella



**Repercusiones de la suspensión de la ley antidesahucios**



El Tribunal Constitucional ha suspendido la aplicación de cuatro bloques de medidas previstas en la Ley 24/2015, de medidas urgentes para hacer frente a la emergencia en el ámbito de la vivienda aprobada por el Parlamento de Catalunya. El primer bloque pretende resolver, por medio de la negociación y antes del inicio de acciones judiciales, las situaciones de subdesahucio derivado al impago. La Ley prevé que esta medida se aplique si el arrendador solicita la suspensión de la ley, ninguna norma obliga a los acreedores (incluidos los entes sociales) a aceptar la suspensión voluntaria por parte del arrendador, sino que puede mediar la deuda en los juzgados.

El segundo bloque suspendido se refiere a las medidas preventivas para evitar que un desahucio sea por impago del alquiler o de la hipoteca, lo que conlleva la pérdida de la vivienda del propietario. El Tribunal Constitucional ha suspendido la obligación del arrendador o de la persona que le otorga el préstamo, de ofrecer un alquiler social para que el deudor se mantenga en la vivienda cuando esté en situación de riesgo de exclusión social por no objetivamente boga. Ha quedado igualmente suspendida la posibilidad de que la omisión de este ofrecimiento se considere infracción. No hay alternativa a esta medida, por lo que el oferta de un alquiler social depende únicamente de la voluntad de quien otorga el préstamo (propietario o entidad bancaria) sobre el que ha otorgado una garantía que cubra el desahucio.

El tercer bloque se ocupa de las medidas para evitar que las entidades financieras, y otros que adquieren muchas viviendas en propiedad, los alquileres y, por culpa de ello, se encarezca el mercado de alquiler por falta de oferta. La ley conlleva a estas entidades grandes tenedores y les obliga a ceder las viviendas que llevan vacías más de dos años, se encuentran en municipios con una fuerte demanda y con personas en riesgo de exclusión residencial. Esta es una medida pensada para evitar que se especule con una situación, tener un gran vacío más de dos años, que está regulada en otra ley diferente y placemento aplicable la Ley 18/2007, del Derecho a la vivienda. A diferencia de los bloques anteriores, en este caso sí hay una alternativa. Esta última ley prevé que antes de sancionar a un propietario por tener una vivienda vacía más de dos años, se le ofrezca la opción de cederla temporalmente como vivienda social. La cesión no opera como una obligación directa, sino como una alternativa a una sanción que puede ser muy alta.

Finalmente, ha quedado también suspendida la posibilidad prevista en la Ley 24/2015 de que el deudor pueda atenuar su deuda. Era posible pagar el mismo precio (sobrevalorablemente más bajo que el importe de la deuda) por el que se tomara normalmente las cuentas como fondo buitre - que no compra al mismo propietario - en la mayoría de los casos una entidad bancaria - la vivienda. Actualmente esta medida no tiene alternativa y la posibilidad de que el deudor pueda extinguir la deuda por el mismo valor al que su acreedor le ofrezca al fondo buitre depende, exclusivamente, de la voluntad del acreedor (la entidad bancaria).

**La anulación de cuatro bloques de la ley perjudica a los ciudadanos con menos recursos económicos**

## Vanesa Valiño interview

Vanesa Valiño is a Political Sciences and Administration graduate, an expert in equality policies and the Chief of Staff at the Barcelona City Councillor's Office for Housing.

D: Barcelona City Council has launched a key tool for fighting against exclusion and the housing emergency: the Residential Exclusion Unit (UCER). How would you rate the current housing emergency in the city?

V: Indeed it has. As soon as we took office, we set up a working team, the UCER, whose goals include assisting people who are threatened with an eviction order. It is made up of 12 professionals tasked with mediating with the dwelling's owner to stop the eviction and, where the mediation fails to have any results, accompanying the people affected right up to the end of the process, especially on the day of the eviction. The unit was created to deal with the people having difficulties with their mortgage payments. Even so, failure to pay rent is rapidly becoming the prevailing reason for evictions, reaching 85% in 2017. The UCER attended to over 6,500 family units between its creation in November 2015 and October 2018. The most dramatic aspect is that in many cases we are talking about people who are working but earn miserable wages. The most usual profile is a couple with children, with very unsteady work, where one of them loses their job or falls ill and

there is no way for them to pay their rent. We also have to deal with squatting by people who are mostly very vulnerable. We know that there are mafias exploiting this vulnerability and doing business by enabling people to enter private homes. That is why we have been insisting for some time that the Generalitat needs to order police investigations into these practices. The housing emergency is affecting more and more middle class people. We are coming across genuine abuses by investment funds that purchase entire estates with tenants and attempt to expel them, without respecting their most basic rights. Or families whose rent suddenly goes up from €800 to €1,200 a month.

To cut a long story short, the housing emergency is tied to job insecurity and considering housing as an investment asset. It is concentrated on the poorest sectors of the population, but the middle class has recently been affected too.

D: What scope does the City Council have for tackling this situation? What work mechanisms have been put in motion?

V: Emergency situations are diverse and require different tools. For example, property mobbing by big property owners buying entire estates that try to expel residents can be reported under the Catalan Right to Housing Act of 2007, an Act that has been little explored, by the way. In fact, we are the first City Council in Catalonia to commence administrative proceedings and fine these unscrupulous owners.

By contrast, the Act offers us little scope for action in the case of evictions of vulnerable people. Unlike what is happening in other countries, such as France, where there is a winter truce that obliges owners to put a halt to evictions of people in vulnerable situations, the legislation in Spain makes no distinction between bad faith and reasons outside a person's control in its treatment of people who stop paying their mortgage or rent. That is why, in such cases, where it is a question of really vulnerable people, all we can do is mediate with the owners, help people to find another dwelling or rehouse them in an emergency flat.

D: Property speculation, gentrification, the lack of any guarantee as regards residential stability... what are the most difficult situations to detect and take action against?

V: The most complex problems are the ones that occur "behind closed doors". In other words, inside a dwelling, such as overcrowding, renting out substandard housing and energy poverty. People usually resign themselves to living under such situations, when their basic rights are actually being violated. We've made huge progress in the area of energy poverty. Thanks to our big awareness campaigns and energy advice

points, we assisted over 8,500 people in 2017, started 22 legal proceedings and issued Endesa, Gas Natural, Iberdrola and Aitel with four fines of €350,000 for cutting off the electricity of vulnerable people.

Other types of cases that are not easy to detect either are abuses in the owner-tenant relationship. We have evidence of owners demanding rent-guarantee bonds for six months and even longer, charging exorbitant sums for contract renewals and even refusing to return the money rent guarantees. But it isn't easy for the person affected to pluck up the courage to report their landlord.

To find out about the numerous housing-right violations, we have created a working group with social movements and organisations fighting against gentrification. This group has prepared, among other things, a rental guide for detecting violations and giving the people affected guidance on where to turn. Working in collaboration with lawyers connected to these organisations, we have been trying to launch strategic legal actions to help to raise awareness of the abuses that people living in rental housing suffer.

D: To what extent are immediate responses to vulnerable situations important?

V: It is essential to act as early as possible if you want to prevent an eviction. But unfortunately we're used to finding out cases late in the day. Families come to the housing office when they've already failed to make their payments for months, and this puts owners off wanting to hear any mention of mediation. They simply want to recover their flats. Bear in mind too that it's not always a big property owner

that's behind an eviction for failure to pay rent. We are coming across small property owners for whom non-payment constitutes a serious problem.

Finding out about the situation as soon as possible is crucial, which is why for some time we have been demanding a new protocol with the judiciary, which would enable us to intervene right from the start, that is, when owners issue their eviction orders.

D: Generally speaking, what strategies have been implemented to defend the right to housing in Barcelona?

V: It was clear to us from the start that there was no single remedy. Every country with advanced housing policies combines several ingredients. In our case, we have launched four major lines of action.

The first has been to expand our knowledge of the housing stock and its users. For example, the first vacant dwellings census of the entire city was carried out to detect numbers, locations and owners. We have also promoted the creation of the Metropolitan Housing Observatory, given the difficulty of devising the right policies without accurate information. The second field of action relates to emergency housing assistance, in other words, preventing and attending the eviction of vulnerable people. One of the main mistakes of the past was not to create a public housing stock. That is why, the third cornerstone, first in resource consumption, is promoting public housing by building 4,600 new units (mostly to be offered for rent), acquiring over 650 flats and mobilising private housing for affordable rents. We are talking about an investment of €560 million! The fourth

strategy has involved strengthening the renovation policy, by increasing grants to more than double what had been invested in the previous year and allocating it to the estates and neighbourhoods that needed it the most.

Finally, we've started expropriating vacant flats from banks through "housing disciplinary proceedings"; we've fined big property owners that accumulate vacant flats and we are fining property mobbing by speculative investment funds. We aren't going to put an end to abusive practices but we have sent out a clear message that housing is not an asset for speculating.

D: In such an important and yet hard working area, what is being learnt from managing the housing emergency?

V: The hardest thing is putting a face on housing insecurity. Discovering that there are thousands of families who, despite working flat out, cannot afford decent housing. Knowing there are children who are put through extremely violent situations such as evictions. Confirming that Spanish legislation allows abusive rents and encourages the appearance of unscrupulous investment funds that are making life impossible for our neighbours. Let's not forget that renewing leases in France and Germany, for example, is practically automatic, unless the owner proves they need their dwelling. In short, discovering that, as hard as we are trying at the City Council, changes need to be made in legislation and budgetary allocations that are beyond our possibilities. We are so heavily involved in the housing emergency in local authorities that we even forget housing is the autonomous region's responsibility.

# Promotion foundations and cooperatives

These foundations are non-profit organisations established for the purpose of providing vulnerable cohabitation units with access to housing. They work against residential exclusion and promote social-integration plans to develop people's sense of independence and autonomy.

Housing cooperatives are entities aimed principally at the self-promotion of residential buildings to provide communities of people with access to housing.

Implementation agents

Improving  
the quality of  
housing

Integration  
between  
housing  
and city

Action against  
property  
speculation

Action against  
gentrification

Promoting  
land for  
protected  
housing

Promoting  
renovations

Mobilising  
the private  
housing stock

Expanding  
the affordable  
housing stock

Easy access to  
housing

Social  
function  
of housing  
guarantee

Housing  
stability  
guarantee

Strengthening  
the right to  
housing

The foundations are entities authorised to manager and administer a group of dwellings. They do so where the public authorities and other social entities have no access, and always with the aim of attending to the needs of vulnerable cohabitational units that have difficulties accessing housing or are at risk of social exclusion. The foundations have their own housing stock for that purpose, besides other dwellings they have certain rights over.

A foundation's work is based on drawing up individual social plans that adequately respond to people's needs, thus strengthening their sense of autonomy and independence and fostering their responsibility in developing their own work plan. Some of the functions of a foundation with housing responsibilities may be summarised as follows:

Acquiring dwellings (or the right to their use) for the purpose of allocating them to people at risk of social exclusion.

Renovating its housing stock.

Exploiting, managing and administering this housing stock.

Handing over its dwellings to other social entities for them to manage.

Creating social inclusion and job placement programmes for people living in its housing stock.

Beneficiaries of foundation services may include co-habitation units facing difficult situations and at risk of residential exclusion. Such cases include people who have suffered financial problems or eviction, or who live in dwellings without minimal living conditions, or refugees fleeing conflict situations. All of these can benefit from foundation activities by means of selection processes that are carried out by the public authority or social entities.

Traditional housing cooperatives operate with a similar goal, defining themselves as affordable-housing promoters and an alternative to the private market. By acquiring a plot of urban land, they consider the social goal of providing housing for their members, making it affordable for sectors of the population with the most difficulties in accessing housing.

In short, both foundations and cooperatives play a vital social role, by providing alternatives for accessing housing where the private market's conditions exclude part of the population and the public authority lacks sufficient capacity.

## Aproximació

### Temps variable

Caldrà definir un grup inicial i convocar el primer assaig de convivència.



## Impuls

250 – 750 € / UEC\*

\* unitat de convivència

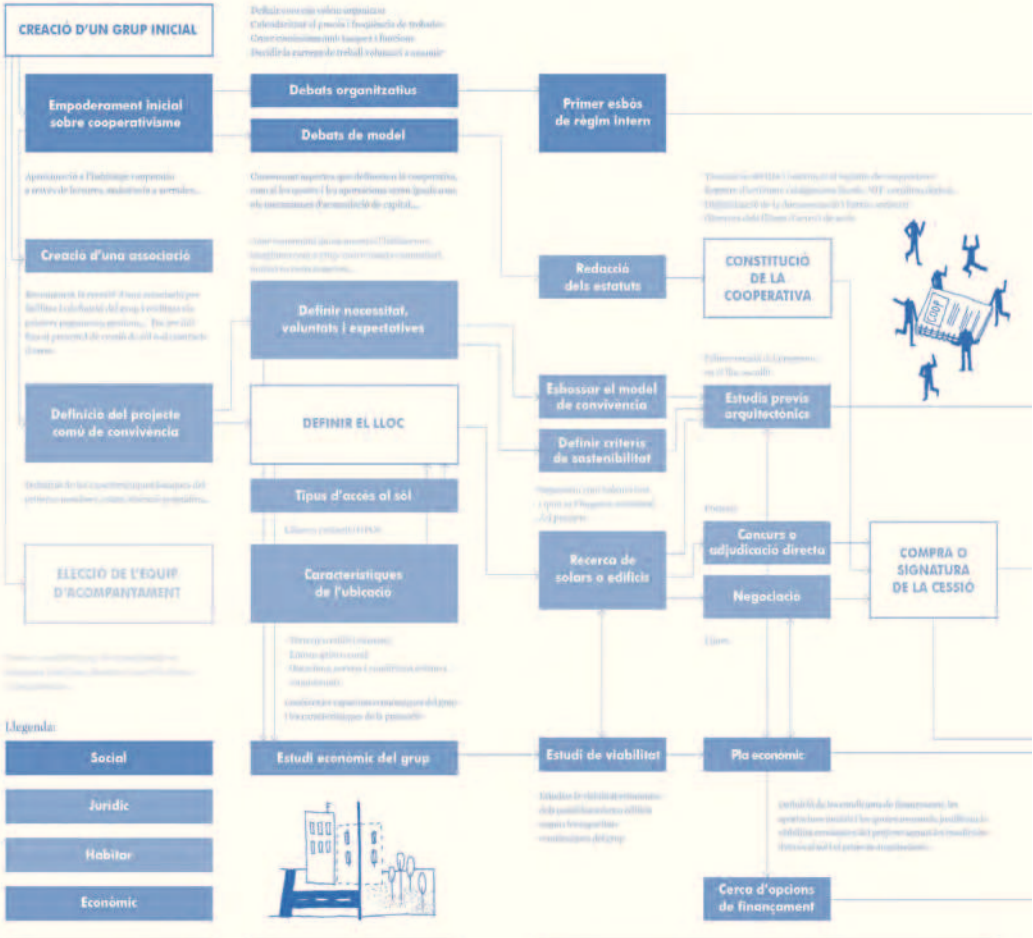
Mínim 3 mesos

## Consolidació

1500 – 2500 € / UEC

Valorat segons el nombre de UECs

Mínim 6 mesos



The fundamental goal of a foundation such as La Dinamo is to promote, encourage and formalise the implementation of the cooperative housing model under the assigned-for-use system. It would thus establish itself as an alternative to conventional housing-access models.



# Materialització

15.000 - 30.000 € / 1100  
40.000 - 80.000 € / Mòdul lliure

12 mesos + durada de l'obra



# Convivència

Quotes d'ús

Vida de la cooperativa

Crear un projecte associatiu i assegurar la seva sostenibilitat és un dels reptes. Cal que es defineixin i desenvolupin normes que fomentin i resolguin qualsevol conflicte.

Millorar el treball en grup i la comunicació

Revisió i ampliació del regim intern

Gestió de la convivència i els conflictes interns

Participar en estratègies de 2n grau i potenciar el model

El projecte associatiu pot desenvolupar-se al llarg de tota la vida de la cooperativa, amb suport tècnic i finançament de suport externs.

Suport a altres projectes

El projecte associatiu pot desenvolupar-se al llarg de tota la vida de la cooperativa, amb suport tècnic i finançament de suport externs.

Signatura del dret d'ús

Avant-projecte

Projecte bàsic

Projecte executiu

OBRA

Concretar la convivència

El projecte associatiu pot desenvolupar-se al llarg de tota la vida de la cooperativa, amb suport tècnic i finançament de suport externs.

Pressupost aproximat

Pressupost consolidat

INICI DELS PRÈSTECES



ENTRAR A VIURE

El projecte associatiu pot desenvolupar-se al llarg de tota la vida de la cooperativa, amb suport tècnic i finançament de suport externs.

Inici del pagament de les quotes d'ús

Gestió econòmica

Gestió d'altres i línies de soces

Interacció amb l'entorn

Manteniment i millores

Gestió dels espais

Inici retorn préstecs

Acomulació de capital



# Assigned-for-use cooperatives

Assigned-for-use housing cooperatives are entities which, like traditional cooperatives, attempt to promote residential solutions for the people that belong to them. What sets them apart is that, instead of buying a plot of land for building on, they gain access to land they do not own but whose use they have been assigned for an extended period, which may range between 50 and 100 years.

Improving the quality of housing

Integration between housing and city

Action against property speculation

Action against gentrification

Promoting land for protected housing

Promoting renovations

Mobilising the private housing stock

Expanding the affordable housing stock

Easy access to housing

Social function of housing guarantee

Housing stability guarantee

Strengthening the right to housing

Cooperatives offer a management model based on the housing's self-production. The system allows members to continue the project in a very direct way, by controlling costs and taking part in the decision-making processes that arise during the design of future dwellings.

The cooperative model, whether the assigned-for-use or the traditional one, is based on principles and values established by the International Cooperative Alliance, regulated under Act 27/1999, of 16 July, on Cooperatives. This legislation provides a secure framework for cooperative members and ensures that each individual will achieve their goals at the end of the process.

We can highlight three general features of a housing cooperative:

Democratic and participatory management: all members have the same rights in the cooperative's decision spaces (one person, one vote). Participatory mechanisms are established to ensure that members' opinions count and they are part of the decision-making mechanisms. Likewise, each member has certain responsibilities relating to the group, which serves to create a balance between the common good and the individual. That way a committed and caring community is created that is dedicated not just to the good of owners but also to the more general goal of improving society.

Autonomy and independence: the cooperatives are independent organisations, run by their members, who have democratic control over all decisions.

Cooperatives have a social mission and vocation that contributes to a community's sustainable development in the economic, social and ecological sphere.

Owing to the legal, tax and technical complexities of a housing promotion process, cooperatives are allowed to include professional and technical profiles that ensure the correct implementation of the project and the work's ultimate success.



La Borda cooperative  
work meeting

## Josep Maria Montaner interview

Josep Maria Montaner has a doctorate in architecture and is a full professor at the ETSAB-UPC. He is also and the Barcelona City Councillor for Housing and a Sant Martí district councillor.

D: What do you consider to be the basic challenges facing housing over the coming years?

J: Housing in Barcelona, as in Catalonia and the Spanish State, is faced with the basic challenge of catching up with Europe as regards the ongoing development of public housing policies. Spanish governments have always understood the housing sector as a resource for obtaining economic and market benefits and hardly at all as the solution to a basic right. It should be pointed out here that social-housing neighbourhoods were built but under our legislation this housing could be declassified after 20 or 30 years. For example, it's possible to estimate that nearly 200,000 social housing units were built throughout Catalonia which have gradually been privatised. When we took office at Barcelona City Council in June 2015, the public rental housing making up the municipal stock did not even come to 7,000 units. If we add to them the decades of public works carried out by the Obra Sindical del Hogar [public housing developer under Franco], the Spanish Ministry of Housing, ADIGSA [Catalan

housing agency] and the Municipal Housing Trust, they could total 30,000. So the main challenge is to develop the most diversified and resilient housing policy possible for the coming decade, as defined under our Barcelona Right to Housing Plan (2016-2025), and which is based on the idea that 80% of the housing created should be affordable, social rental housing.

D: The team you are part of, led by Ada Colau, took over the municipal government at a very complicated time for housing access. The Mayor herself was someone well known for her right-to-housing activism – she is one of the founders of the Mortgage Victims Platform (PAH). What situation did you find at the Councillor's Office for Housing?

J: The situation we found and the change that has been taking place respond to a housing emergency, which further complicates the implementation of a broad, diversified housing plan, as the emergency problems require a considerable effort. New units have been set up to defend and offer support to families and co-habitation units affected by eviction processes, namely the

SIPHO [intervention and mediation service] and the UCER [residential exclusion unit]. We have also resorted to the 2007 Act on Right to Housing in Catalonia, making use of many articles which had remained a dead letter, so that now Barcelona leads the way in implementing a range of housing-related disciplinary measures. A new case law has been created, apart from urban planning, in a new discipline that defends the right to housing and fights against substandard housing. In that regard, the byelaw on permits for public works (ORPIMO) has been transformed to defend tenants whose dwellings are affected by renovation processes; municipal regulations have been applied against property mobbing; and housing offices have been strengthened with more staff and lawyers specialising in legislation that protects citizen rights.

D: With your experience as a housing policy manager, what situation do you believe Catalonia and Spain now find themselves in?

J: There is a general legacy of a lack of an ongoing housing policy in the Spanish State, with the deficit of having declassified public housing in a shift to home ownership housing. However, since the return to democracy, much has depended on the policies and capacities of the autonomous regional governments. In that regard, the Basque Country is a model, having pursued a strong, ongoing housing policy for forty years, with the result that cities such as Vitoria have practically no housing problem. The regional government of Andalusia implemented a very good policy in the 1990s, building numerous contemporary working-class neighbourhoods and promoting self-construction policies. They also launched a very good initiative in the

form of housing competitions for young architects during those years. The Valencia regional government also promoted public housing at the start of the democratic period. In Catalonia's case, the Generalitat only adopted a genuine housing policy during the seven years of the tripartite government, which produced the basic legal document: the above-mentioned 2007 Act on the Right to Housing in Catalonia. These conditions set out the context in which each city and autonomous region today deals with the housing problem, in a State scenario where funding for public housing has been gradually cut to a minimum. In 2017 it represented only 0.06% of Spain's GDP, when the average in many EU countries is more than 1%.

D: Together with your team you have drawn up an ambitious Right to Housing Plan which includes some extremely important measures. What do you regard as the fundamental aspects of the housing policies focused on in this Plan?

J: In reality, introducing a paradigm shift in housing policies in Barcelona could only be done on the basis of the new Right to Housing Plan for 2016-2025, based on a participatory process in the neighbourhoods with 21 sessions (to come up with a plan not just for the city but also adapted to each district's features). A plan discussed and debated with the main players in the property sector and negotiated with the political authorities to obtain maximum possible consensus. That consensus was achieved to a large extent (with 30 out of 41 votes in favour), although it did not lead to a city agreement.

The Right to Housing Plan for 2016-2025 is based on four enormously important

planks: the fight against the housing emergency; defining all the possible tools for ensuring the proper use of housing, with a vacant dwellings census, financial help for owners to renovate their dwellings and assign them to the affordable housing pool, as well as a whole series of measures within a new housing discipline against substandard housing, keeping dwellings vacant for over two years and property mobbing; a total change in the production systems for new-build housing, by implementing, at present, 72 separate projects and consolidating goals set out over the last few years, such as maximum energy efficiency, health care and gender flexibility and equality; and a thorough reconsideration of renovation based on diversifying the mechanisms and scales (agreements and calls for grants, distributing the grants in a fair way for all the neighbourhoods), and the introduction of new features such as interior renovation, proactive technical intervention in highly complex estates and anti-gentrification measures linked to renovation grants.

D: Which of the measures adopted, or mechanisms implemented, in your opinion summarise the impact that this change of attitude could end up having?

J: We believe this change of attitude can be seen in each of the four key areas of our work. As regards the housing emergency, we have created conditions where, despite the continued problem of evictions and rising rents, people feel they are not alone when it comes to solving their problems. In relation to the proper use of housing, we finally have a vacant dwellings register at our disposal and have shown that Barcelona City Council is implacable when it comes to any type of abuse over

the right to housing: housing-related disciplinary proceedings, fines for illegal tourist apartments, fines on banks that fail to comply with the Act and maintain vacant flats or accept no responsibility when squatters take over their properties and use them for criminal purposes. In relation to new building projects, we have strengthened new lines, such as cohousing or dwellings in assigned-for-use cooperatives and we have started new public-private lines of collaboration such as Habitatge Metròpolis Barcelona, the first in Spain in the wake of European *housing associations*. As regards renovation, having totally changed the model from an authority that launches calls for grants and subsidies with bureaucratic mechanisms to a proactive authority that intervenes in dwellings and properties where the need for it has been detected.

D: What role can urban planning and architecture play as innovation tools for contributing to a comprehensive development of the right to housing?

J: Urban planning has key role in forecasting and innovating. It is therefore important, first of all, to have up-to-date data and information (which is why we have promoted setting up the Barcelona Metropolitan Housing Observatory) and, on the basis of that, to provide policies and urban development plans that offer solutions to the diagnoses of the problems. In Barcelona's case, it is vital to understand the problem of housing in a metropolitan context. Information agreed to, planning adapted to the reality and housing policies are the key to forecasting future trends, as far as possible.



Implementation tools

Tactical groupings for  
inclusive repopulation  
(ATRI)

Housing interior  
renovations

Temporary local  
accommodation  
(APROP)

Cohousing

## Architectural competitions



# Housing interior renovations

Housing interior renovations are a tool designed to ensure the habitability, security, accessibility, hygiene and minimum energy-efficiency conditions that vulnerable co-habitation units without financial resources live in. This strategy can apply to both owned and rented dwellings.

Implementation tools

Strengthening the right to housing

Housing stability guarantee

Social function of housing guarantee

Easy access to housing

Expanding the affordable housing stock

Mobilising the private housing stock

Promoting renovations

Promoting land for protected housing

Action against gentrification

Action against property speculation

Integration between housing and city

Improving the quality of housing

The City Council has established a renovation grant programme that requires compliance with two basic demands: firstly, that there is a report confirming the dwelling's defects; and, secondly, proof of the residents' vulnerable situation. Where these conditions are met, grants are offered for carrying out various types of intervention:

Bathroom renovations. Interventions that attempt to improve accessibility and facilitate personal hygiene activities.

Kitchen renovations. Interventions that attempt to improve safety and facilitate cooking activities.

General renovations. Interventions that see to improve the dwelling's energy efficiency.

The implementation of this renovation programme involves the intervention of several agents carrying out diverse functions. The Barcelona Housing Consortium establishes the amounts of the contributions. The programme's management body is tasked with hiring the companies. The Technical Renovation Management authorises the budgets and coordinates the programme's technical and financial management. Finally, the Housing Office provides information on the features and requirements for participation. The entire programme is implemented in six stages:

The formal start of the programme.

The application, verification and authorisation stage of the renovations.

The document preparation and processing stage.

The renovation implementation and monitoring stage.

The final checking and confirmation stage.

The payment stage.



Barcelona City Council has put the need to include renovation as the main tool for achieving a sufficient affordable housing stock, with suitable living conditions, at the forefront of the housing policy agenda.





# Tactical groupings for inclusive repopulation (ATRI)

The tactical groupings for inclusive repopulation (ATRI) is a strategic mechanism for exploring alternative ways of increasing the public housing stock. Housing-creation mechanisms are being put forward which complement and offer alternatives to the possibilities that urban planning regulations provide for.

Improving the quality of housing

Integration between housing and city

Action against property speculation

Action against gentrification

Promoting land for protected housing

Promoting renovations

Mobilising the private housing stock

Expanding the affordable housing stock

Easy access to housing

Social function of housing guarantee

Housing stability guarantee

Strengthening the right to housing

ATRI operates under a strategic/methodological protocol divided into four levels: legal-financial, urban planning, architectural and management.

From the legal point of view, ATRI explores the possibility of building public housing under the framework of urban planning legislation, without introducing new regulations. Proper use of the existing regulations not only enables new social housing developments to go ahead, it also enables the replacement of obsolete planning systems where these lack a justified quality.

From an urban planning point of view, ATRI is based on the construction of a dialogue between the existing physical-social fabric and the new architectural intervention. Hence this construction develops seeks the maximum integration in the context through three possible actions: insertions, superimpositions and juxtapositions.

From an architectural point of view, ATRI proposes a construction methodology that facilitates interactions between several positions and constructive systems. Reversibility, partial prefabrication, residents' participation and the incorporation of social and ecological criteria make up a contemporary *modus operandi* that aims to respond to the lack of public housing without repeating the practical and technical inertias of the past.

From a managerial point of view, ATRI is carried out in four stages, with clearly defined goals.

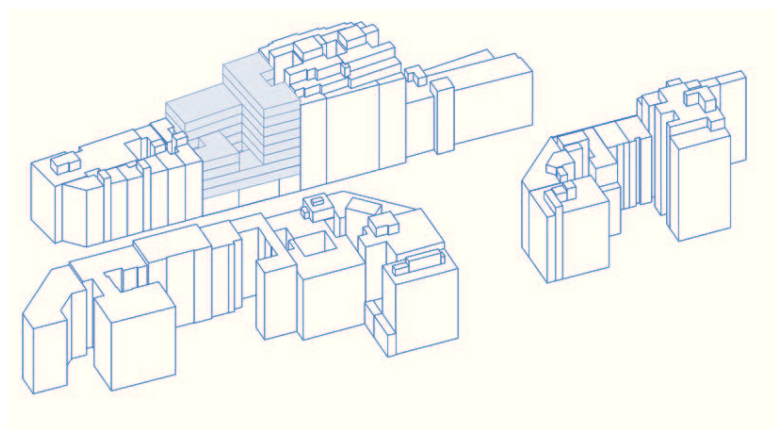
Detecting the vacant sites. The aim of this diagnostic stage is to find opportunities, empty land sites and buildings capable of extension where an ATRI initiative could be implemented.

Suitability of the vacant sites. This stage assesses the opportunities in two parts: first, an estimation is made of the number of dwellings that could be achieved; second, a study is carried out of the possible negative impacts on the urban environment and the legal-economic feasibility.

Obtaining the vacant sites. In this stage legal tools are used to obtain the sites. The process might be different, depending on whether they are publicly or privately owned. If the vacant site is public, ATRI proposes possible measures for amending the planning or transferring assets between authorities. If the site is privately owned, it provides for both punitive and incentive measures.

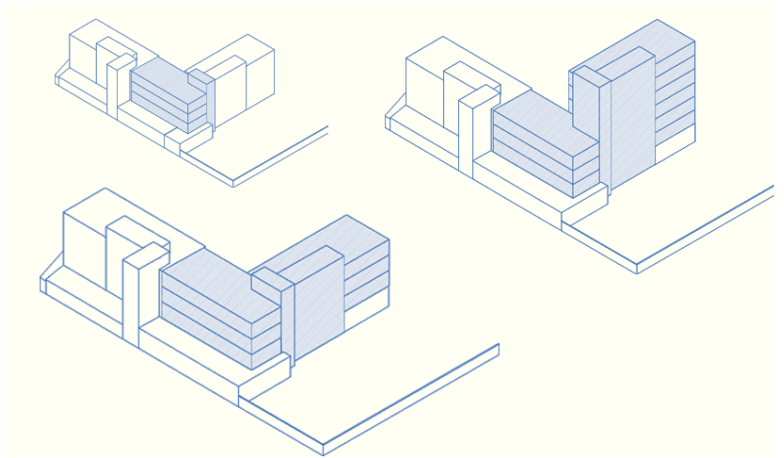
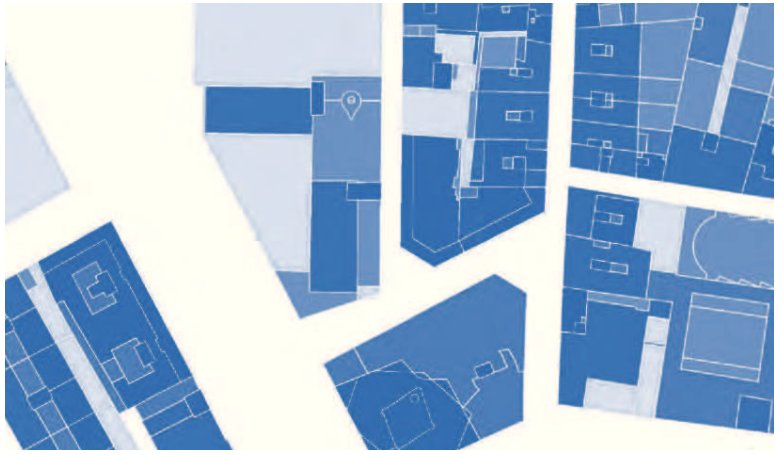
Filling in vacant sites. This is the stage of the actual architectural interventions, from sanitation and building the housing to possible dismantling. Three substages are envisaged: first the black stage, the building's construction, preferably using modular elements; next, the grey stage, where the industrial nature of the intervention is integrated and vanishes from sight; and finally, the white stage, where each dwelling is personalised by its residents.

ATRI envisages the concept of flexibility during the various stages of the project process, understanding the dwelling as the result of the dialogue between the designers and the future tenants.



ATRI is proposed as an experimental strategy for making maximum use of the urban opportunities that enable housing to be generated. Several examples of possible developments are planned in the context of the Ciutat Vella district.

We offer those of Ronda de Sant Pau 46 and Av les Drassanes 10 to illustrate the point.





# Temporary local accommodation (APROP)

The procedure for achieving provisional local accommodation (APROP) is a tool designed for installing groups of modules and prefabricated mobile cabins that can be used as temporary accommodation. The aim is to locate them in spaces offering an opportunity in areas inhabited by people at risk of residential exclusion.

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

APROP opts for removable and easily transportable local accommodation modules that can respond quickly and effectively to the housing emergency. Putting them into service implies much less time than traditional building.

The modules are based on a light modular structure capable of generating an architectural system. Twenty units is regarded as the minimum quantity for that purpose, the necessary volume for exploiting common spaces and uses such as dining rooms, areas for attending to people and laundry areas.

From a morphological point of view, the APROP systems can be installed in different urban contexts, from vacant land to existing roofs. Such versatility provides the possibility of responding in a precise and timely way to the needs of the population at risk of residential exclusion in their original context. Their high level of adaptability to the urban fabric ensures that a habitable space in this context can be maintained.

Besides dwellings, the APROP modular strategy enables the spaces to house other elements such as urban allotments and other types of facilities. Its social value is also expressed in the possibility of people participating in building the system and its finishes.

The modular structure helps to reduce environmental pollution by limiting the waste generated by prefabricated structures, the ease of construction and the speed in transporting materials.





The APROP accommodation was presented to the public in 2018 at a temporary exhibition in the Disseny Hub Barcelona, where some of the planned typologies were copied.



Image of the APROP project developed by the Straddle3 office for a site in the Ciutat Vella district.

Cohousing is an alternative model for housing production and access that enables the affordable public housing stock to be expanded. It is a tool available to social housing cooperatives and promoters which allows housing projects to be implemented under a type of occupancy that ensures the stability of the community.

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

Cohousing is proposed as an alternative to traditional production models in an effort to tackle the housing crisis. It is a type of assigned-for-use housing occupancy. This model is feasible through the assigned use of an unused estate or plot of land from a public institution or private company. The site is used by entities such as housing cooperatives to construct residential buildings for their members.

This housing production and access method enables a community of people to live in a building for a period ranging from 50 to 100 years, at below-market prices. The residents making up these communities are not owners but cooperative members who can live in a system similar to a rental one but at a much more affordable price. Cooperative members pay an entrance fee for rights to access their dwelling and a monthly fee for its use.

The stakeholders in a cohousing process are:

The municipal authority, which assigns the use of the land and acts as a mediator between the cooperative and the ethical bank, so that a bankable proposal can be reached.

The ethical bank, which provides the funding for the project.

The cooperative, which proposes the plan for its building.

From an architectural point of view, the housing projects that follow this model are characterised by significant volume of common spaces. It thereby promotes community life, the use and shared management of infrastructures and people's co-responsibility in managing their building. In short, it stimulates a sense of community and a vocation for self-help.

To assess cohousing projects the authority establishes criteria that take account of certain environmental factors such as the use of low environmental- and social-impact building systems, the level of involvement with the area and cooperative members' participation.

This housing strategy being applied in Barcelona follows the example of European benchmarks such as the experiences of Vienna, Copenhagen and Berlin. An important achievement of this model is the possibility of expanding the city's affordable housing stock by strengthening the opposition to property speculation, gentrification and residential exclusion.

Some of the projects being carried out are given below:

Examples of cohousing carried out

La Borda housing cooperative  
Princesa49 housing cooperative

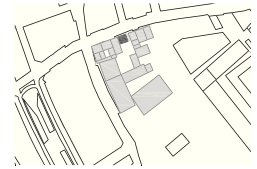
Housing competition projects

La Balma housing cooperative  
La Xarxaire housing cooperative  
Cirerers housing cooperative  
Llar Jove housing cooperative

# La Borda housing cooperative

## Lacol Cooperative of Architects

This is a cooperative project self-promoted by the building's future residents. It came about as a project launched by the Can Batlló community, crafts people aiming to reclaim the industrial complex. It is located on land in the La Bordeta neighbourhood whose use has been assigned for 75 years by Barcelona City Council.



It is a project of 28 dwellings (with a modular system that allows some typological reversibility) and community spaces arranged around a central patio. It is built essentially out of wood and enjoys a high efficiency energy performance. Both the design process and the building stage involved participation from the cooperative's members, by activating a collective residential attitude from the start.

Participatory process: 2014

Project: 2015-2016

Implementation: 2017-2018

Client: La Borda, an assigned-for-use housing cooperative

Location: Carrer de la Constitució, 85-89, Barcelona

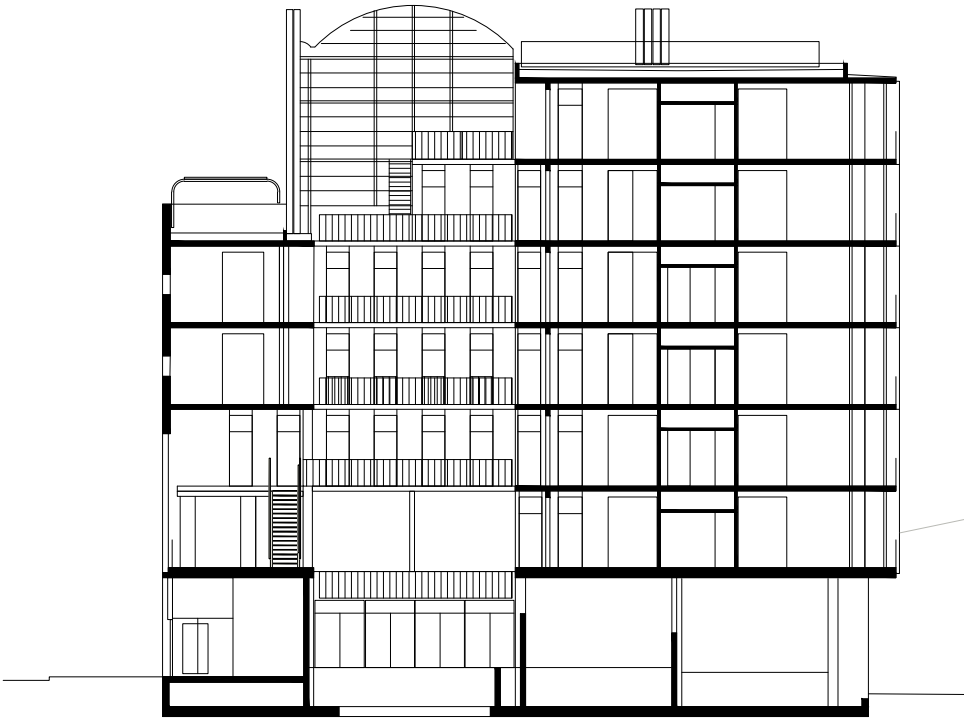
Area: 2,935 m<sup>2</sup>

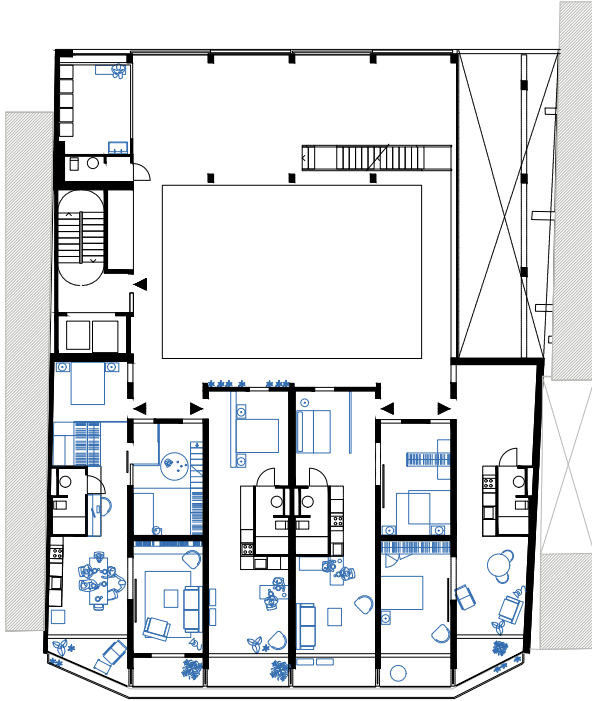
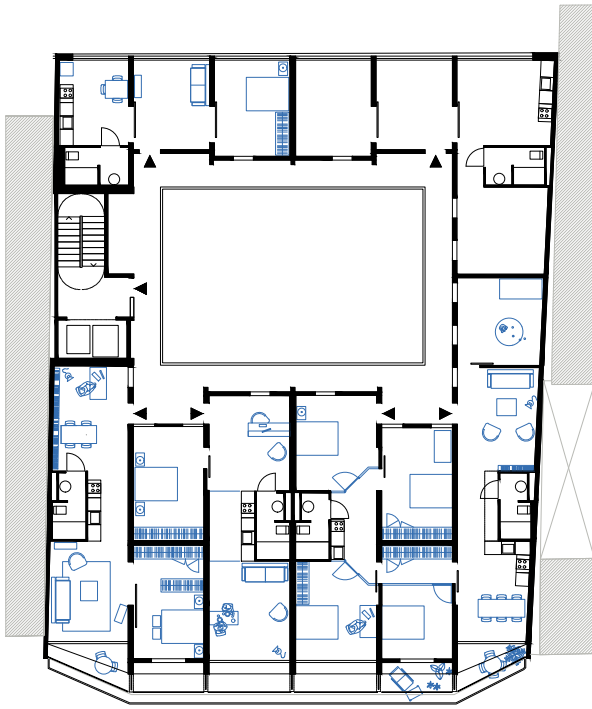
Budget: €2,450,000













# Housing cooperative Princesa49

## Joan Barba Encarnación

The renovation project for the property at Carrer Princesa 49 is one of the first residential promotion initiatives under the assigned-for-use system. It was launched by the Sostre Cívic cooperative under an agreement whereby Barcelona City Council assigned the building lease for 75 years. In exchange, the cooperative has renovated the building, which dates back to 1856, and will occupy it with affordable dwellings.

The project consists of five dwellings ranging from 45 to 65m<sup>2</sup>, one on each floor of the building, in addition to some small communal spaces, including a terrace. These are flexibly laid-out dwellings, each meeting the needs of its occupants. A notable feature of the project the building's energy renovation and how it has been adapted to make it accessible. Existing original architectural features, such as the paving, structural and carpentry features, have been restored and reused.

Project: 2014

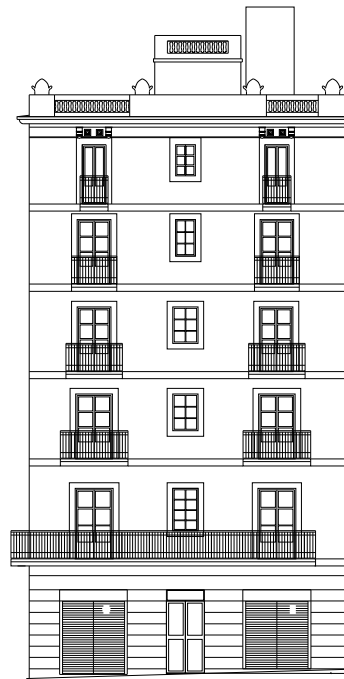
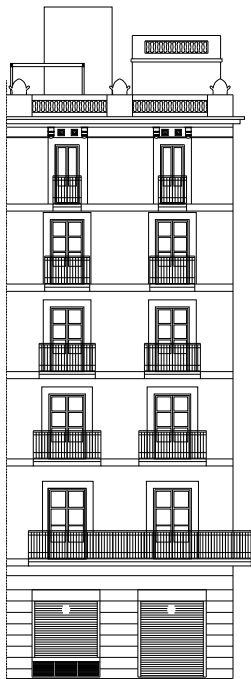
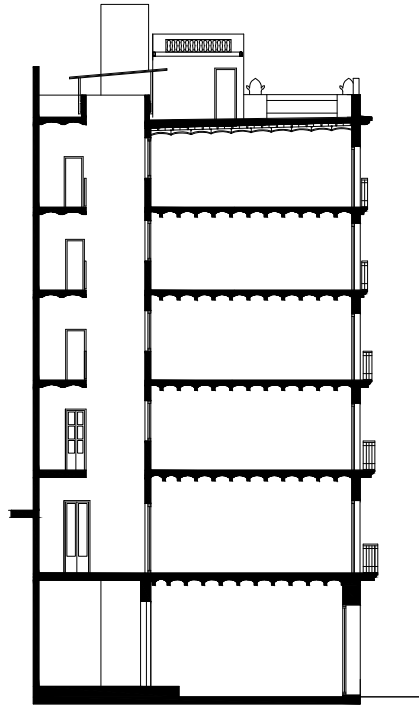
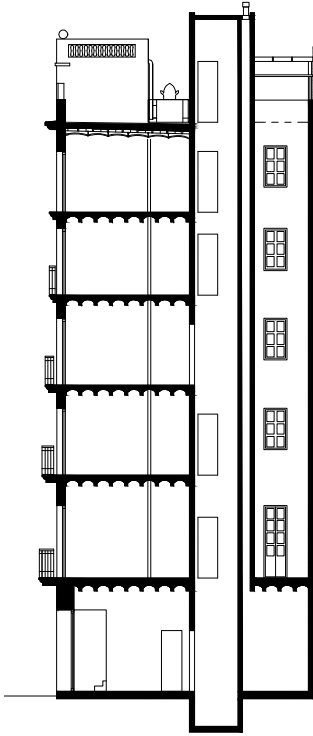
Implementation: 2016-2018

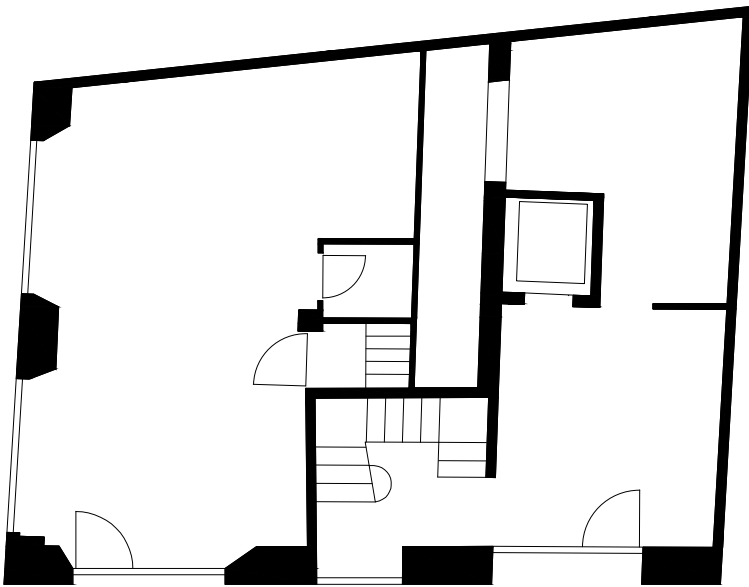
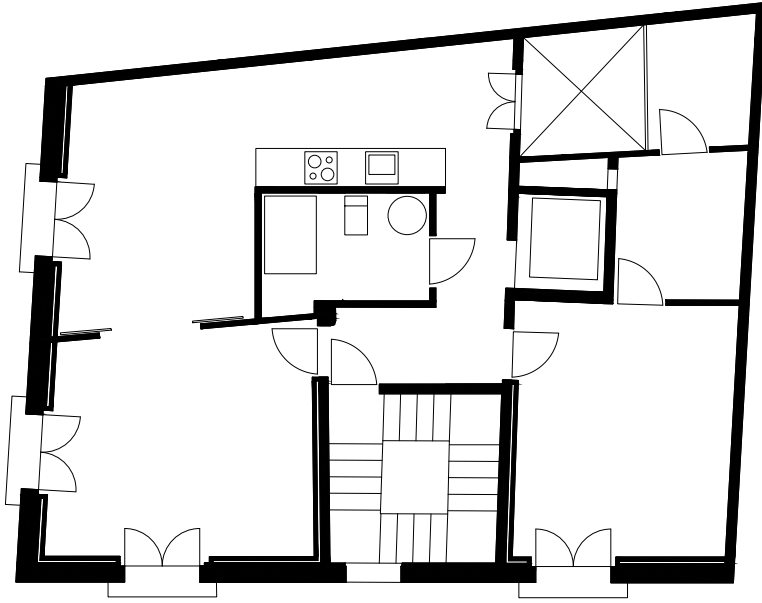
Client: Sostre Cívic

Location: Carrer de la Princesa, 49, Barcelona

Budget: €290,000



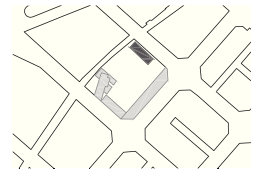




# La Balma housing cooperative

## Lacol Cooperative of Architects, Laboqueria Architecture and Design Workshop

This project won the public competition for land allocated for assigned-for-use cooperatives. The original plan proposed guaranteeing affordable dwellings with optimal energy performance to eliminate the risk of energy poverty.



The building has 19 dwellings (with the possibility of 20) arranged in a modulated cross-laminated timber structural grid. This distribution can be adapted by residents through a central technical facility.

Project: 2017-2018

Client: Sostre Cívic - Fase La Balma

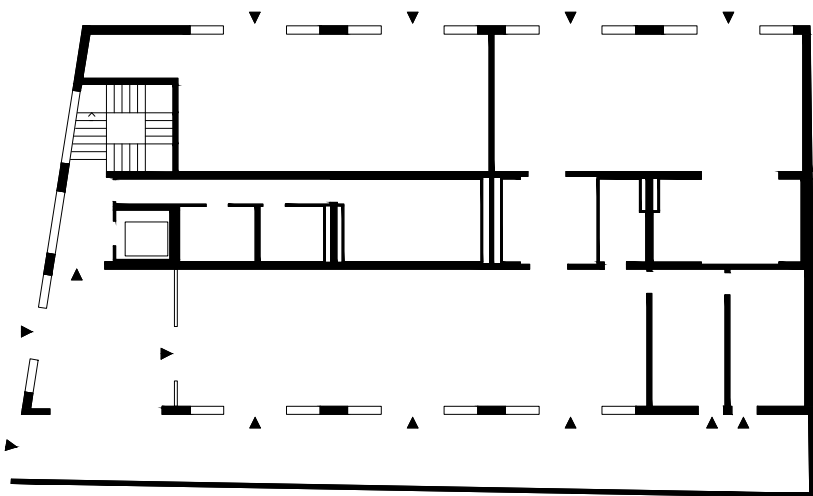
Location: Carrer d'Espronceda, 131-135, Barcelona

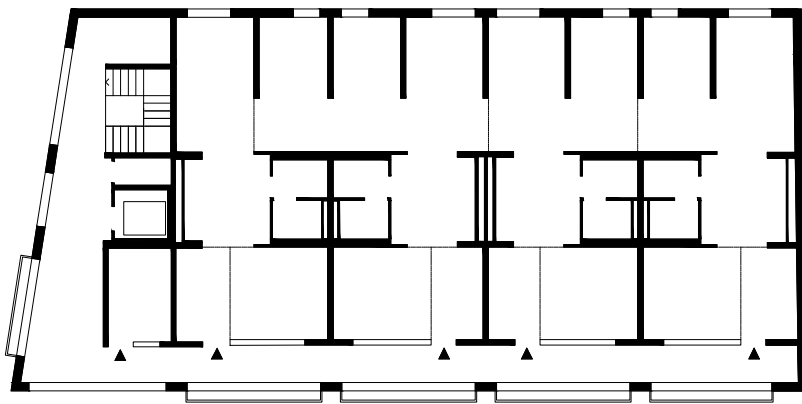
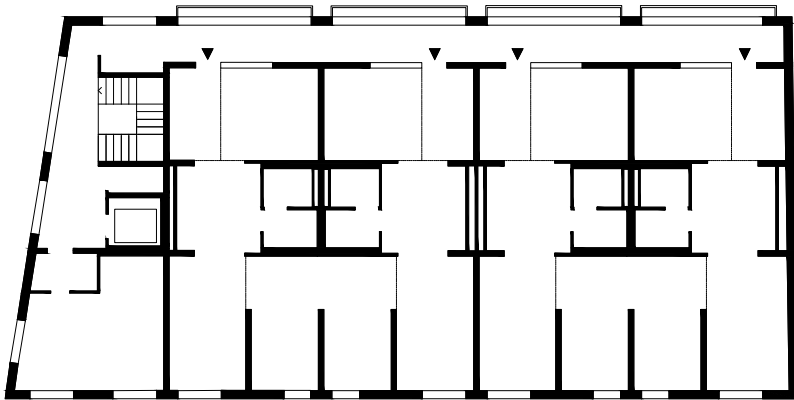
Area: 2,358m<sup>2</sup>

Budget: €2,100,000

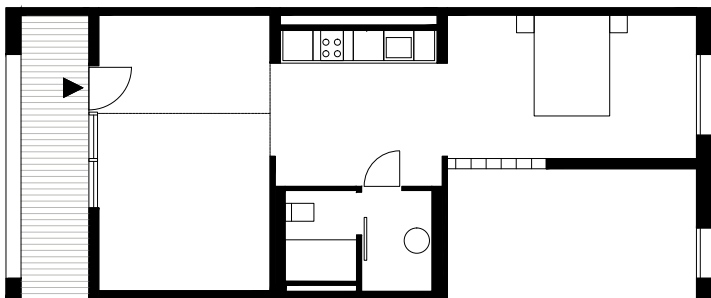
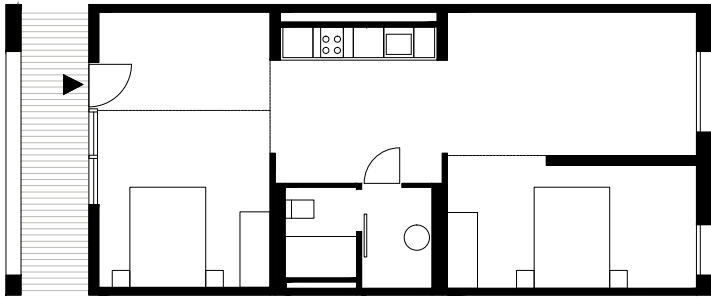








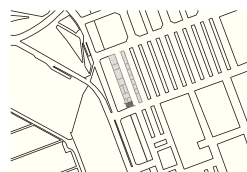




# Housing cooperative La Xarxaire

Lis Figueras, Toni Vidal

This project won the public competition for land allocated for assigned-for-use cooperatives. It is an architectural design that seeks maximum integration with the neighbourhood, while seeking energy performance that is as efficient as possible.



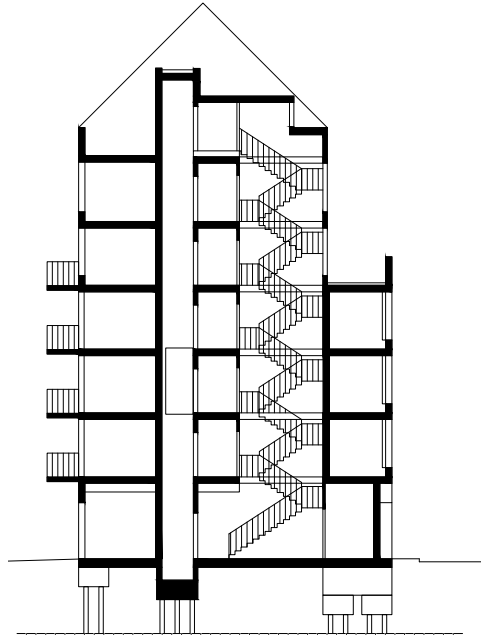
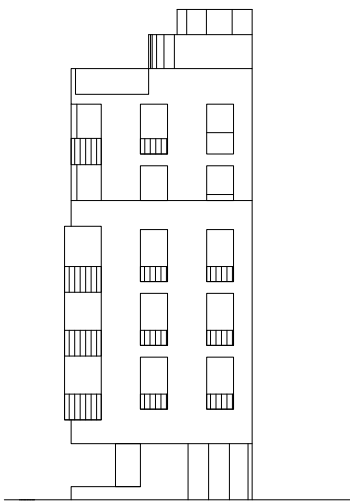
Built out of wood and steel it contains eight dwellings and communal spaces, deliberately arranged as a showcase of the Barceloneta neighbourhood's cultural initiatives. Three dwelling dimensions are envisaged, capable of developing typologically over time.

Project: 2017

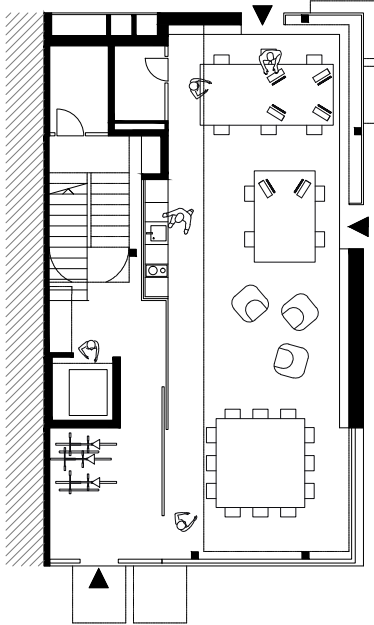
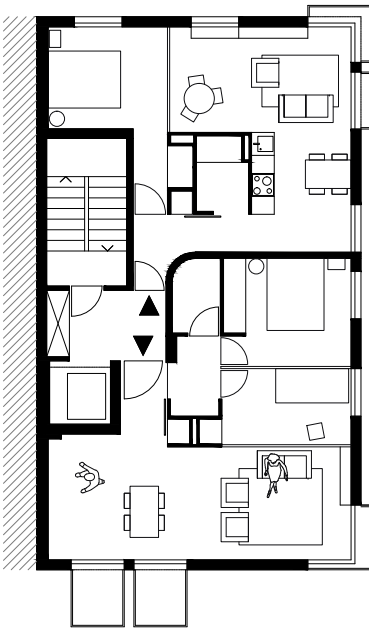
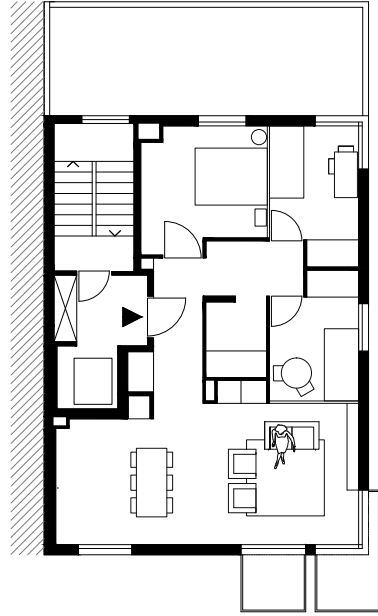
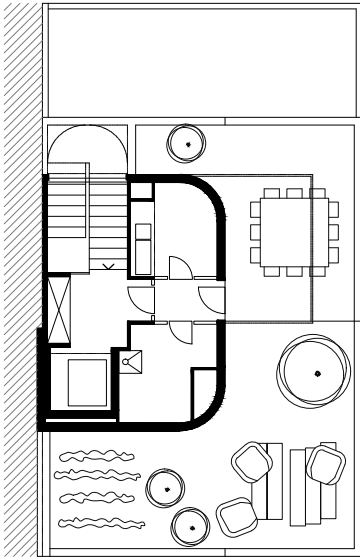
Client: La Xarxaire cooperative

Location: Passeig de Joan de Borbó, 11, Barcelona





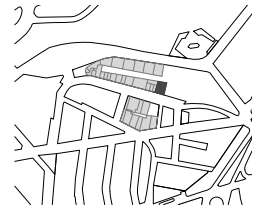




# Housing cooperative Cirerers

## Celobert

This project won the public competition for land allocated for assigned-for-use cooperatives. It is located in the Barcelona Roquetas neighbourhood, next to the recently remodelled Plaça de les Dones, posing a challenge for an urban-coordination challenge.



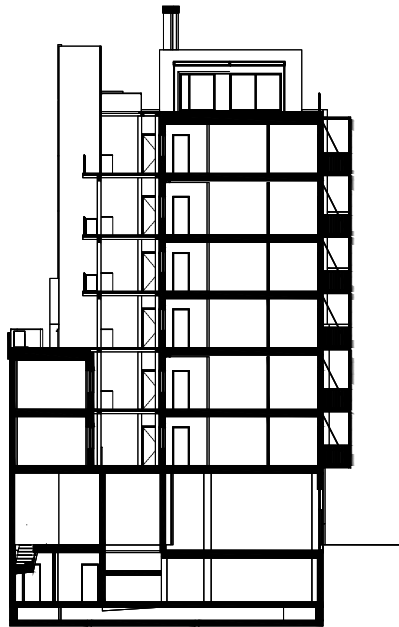
It proposes an eight-storey building housing 29 dwellings of various types and communal spaces. Special care is devoted to the relationship between access spaces and communal areas, as well as the layout of external spaces for each cohousing unit. The cross-laminated timber structure and the solar gain from the double façade define the building's minimal environmental impact.

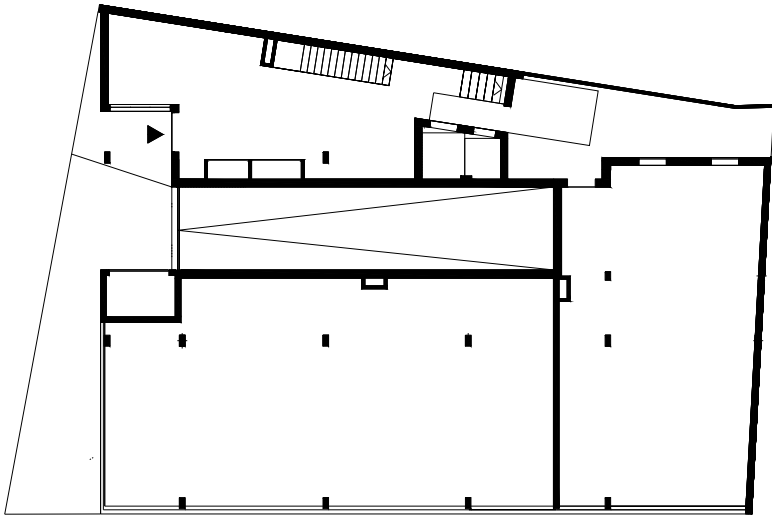
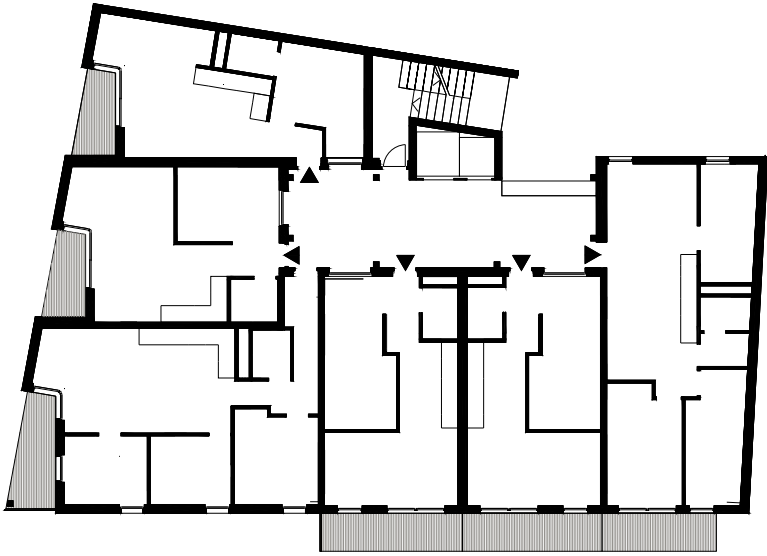
Project: 2017

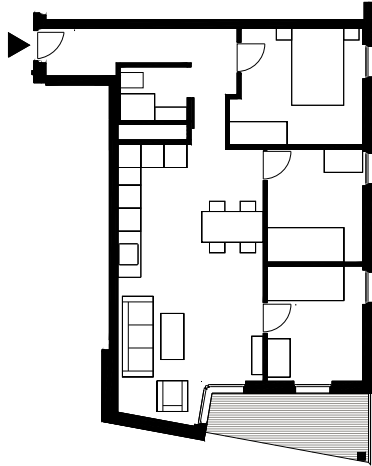
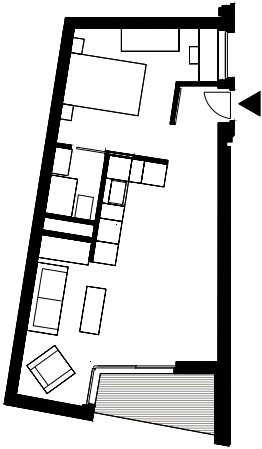
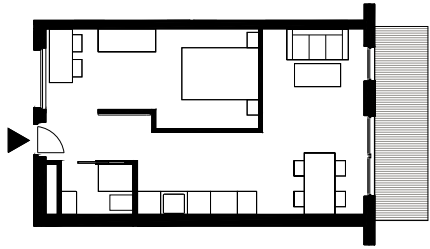
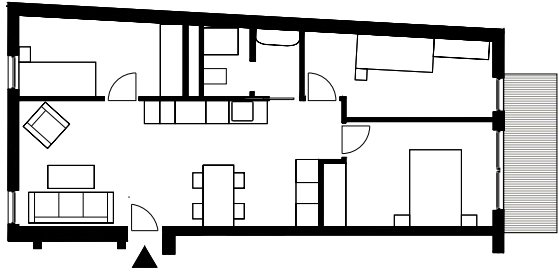
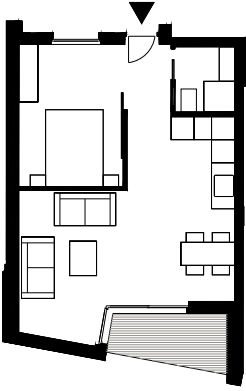
Client: Cohousing cooperative, Sostre Cívic

Location: Pla dels Cirerers, 2-4, Barcelona

Budget: €3,230,085





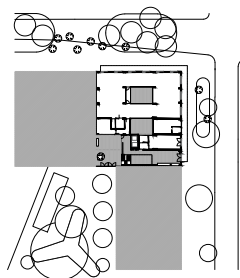


# Housing cooperative Llar Jove

Pau Vidal, Vivas Arquitectos

This project won the public competition for land allocated for assigned-for-use cooperatives. It is located in Barcelona's Marina del Prat Vermell neighbourhood, in a newly developed area.

It proposes an eight-storey building housing 32 dwellings of various types, with communal spaces at several heights thanks to its volumetric staggering. The project particularly emphasises the layout of each cohousing unit's external spaces, promoting efficient climatic behaviour for the whole complex.



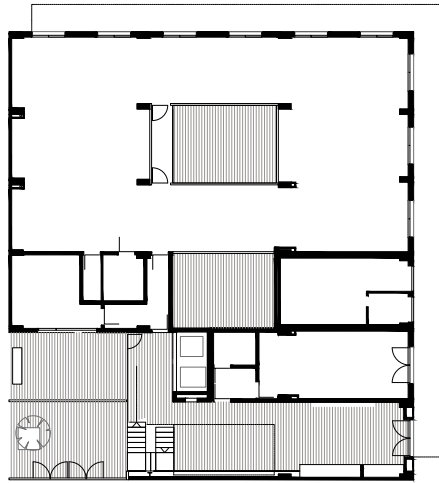
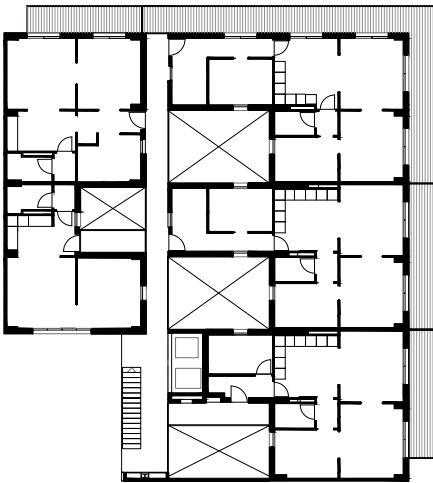
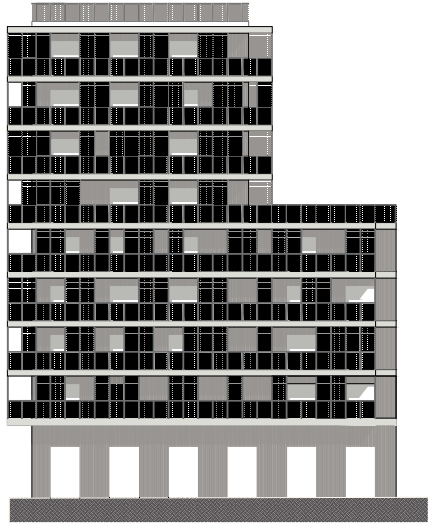
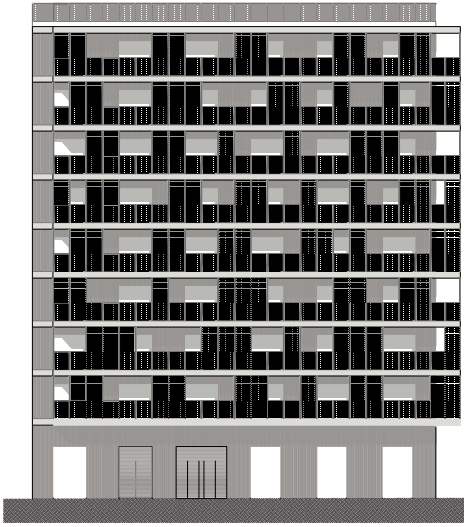
Project: 2017

Client: Llar Jove SCCL

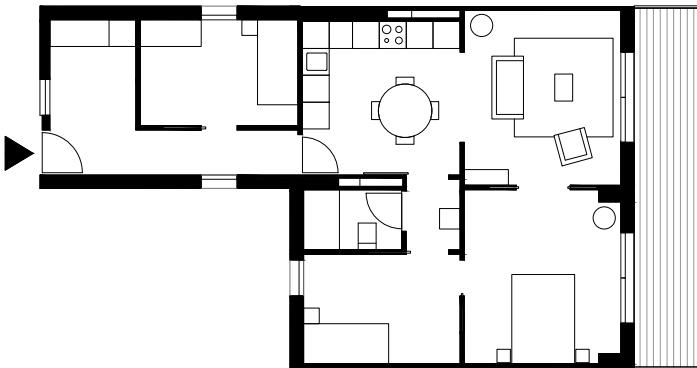
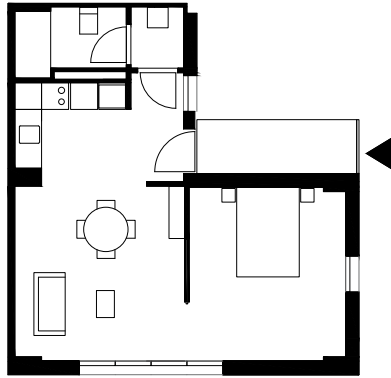
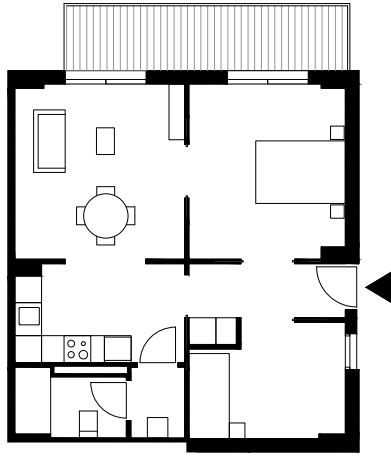
Location: Carrer de Ulldecona, 26-28, Barcelona

Area: 3,390m<sup>2</sup>











# Architectural competitions

International architectural competitions are a tool for expanding the affordable housing stock by applying innovative models with the possibility of choosing between several solutions. In this case, innovation arises not so much from the tool, which is common in many contexts, as from the creativity of the people taking part.

Implementation tools

235

- Strengthening the right to housing
- Housing stability guarantee
- Social function of housing guarantee
- Easy access to housing
- Expanding the affordable housing stock
- Mobilising the private housing stock
- Promoting renovations
- Promoting land for protected housing
- Action against gentrification
- Action against property speculation
- Integration between housing and city
- Improving the quality of housing

The competitions are aimed at architectural professionals who agree to take part in the challenge to contribute ideas that meet residential and urban needs. In other words, the projects respond to the morphological features of the urban fabric they are located in, attempting at all times to preserve the physiognomy of the neighbourhoods. The teams taking part are encouraged to compete not so much on formal aspects as the buildings' content. That way the creativity is invested in the purely architectural aspects of their occupancy.

The projects' assessment criteria take account of arrangement and planning studies, construction aspects, architectural qualities, integration with the surroundings, functionality of the floors, energy efficiency and, ultimately, the overall vision of the design.

The public authority does not concentrate all the works in the hands of a single architectural office but encourages awarding projects to different offices. In the case of complex competitions, which include several plots of land and spaces, the various winners are encouraged to enter into dialogue so as to come to joint consensual solutions.

Finally, since 2016, the competitions in their current form have included an innovation factor that qualitatively changes not just the project-selection processes but also the results. We are referring to the incorporation, as members of the jury, representatives of the Barcelona Federation of Local Residents' Associations (FAVB), the Catalan Official Architects' Association (COAC) and members of the Barcelona Higher Technical School of Architecture (ETSAB). Their inclusion in the jury's debates adds depth to the arguments over the quality of the proposals submitted and dynamism to the contribution of different points of view.

Handing over the keys to dwellings is a significant and highly emotive moment. It makes sense of the work of producing affordable housing.



A selection of the architectural projects either completed or under way during the study period are listed below.

#### Completed projects:

Building with a combination of dwellings and temporary accommodation in the 22@ district  
Building with a combination of dwellings and a public facility in C/Pere IV  
Housing for elderly people, a primary health-care centre (CAP) and a neighbourhood centre in Glòries  
Social-housing block in Can Batlló  
Housing for elderly people in Quatre Camins  
Housing in Fabra i Coats

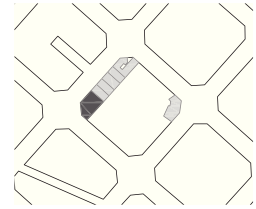
#### Projects under way:

Public rental flats and shelters in Carrer Alí Bei  
Housing and facilities in Carrer Lluís Borrassà  
Social housing in Bon Pastor (Sector H3)  
Social housing in Bon Pastor (Sector G2)  
Social housing in Marina del Prat Vermell  
Public rental housing in Illa Glòries

# Building with a combination of dwellings and temporary accommodation in the 22@ district

## Coll-Leclerc

This is a project that includes the construction of 47 public rental flats, 20 shelters and 17 parking places. Its construction on a chamfered corner is defined by dividing up the project into three vertical blocks, with an intermediate passage coordinating communications and access points.



The final morphology maintains maximum solar impact for optimal energy performance. The surface balance between the blocks provides a flexible and reversible distribution of the spaces, while allowing a comprehensive volumetric adaptation to the context.

Project: 2012-2015

Implementation: 2015-2018

Client: Barcelona Municipal Institute of Housing and Renovation

Location: Carrer de Tànger, 38B-40-42 / Carrer d'Àlaba, 132-138 (Sant Martí), Barcelona

Area: 5,525m<sup>2</sup>

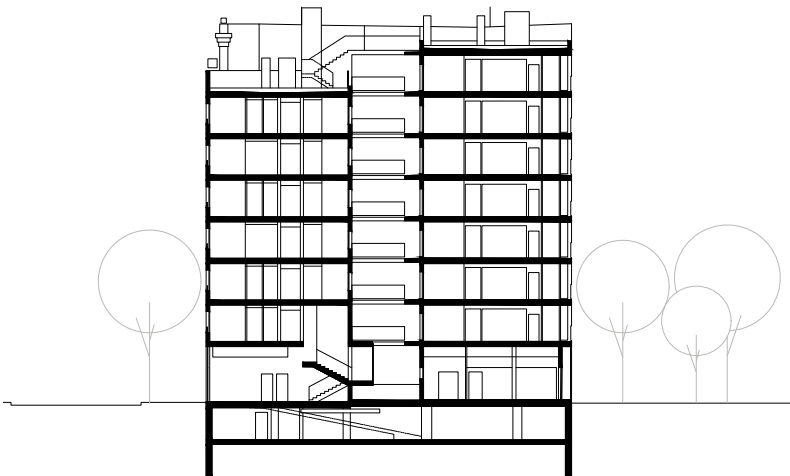
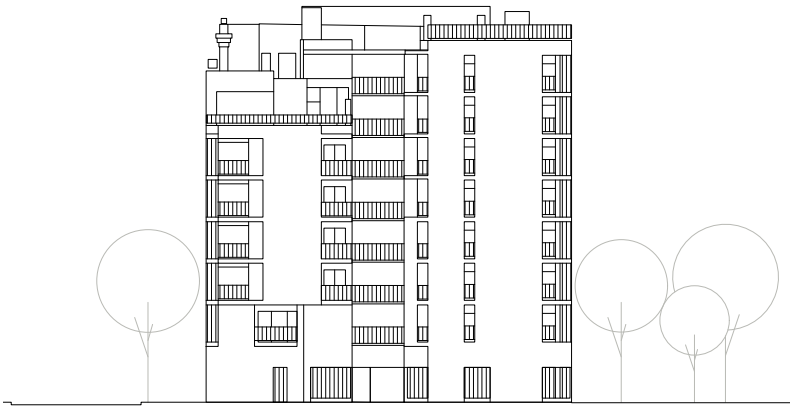
Residential plan: 47 public rental flats and 20 shelters

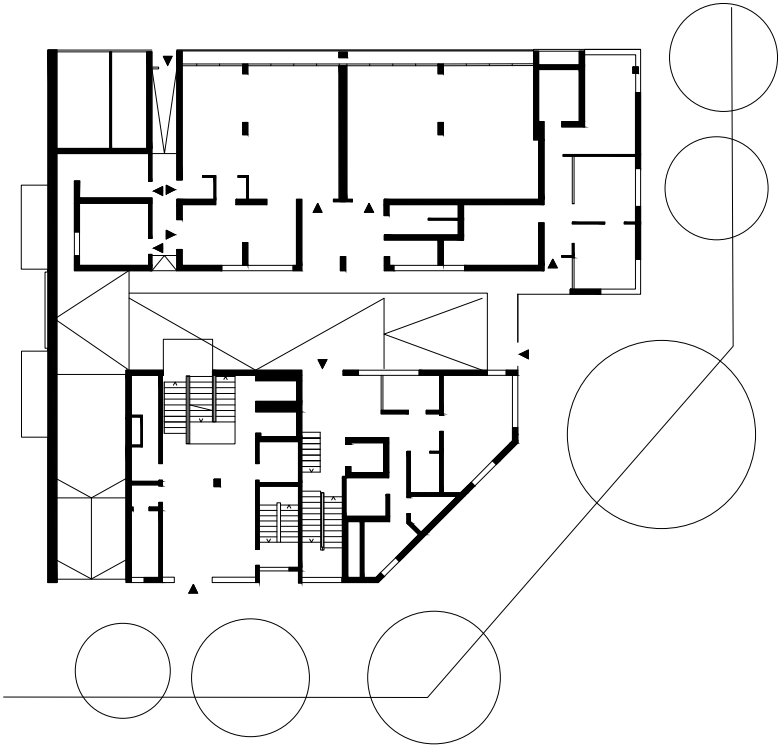
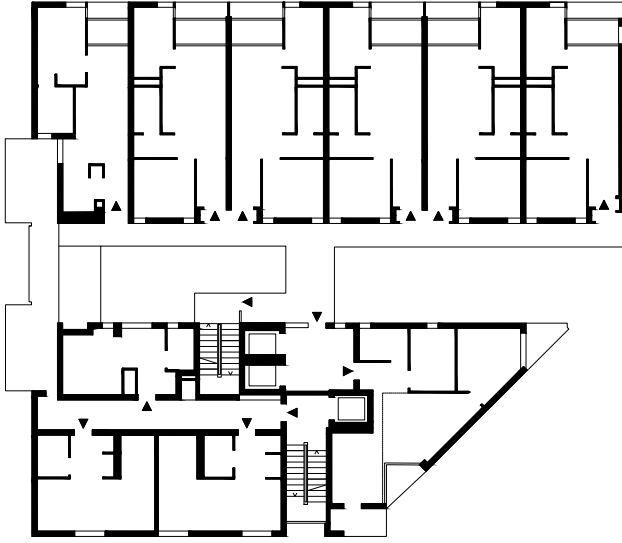
Budget: €4,716,613

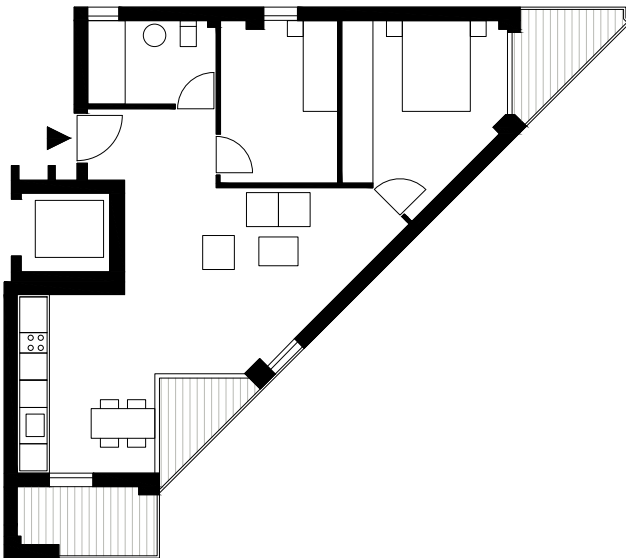








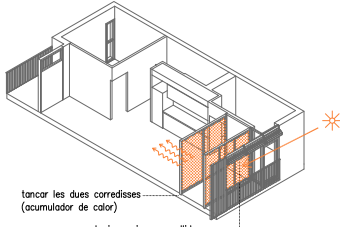




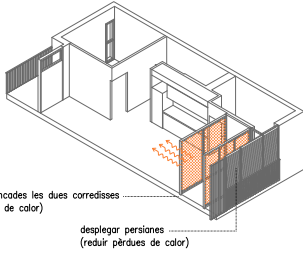


HIVERN  
DIA

**FUNCIONAMENT:** deixar persianes recollides (plegades) i finestres / balconeres tancades per a que la incidència solar escalfi l'interior de l'habitatge.



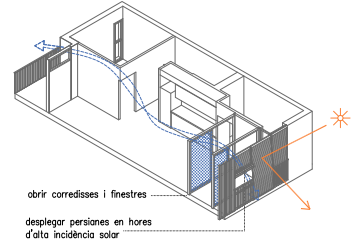
**FUNCIONAMENT:** abaixar persianes (desplegades) per reduir les pèrdues de calor i dificultar que el fred penetri a l'habitatge. Obrir balconeres interiors per rebre la calor acumulada al jardí d'hivern durant el dia.



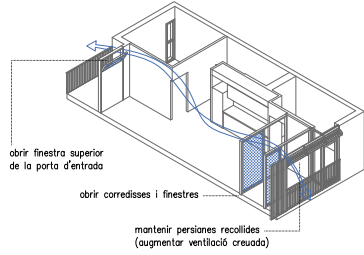
HIVERN  
NIT

ESTIU  
DIA

**FUNCIONAMENT:** abaixar persianes (desplegades) per evitar la incidència directa de la llum solar i mantenir l'habitatge fresc. Obrir finestres / balconeres per garantir la correcta ventilació de l'habitatge. NO DEIXAR FINESTRES TANCADÉS I PERSIANA AIXECADA.



**FUNCIONAMENT:** deixar persianes recollides (plegades) per augmentar la ventilació creuada i reduir l'acumulació de calor. Obrir corredisses i finestres per garantir la ventilació i confort dins de l'habitatge.



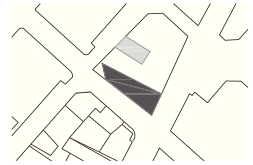
ESTIU  
NIT

Recommendation for optimising the dwelling's comfort without consuming energy

# Building with a combination of dwellings and a public facility in C/Pere IV

## Massip-Bosch Studio

This project solves a complex plan in a compact volume limited by urban planning regulations. Faced with this condition, it opts for a unitary, high-rise, staggered image. A day centre for elderly people on the ground floor and a civic centre on the first floor complete a housing plan for elderly people.



Two types of dwellings are proposed, arranged for maximum use of the natural light. The topography of the façade and three interior patios provide this coordination. The construction is based on the efficiency of the light industrial panels designed for the project.

Project: 2008

Implementation: 2010-2018

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: Carrer de Josep Pla, 180 (Sant Martí), Barcelona

Area: 11,673m<sup>2</sup>

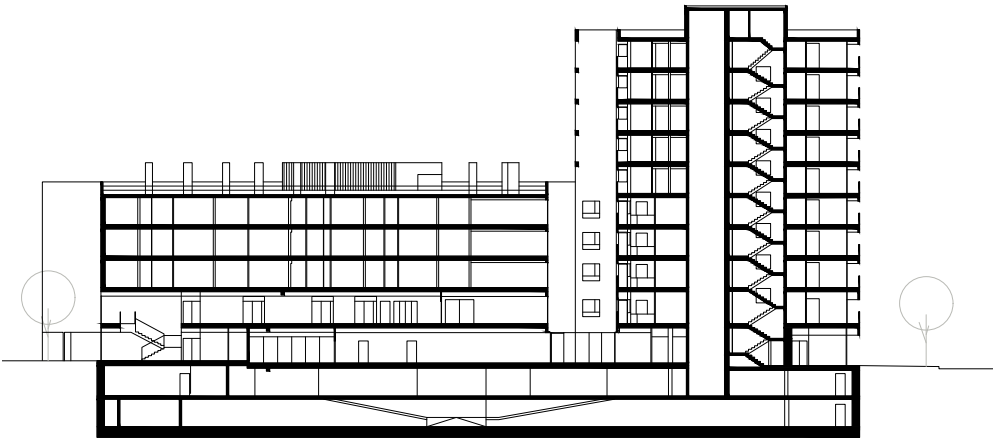
Residential plan: 83 dwellings

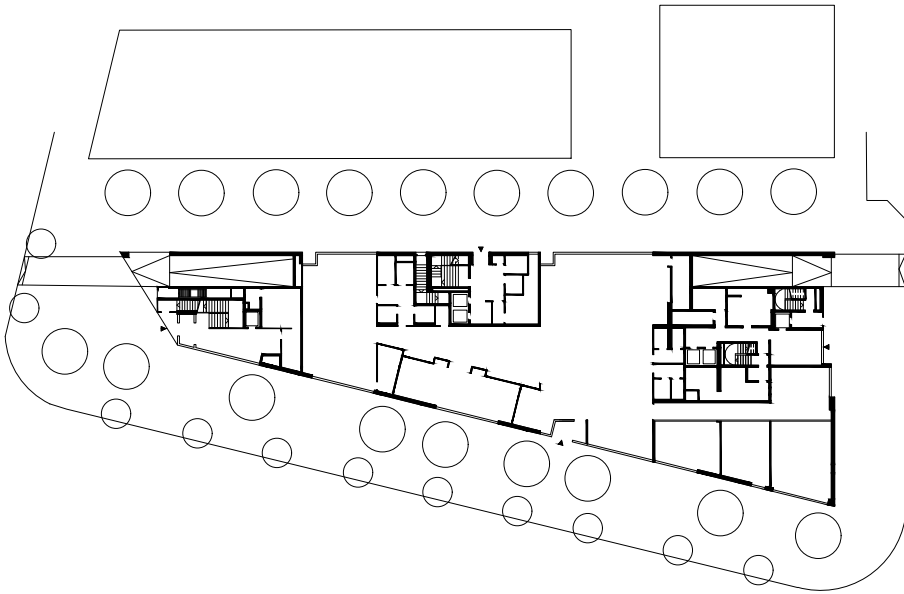
Budget: €9,938,412

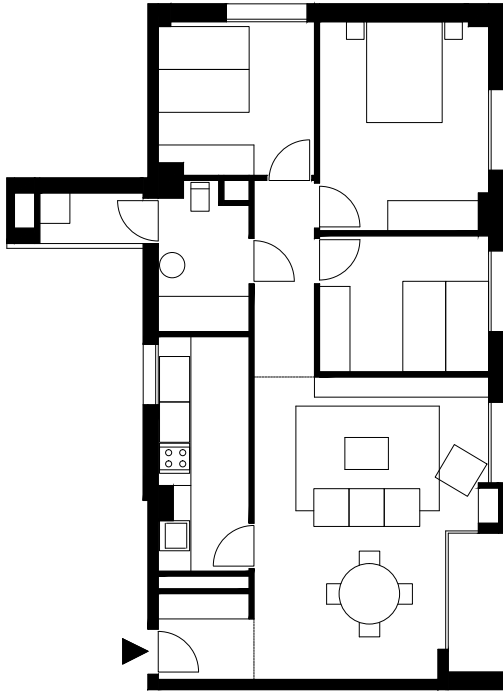
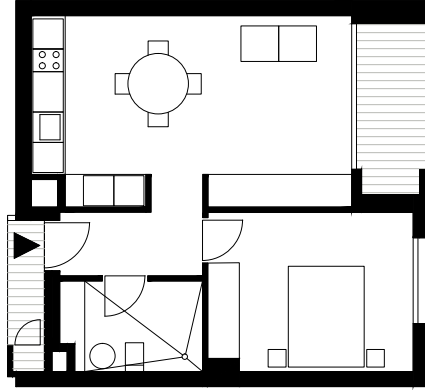










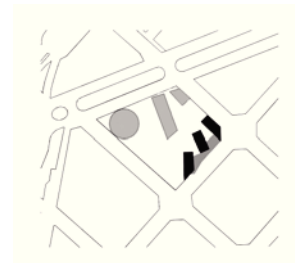


# Housing for elderly people, a primary health-care centre (CAP) and a neighbourhood centre in Glòries

## Bonell-Gil, Peris-Toral

This is a mixed project with three functions superimposed on a single piece of architecture. A ground-floor base includes all the public uses (a primary health-care centre and a neighbourhood centre). Three blocks rise up from this base with 105 flats for elderly people.

Each housing unit has its own multi-functional space linked to the outside. The 40 m<sup>2</sup> typologies are organised around a central technical hub that frees up the perimeter, allowing various combinations of distribution.



Project: 2008

Implementation: 2010-2016

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: Carrer de Bolívia Pla, 45-47-49 (Sant Martí), Barcelona

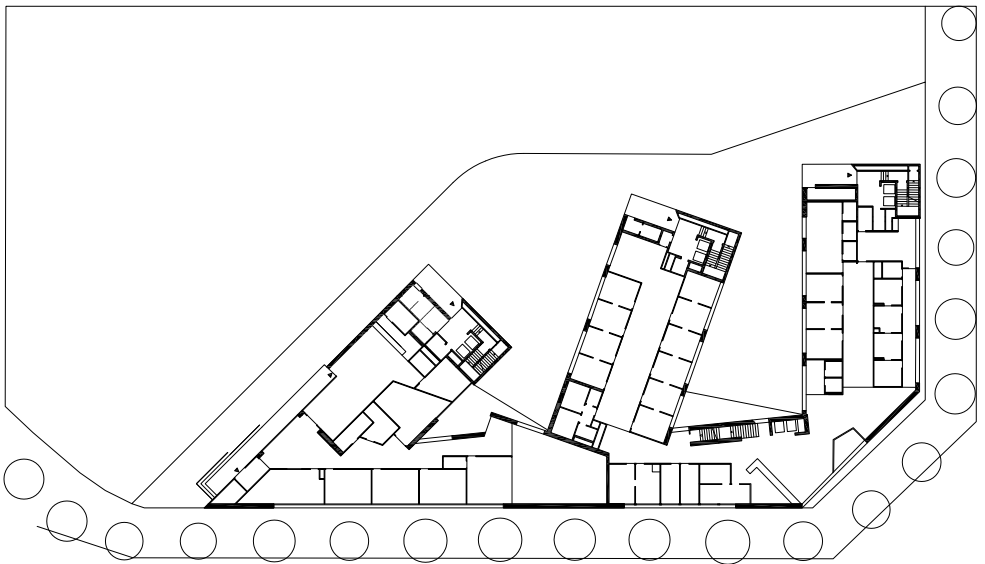
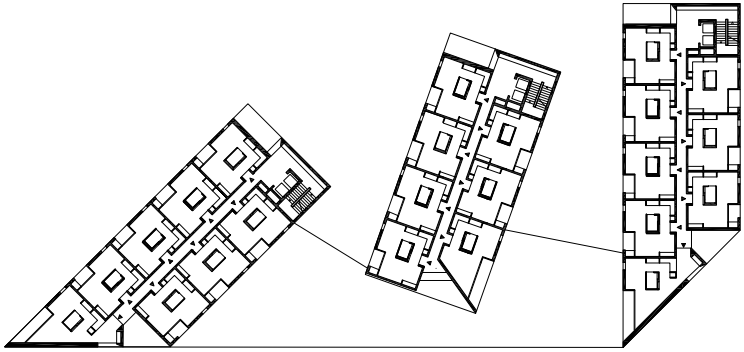
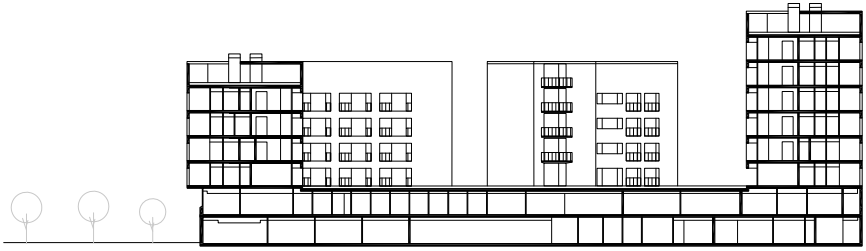
Area: 26,740m<sup>2</sup>

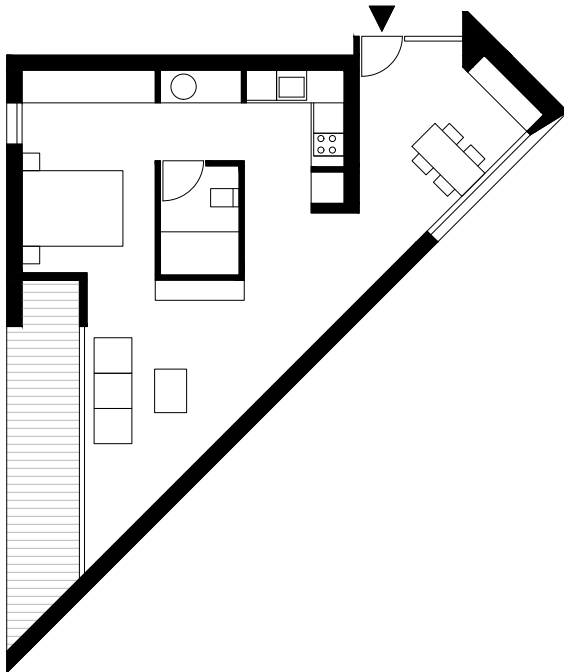
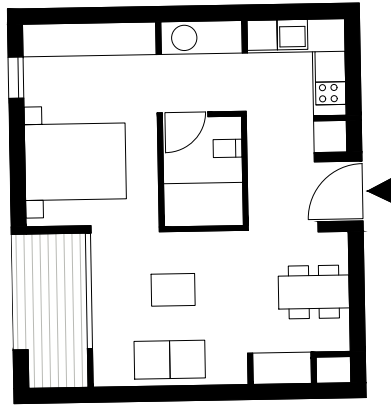
Residential plan: 105 dwellings

Budget: €20,227,969









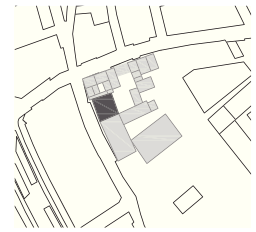




# Block of rental and building-lease dwellings for people affected by urban planning in Can Batlló

Espinet/Ubach Architects

The complex is made up of 26 dwellings, added to which are a car park for 31 vehicles and commercial premises on the ground floor. The upper floors are arranged around a central patio, around which there is a walkway, giving access to the dwellings.



The structural composition is very regular, allowing variable heights around the patio which varies between 5.50 metres and 7.85 metres. That way the housing surface area is freed of structural conditioning, allowing future redistribution.

Project: 2013

Implementation: 2015-2016

Client: Barcelona Municipal Institute of Housing and Renovation

Location: Carrer de Parcerisa, 4-6 (Sants-Monjuïc), Barcelona

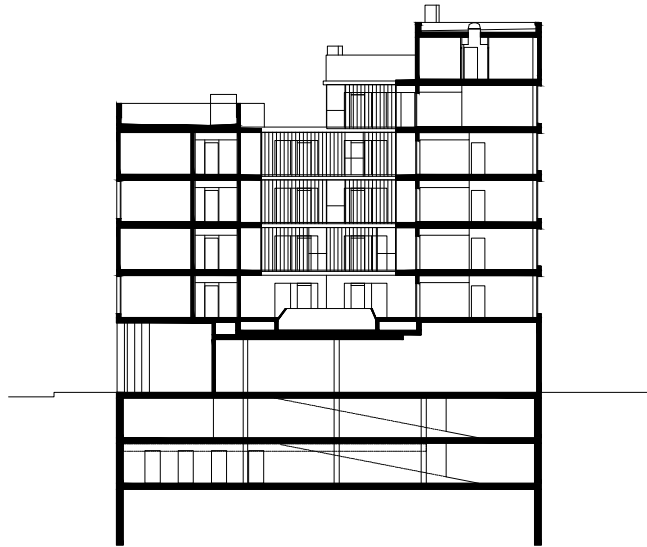
Area: 3,949m<sup>2</sup>

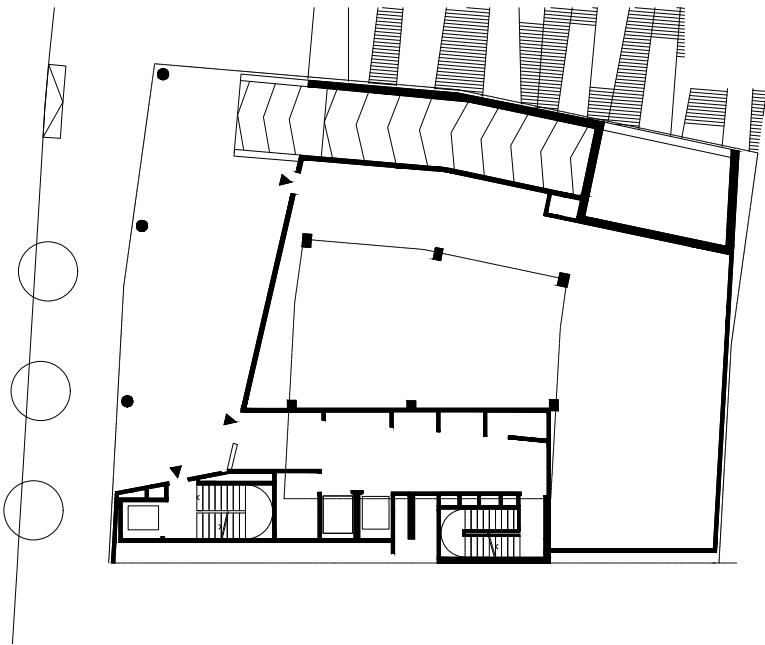
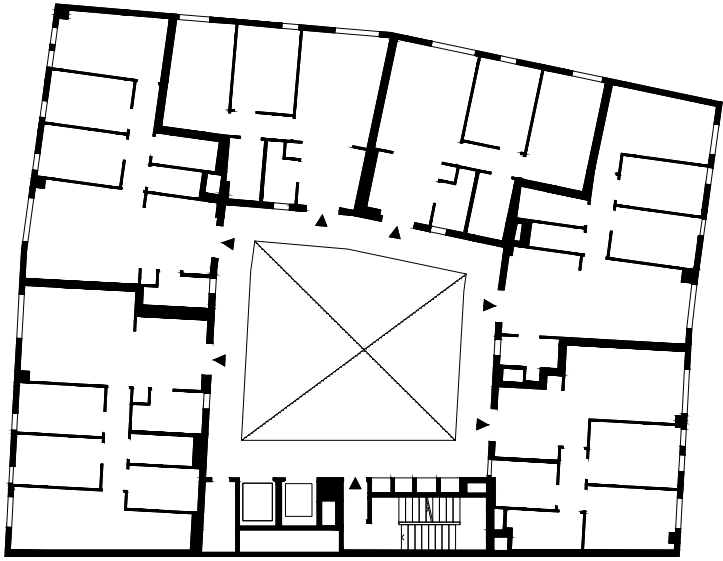
Residential plan: 26 dwellings

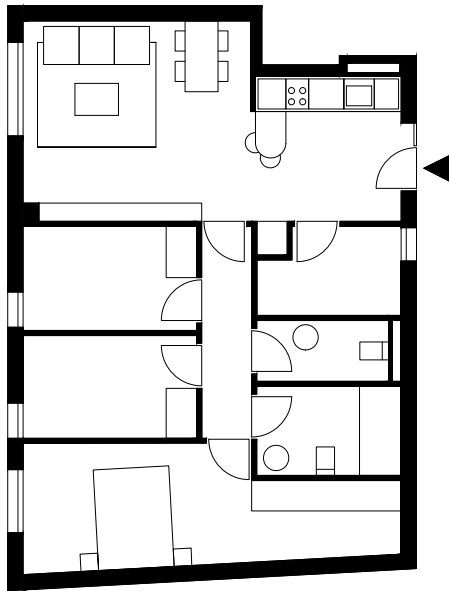
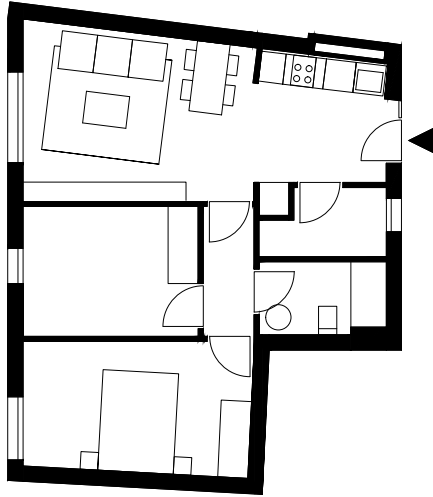
Budget: €2,680,938







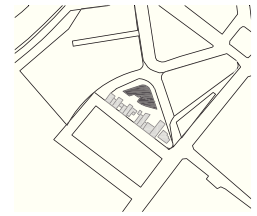




# Housing for elderly people in Quatre Camins

Pere Joan Ravetllat,  
Carme Ribas,  
Nicolás Markuerkiaga

This is a piece of architecture located at the foot of the Collserola mountain range. The area's low density, the sloping topography and views that are offered from the place determine the volumetric design. It is planned as a staggered L, making the best use of the location's conditions.



All the dwellings have a protected and well-orientated outside space. Both the organisation of the access points and the actual volume and construction seek maximum energy efficiency from the complex, in addition to well-structured central circulation.

Project: 2010

Implementation: 2015-2017

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: Carrer de Vista Bella, 7-9 (Sarrià-Sant Gervasi), Barcelona

Area: 4,833m<sup>2</sup>

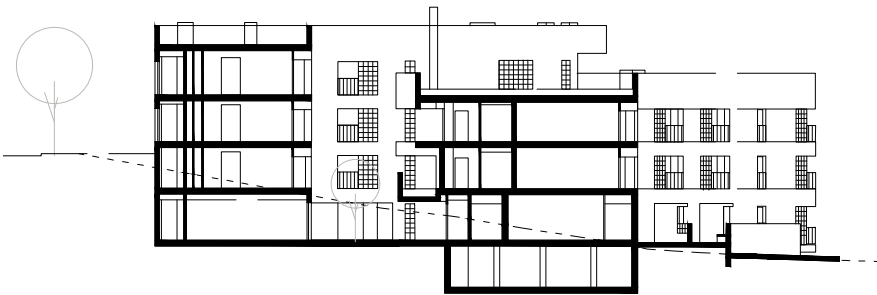
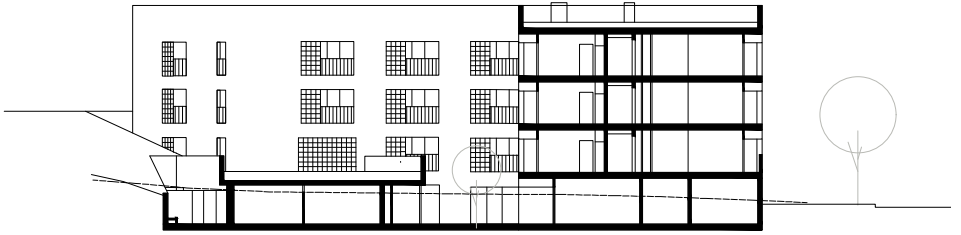
Residential plan: 44 dwellings

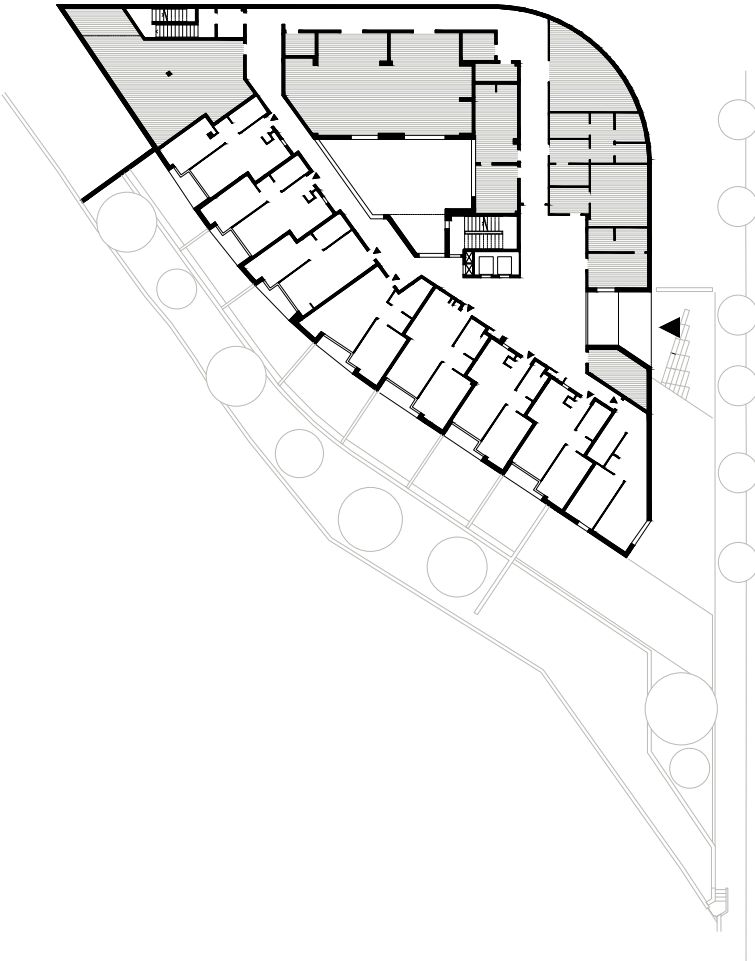
Budget: €3,249,361

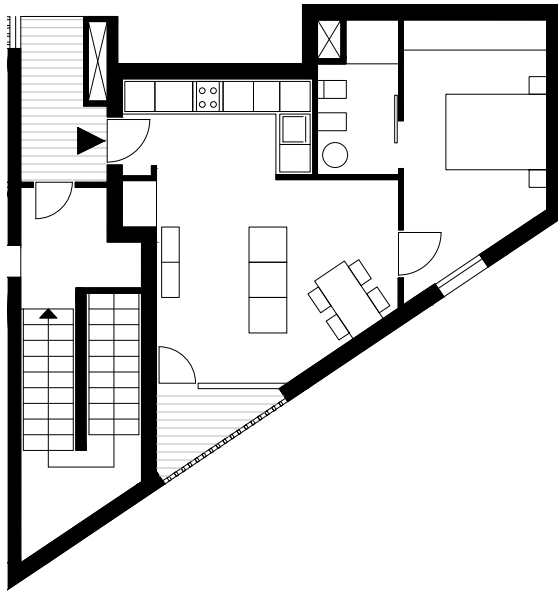
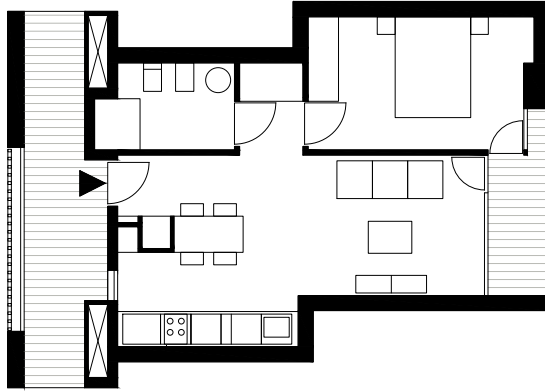










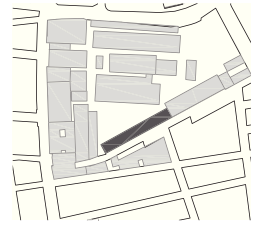


# Housing for young people and artists in Fabra i Coats

Roldán + Berengué Architects

By reusing one of the oldest buildings from the Fabra i Coats factory complex, previously used as a warehouse, the plan is to build 46 social dwellings that exploit the old building envelope.

It attempts to respect the existing building as far as possible, proposing an independent, light, wooden interior structure. The flats will occupy four floors respecting a layer of separation from the existing façades. The typologies respond to the cross ventilation which allows a double orientation.



Project: 2009

Implementation: 2018

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: Carrer de Parellada, 7-11 (Sant Andreu), Barcelona

Area: 4,389m<sup>2</sup>

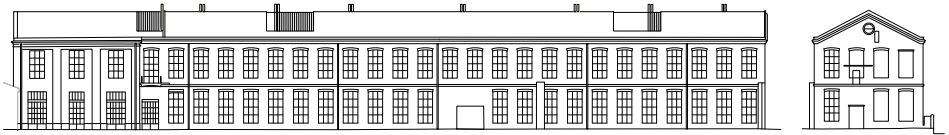
Residential plan: 46 dwellings

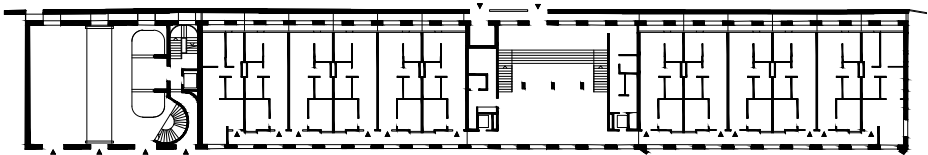
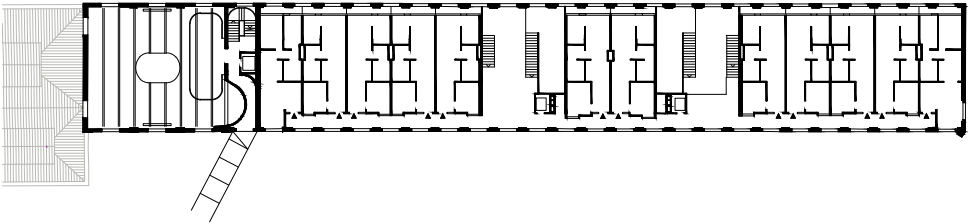
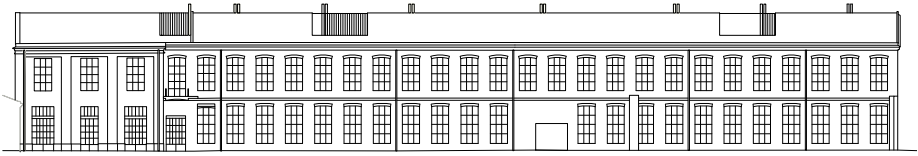
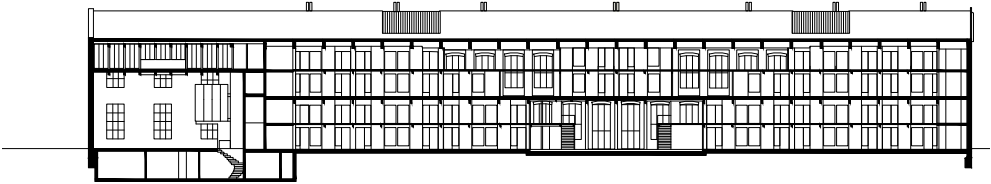
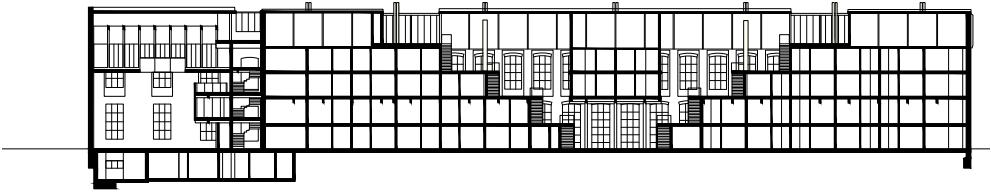
Budget: €5,597,173

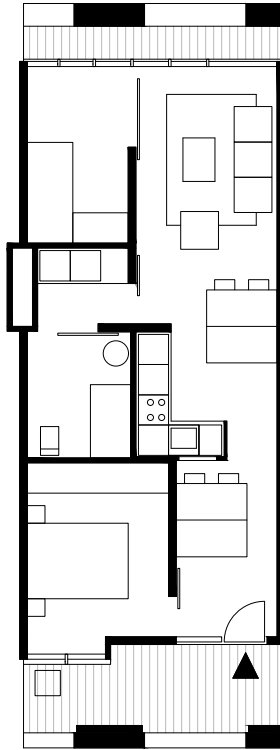












# Public rental flats and shelters in Carrer Alí Bei

Pau Vidal, Vivas Architects,  
Arquitectura Produccions

This is a building with public rental flats for elderly people, located in a fragmented residential block in the Eixample. The rear façade proposed represents a contribution of lighting and privileged views in a previously rundown environment.



The building is divided into two separate parts by a central communicating patio. Open spaces allow light to enter and improve the building's comfort and climatic conditions, while providing coordination with the volumes that make up the block.

Project: 2012

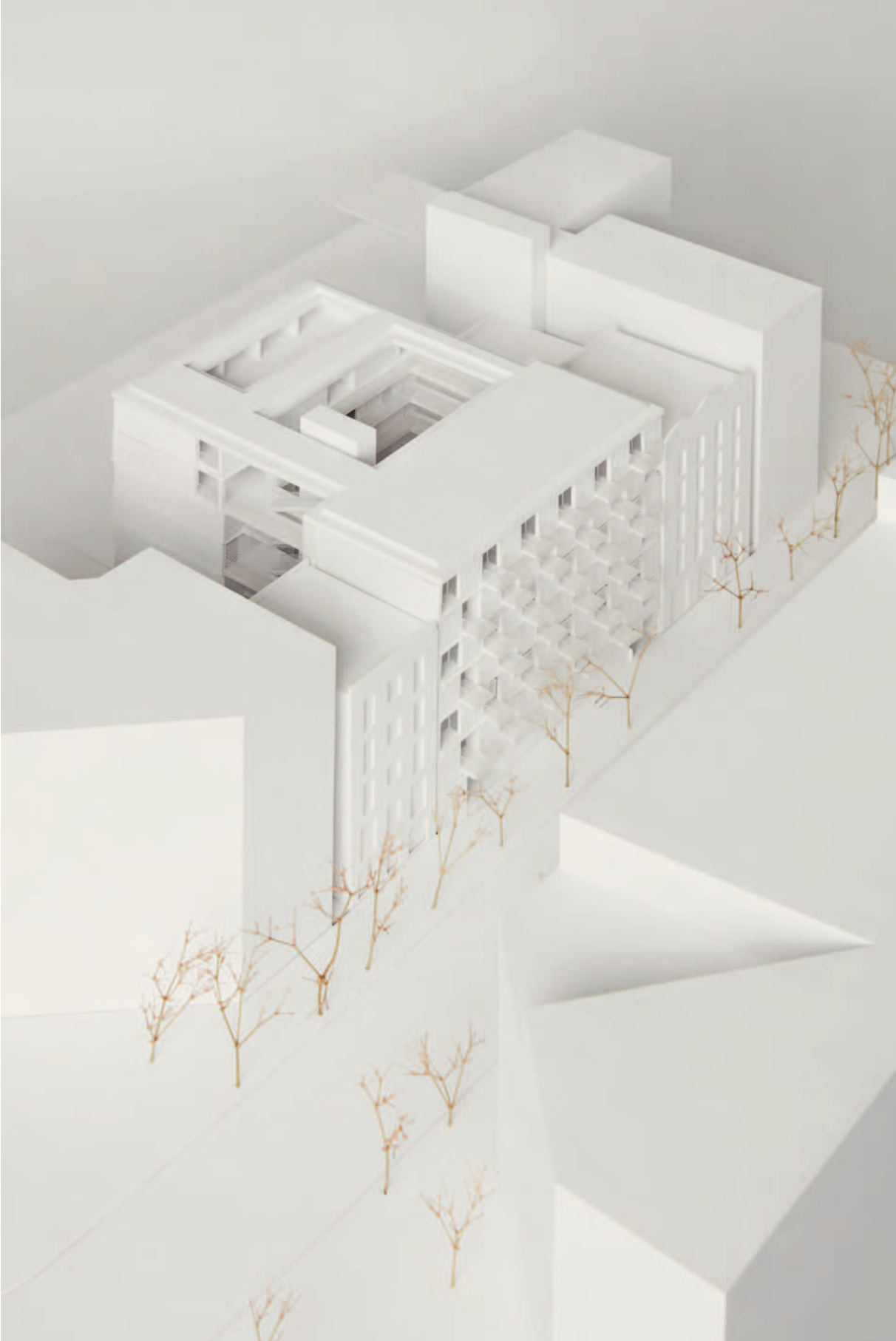
Implementation: 2018

Client: Municipal Institute of Housing and Renovation (IMHAB)

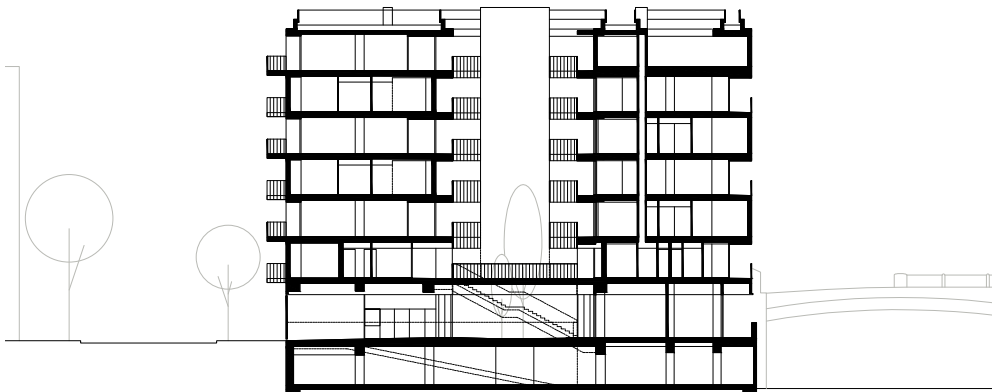
Location: Carrer d'Alí Bei, 100-102 (l'Eixample), Barcelona

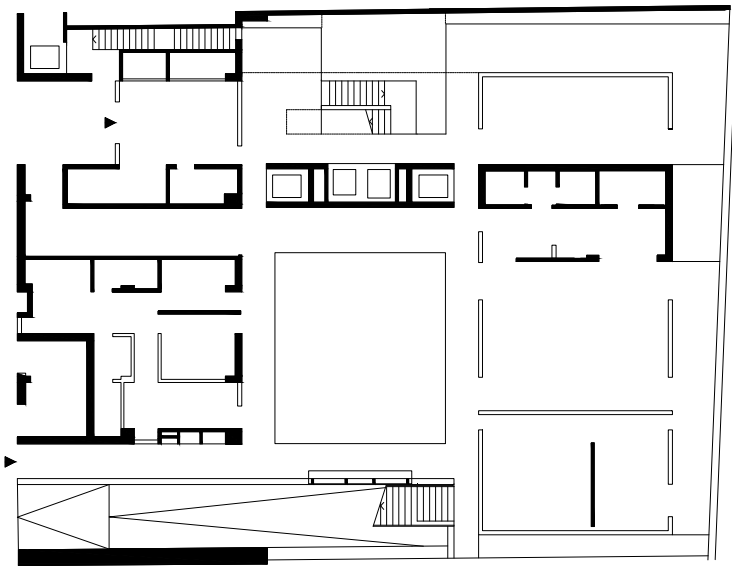
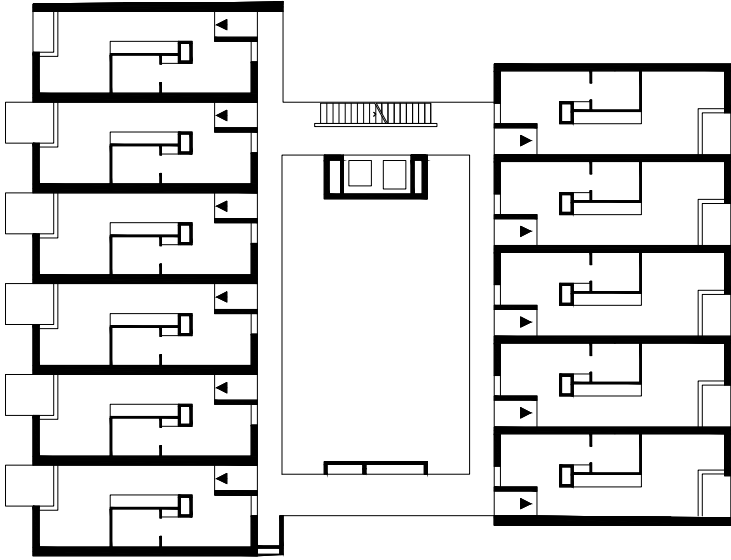
Area: 5,360m<sup>2</sup>

Residential plan: 49 dwellings and 10 shelters

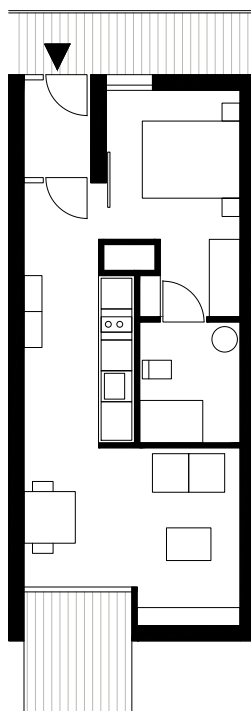










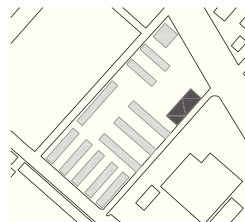


# Housing and facilities in Carrer Lluís Borrassà

## Peris-Toral, Eletresjota

A project that includes building 54 dwellings, a sports facility and an underground car park. The volume is configured as a single whole where one part is developed in more storeys.

The dwellings are arranged in a typological system that place the technical areas in the perimeter thus freeing up and bringing flexibility to the rest of the space. Reversible uses and undifferentiated occupancies of equivalent spaces are considered, always provided with double ventilation and natural lighting.



Project: 2017

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: Carrer de Lluís Borrassà, 23-25 (Sant Martí), Barcelona

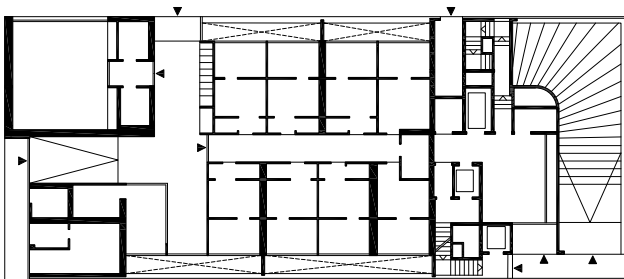
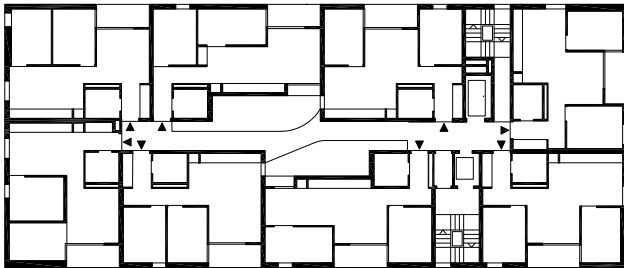
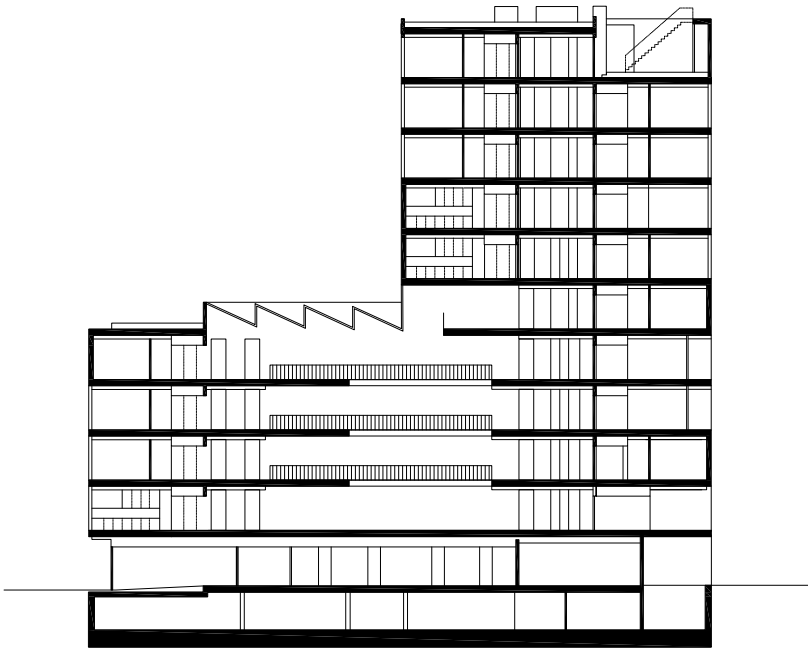
Area: 5,971m<sup>2</sup>

Residential plan: 54 dwellings

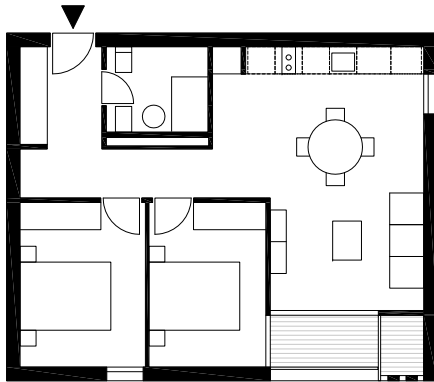
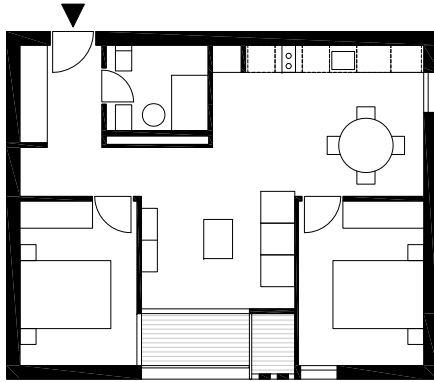
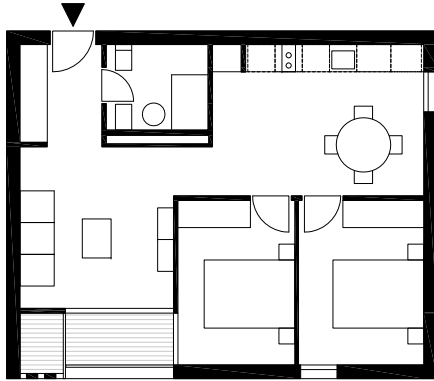
Budget: €5,862,942









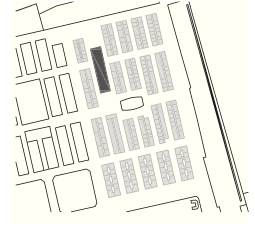


# Relocation dwellings in Bon Pastor (Sector H3)

MADHEL (Bergman and Herraiz), MÁRMOLBRAVO and MIEL Architects (Borrás and Grammont)

Residential block project in a representative neighbourhood of Barcelona's history: Bon Pastor. This is a plan for 50 relocation dwellings of various sizes, provided with a terrace that generously extends the flats' surface area.

All the dwellings share a central technical hub which divides the interior into two open spaces orientated to both façades and whose distribution could be reversible. The aim is for optimal natural lighting and cross ventilation in every flat.



Project: 2015

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: H3 Block, Bon Pastor (Sant Andreu), Barcelona

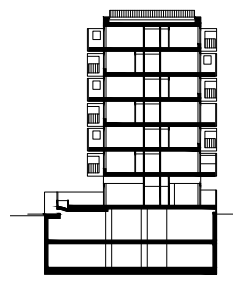
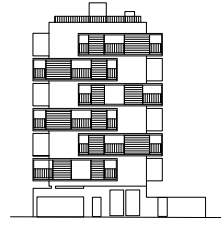
Area: 8,800m<sup>2</sup>

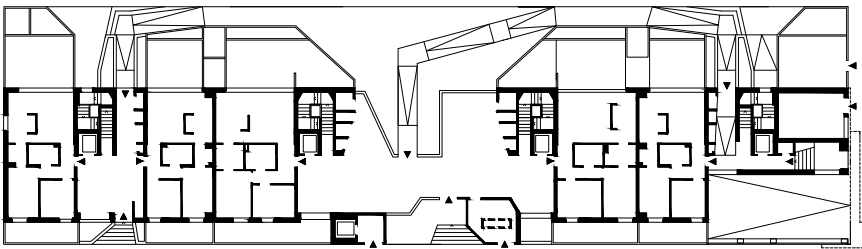
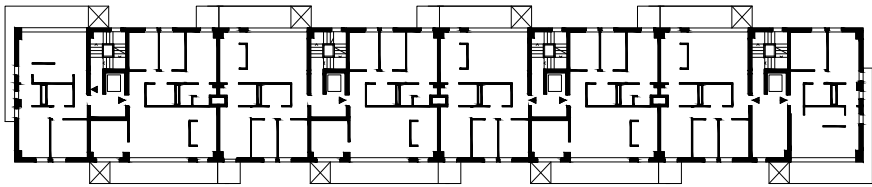
Residential plan: 50 dwellings

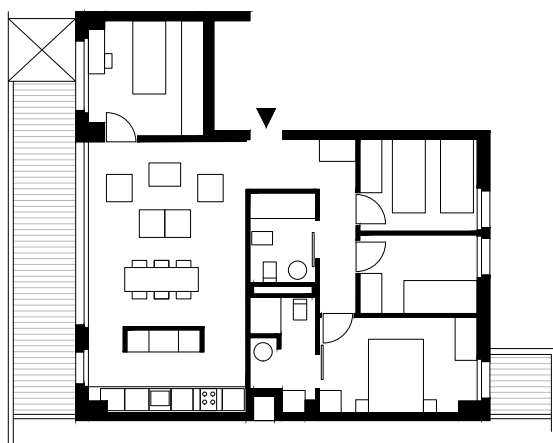
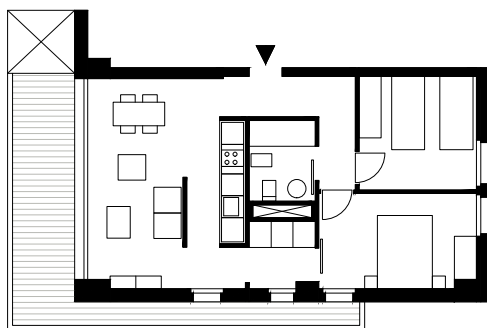
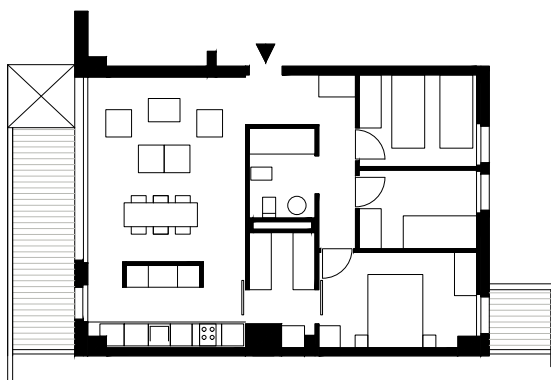










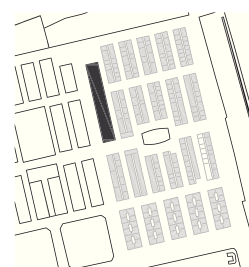


# Relocation dwellings in Bon Pastor (Sector G2)

## TAC Architects

Residential block project in a representative neighbourhood of Barcelona's history: Bon Pastor. This is a plan for 60 relocation dwellings located opposite a public space in the neighbourhood, with their terraces facing it.

The dwellings recover the typological sequence of three galleries of the Bon Pastor houses with a central space combining a living room, dining room and kitchen. The relationship with the street, energy performance and the two lateral galleries of the dwellings allow reversibility of the uses proposed.



Project: 2015

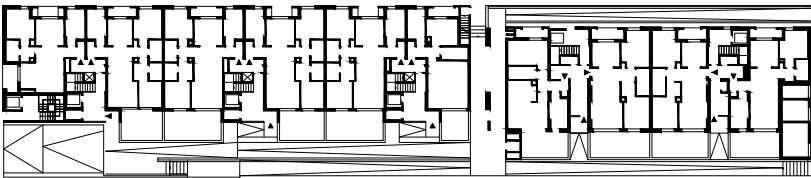
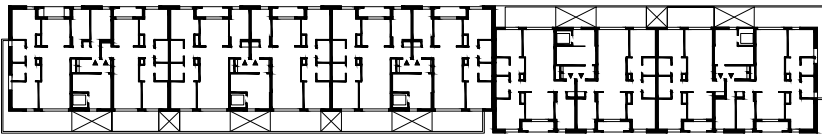
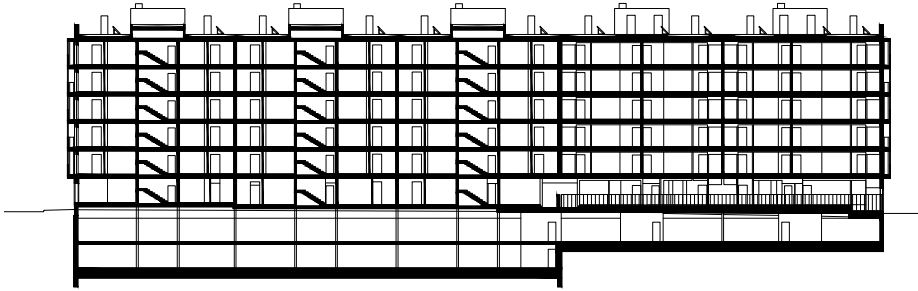
Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: G2 Block, Bon Pastor (Sant Andreu), Barcelona

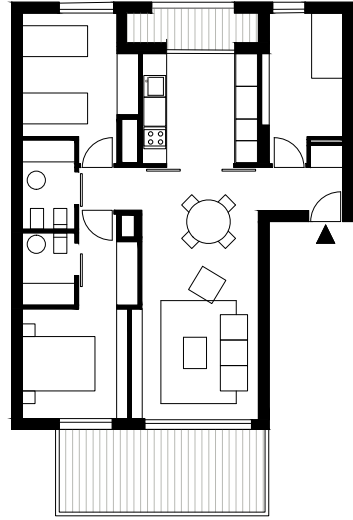
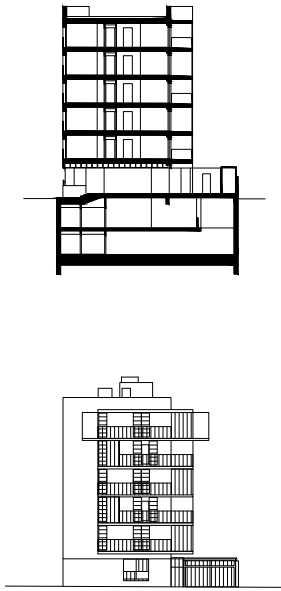
Area: 6,525m<sup>2</sup>

Residential plan: 60 dwellings





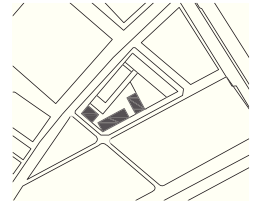




# Rental housing and assigned-for-use area dwellings in La Marina del Prat Vermell

Pau Vidal, Vivas Architects,  
Arquitectura Produccions

A project defined by three architectural blocks making up a new area of mixed uses in La Marina del Prat Vermell. The division of the plan into three pieces on a common base provides a more contained urban transition.



Each piece is arranged independently on a communication level, creating walkways and spaces leading to the dwellings which are visually intercommunicated. The interior distribution is structurally very orderly and incorporates generous terraces in every dwelling.

Project: 2016

Client: Municipal Institute of Housing and Renovation (IMHAB)

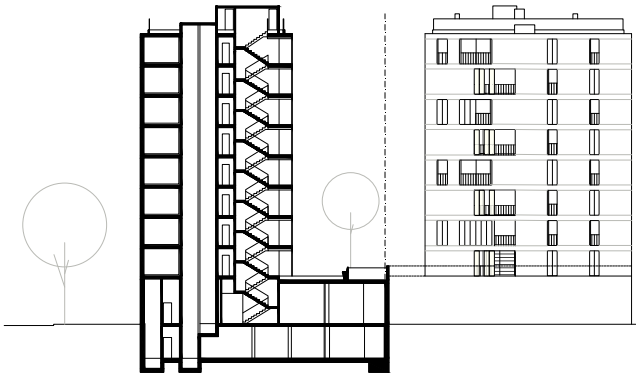
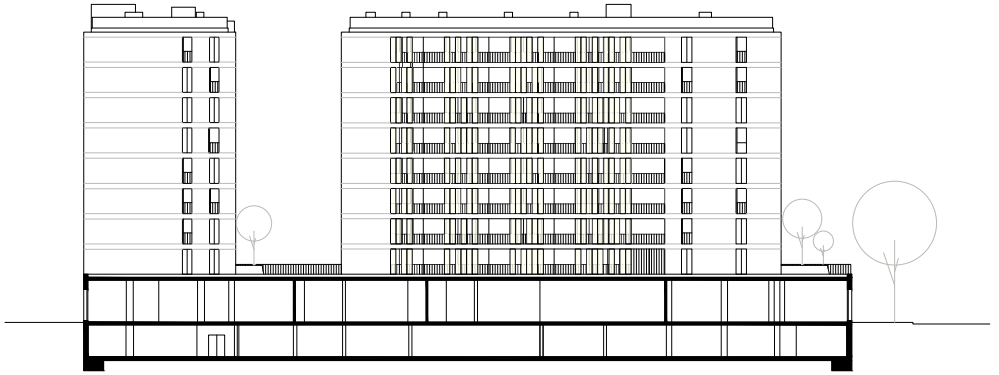
Location: Carrer d'Uldecona, 12-14, la Marina del Prat Vermell (Sants-Montjuïc), Barcelona

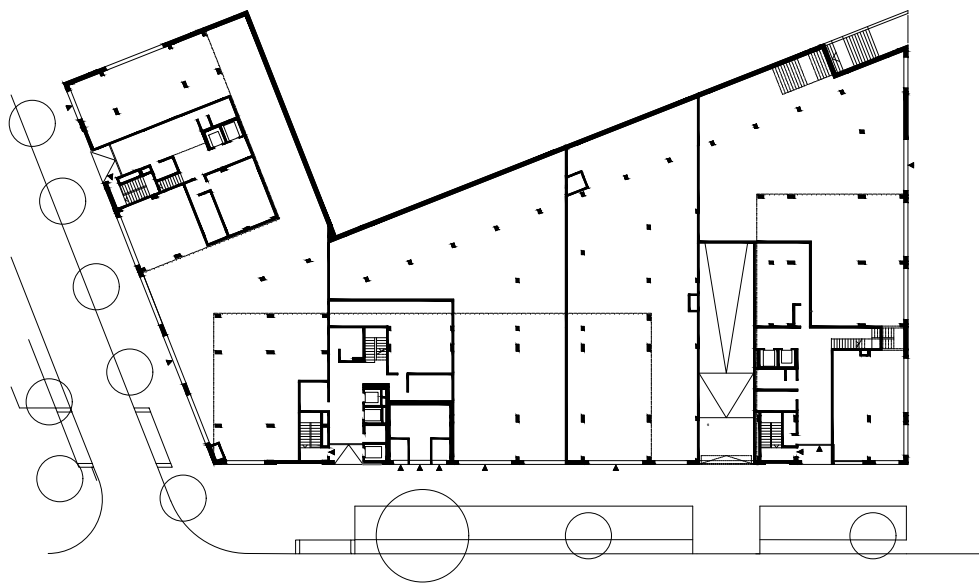
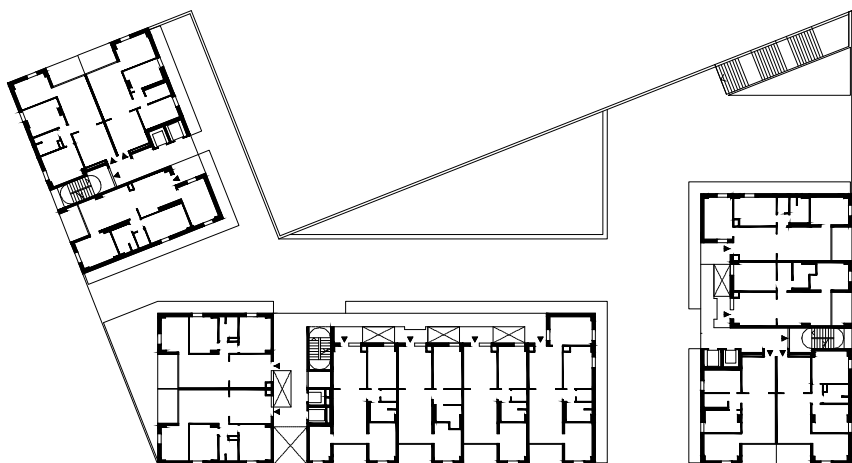
Area: 16,677m<sup>2</sup>

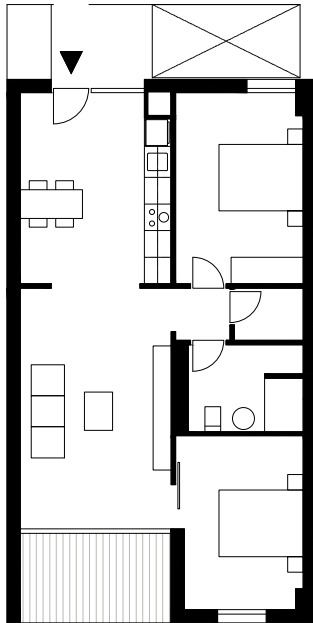
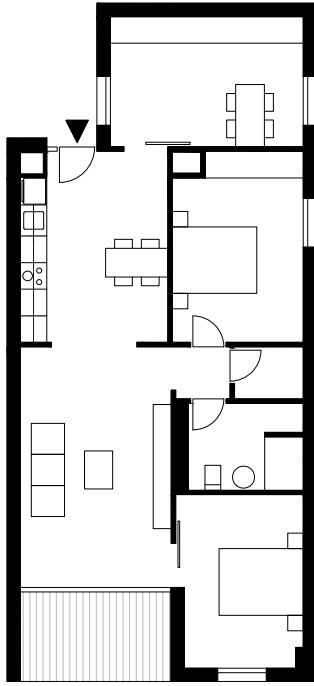
Residential plan: 108 dwellings







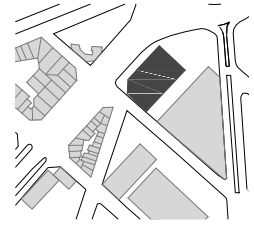




# Rental housing and building-lease dwellings in Illa Glòries

Cierto Estudio and Franc Llonch  
Bayona Valero, Cantallops Vicente,  
Ensenyat Tarrida and HAZ Arquitectura  
Pau Vidal and Vivas Arquitectos  
SV60 Cordón & Liñan

Methodologically speaking, this is a very innovative project that arose out of an international ideas competition. The result of the competition enabled a volumetric plan to be selected for partially developing four of the selected projects



The project establishes a volumetric relationship with the city's urban fabric, giving shape to a residential block with two courtyards and an interior pedestrian passage. Coordination between the selected teams has facilitated the coordination of the four projects, which provide a heterogeneous solution for each part of the block. The project is characterised by the right lighting and ventilation conditions, as well as typological arrangements that provide for flexibility and the absence of gender hierarchies.

Project: 2016-2018

Client: Municipal Institute of Housing and Renovation (IMHAB)

Location: A block formed by Carrer Castillejos, Carrer Casp, Plaça de les Glòries and Gran Via de les Corts Catalanes (Eixample), Barcelona

Area: 30,000m<sup>2</sup>

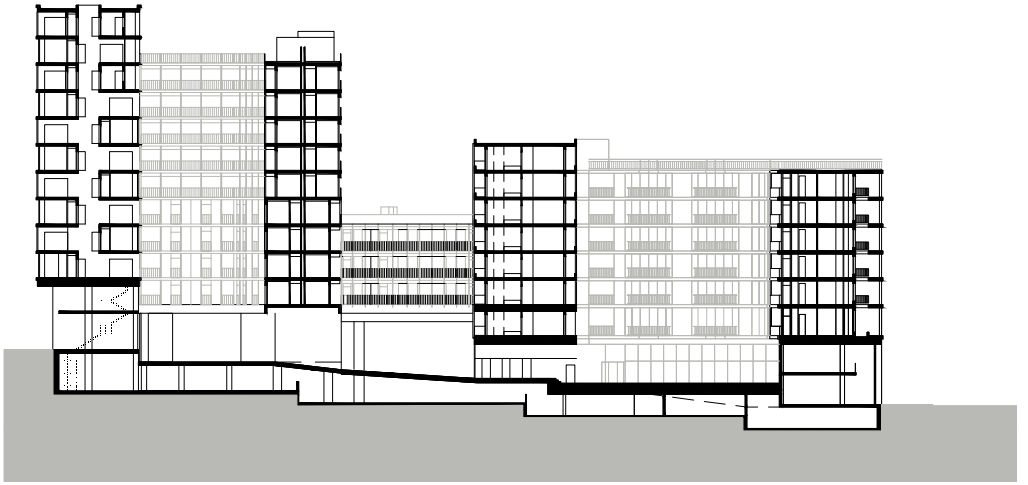
Residential plan: 238 dwellings

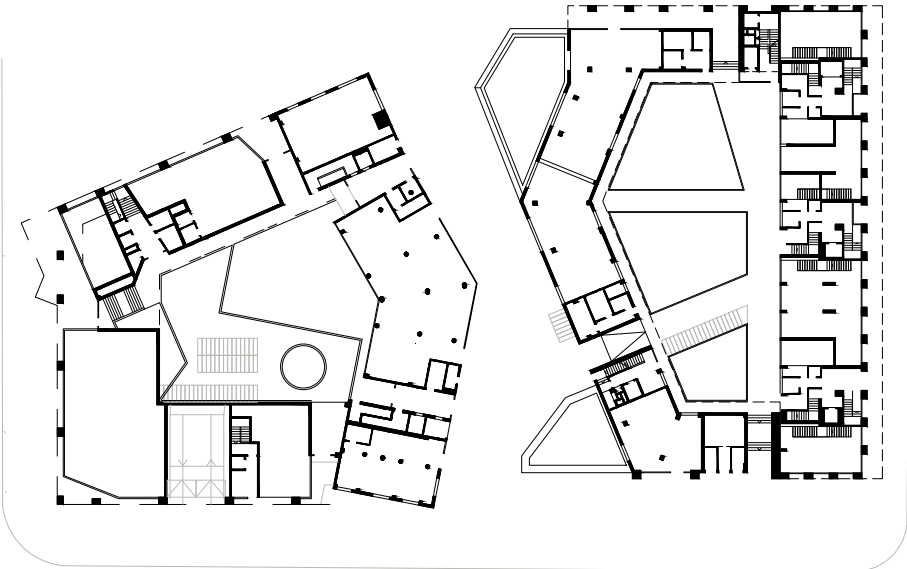
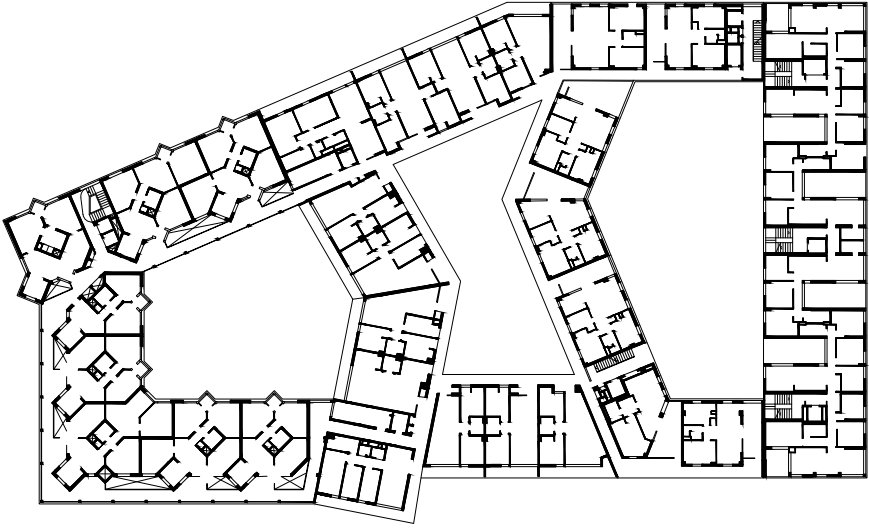


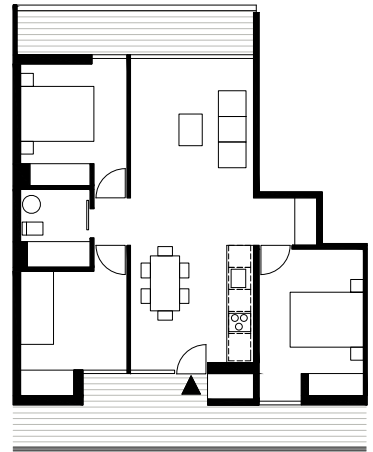
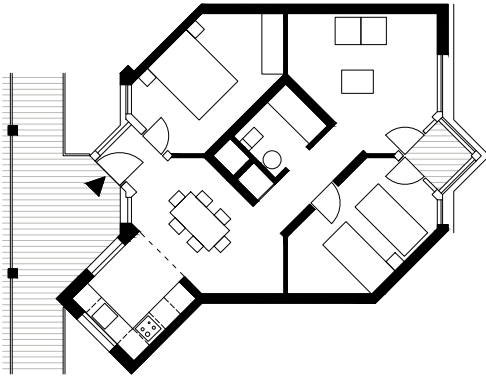
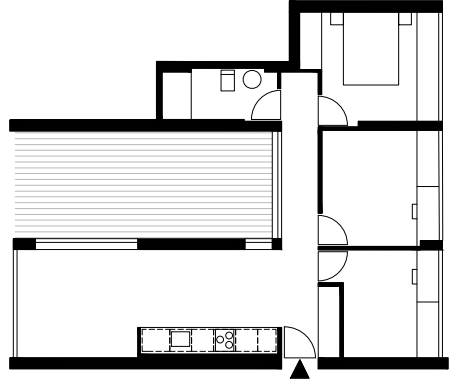
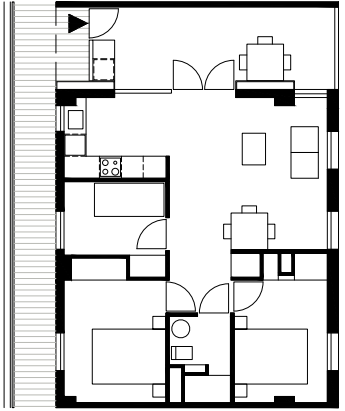


Volumetric Ordering of the Complex (PMU) and Piece A: Certo Estudio and Franc Llonch  
Piece B: Bayona Valero Arquitectes, Cantalops Vicente Arquitectes, Ensenyat Tarrida  
Arquitectes and HAZ Arquitectura  
Piece C: Pau Vidal Arquitecte and Estudio Vivas Arquitectos  
Piece D: SV60 Cerdón & Liñan Arquitectos

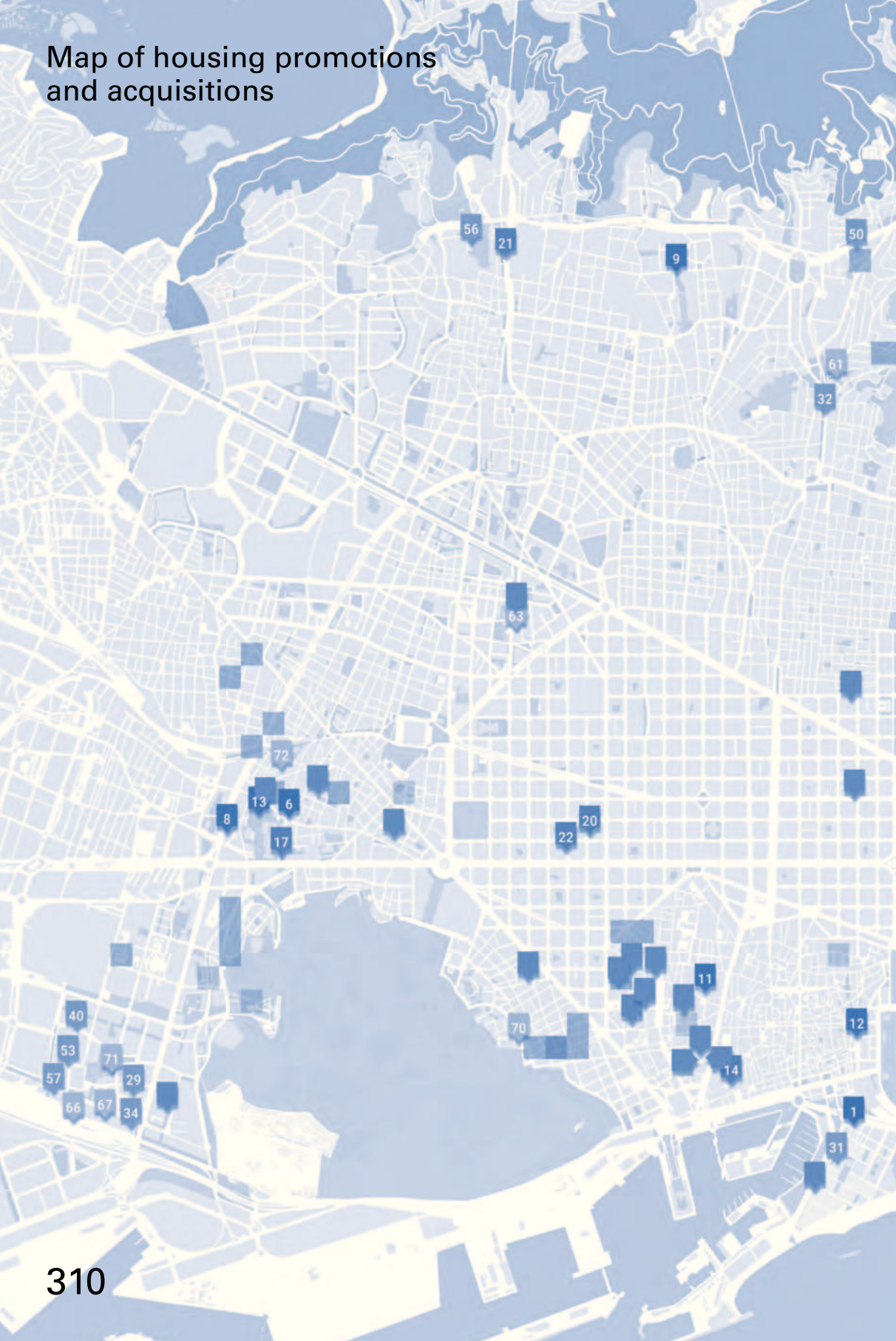


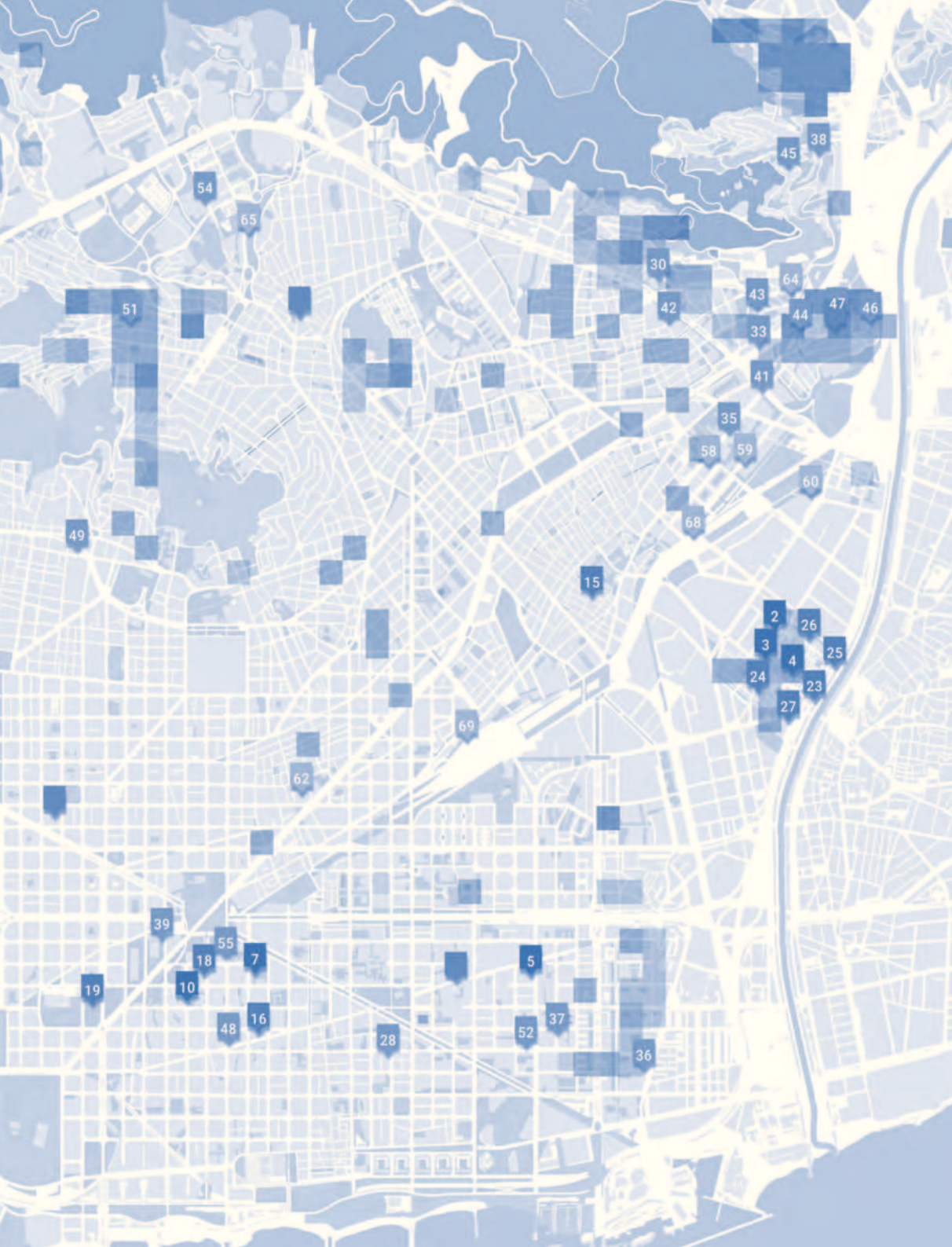









# Map of housing promotions and acquisitions








**Noves promocions d'habitatge**

-  Obra finalitzada
-  Projecte
-  En obres
-  En preparació

**Compres i adquisicions d'habitatge**

-  Finques adquirides (22 finques amb 401 habitatges)
-  Zones d'adquisició d'habitatges (97 habitatges)
-  Zones d'habitatges en usdefruit (163 habitatges)

	Promotion	State	Operator	Address	Nº Dwellings
1	Rodalies	Work completed	IMHAB	Carrer Doctor Aiguader 15	150
2	Bon Pastor E2 (III fase)	Work completed	IMHAB	Carrer Alfarràs 30	60
3	Bon Pastor F1 (III fase)	Work completed	IMHAB	Carrer Biosca 17	61
4	Bon Pastor F2 (III fase)	Work completed	IMHAB	Carrer Biosca 33	46
5	Pere IV / Josep Plà	Work completed	IMHAB	Carrer Pere IV 455	83
6	Can Batlló UP4	Work completed	IMHAB	Carrer de la Constitució 31	26
7	Glòries I fase	Work completed	IMHAB	Carrer Ciutat de Granada 145-149	105
8	Can Batlló UP8	Work completed	IMHAB	Carrer Parcerisa 6	26
9	Quatre Camins	Work completed	IMHAB	Carrer Vista Bella 7-9	44
10	Tànger	Work completed	IMHAB	Carrer Tànger 40	47
11	Gardunya - Fem ciutat	Work completed	Cooperative	Plaça de la Gardunya 1	39
12	Princesa 49	Work completed	Cohousing	Carrer Princesa 49	5
13	Can Batlló UP7	Work completed	Cohousing	Carrer de la Constitució 83-89	28
14	MPGM Gòtic Sud - AA2	In progress	APROP	Carrer Nou de St. Francesc 10	14
15	Can Fabra	In progress	IMHAB	Carrer Parellada 9	46
16	Sancho d'Avila (II fase)	In progress	IMHAB	Plaça Dolors Piera 6	68
17	Can Batlló UP5a	In progress	APROP	Carrer Mossen Amadeu Oller 17-21	40
18	UA1 MPGM Glòries-Merid. FR14	In progress	Foundation	Carrer de Bolívia de 23-27	85
19	Alí Bei	In progress	IMHAB	Carrer Alí Bei 102	49
20	Germanetes LLS	In progress	IMHAB	Carrer Comte Borrell 159	35
21	Vores Via Augusta FR18.2	In progress	IMHAB	Via Augusta 401-403	13
22	Germanetes GG	In progress	IMHAB	Carrer Viladomat 142	47
23	Bon Pastor G1 (IV fase)	In progress	IMHAB	Carrer Salomó 1	38
24	Bon Pastor H1 (IV fase)	In progress	IMHAB	Carrer Isona 1	42
25	Bon Pastor H3 (IV fase)	In progress	IMHAB	Passeig Mollerussa 58	50
26	Bon Pastor G2 (IV fase)	In progress	IMHAB	Carrer Biosca 52	60
27	Bon Pastor I1 (IV fase)	In progress	IMHAB	Carrer Mur 4	54
28	C. Espronceda, 133-135	Project	Cohousing	Carrer Espronceda 133	19
29	Marina Prat Vermell S10 P25	Project	Cohousing	Carrer Ulldecona 26-28	32
30	PAU 1 Roquetes - FR 18.1a	Project	Cohousing	Carrer Pla dels Cirerers 2-4	27
31	Pg. Joan de Borbó, 11	Project	Cohousing	Passeig Joan de Borbó 11	8
32	Vallcarca AA3 (II fase)	Project	IMHAB	Avinguda Vallcarca 93-95	14
33	Trinitat Nova Bloc H	Project	IMHAB	Carrer S'Agaró s/n	83
34	Marina Prat Vermell S10 P24	Project	IMHAB	Carrer Ulldecona 12-14	108
35	Casernes de Sant Andreu Ed. C	Project	IMHAB	Passeig Torres i Bages 143	150
36	Lluís Borrassà	Project	IMHAB	Carrer Lluís Borrassà 23-35	54
37	Puigcerdà / Maresme	Project	IMHAB	Carrer Puigcerdà 100-102	75
38	Torre Baró Illa F	Project	IMHAB	Avinguda Escolapi Càncer 10	47
39	Illà Glòries	Project	IMHAB	Gran Via de les Corts Catalanes 830-846	225
40	Marina Prat Vermell S8 D1+D2	Project	IMHAB	Carrer Acer s/n	240



	Promotion	State	Operator	Address	Nº Dwellings
41	Porta Trinitat Vella	Project	IMHAB	Carratera de Ribes 51-65	140
42	Roquetes AA3	Project	IMHAB	Via Favència 271-275	122
43	Trinitat Nova UA3 Bloc E	Project	IMHAB	Carrer Palamós 81	100
44	Trinitat Nova UA3 Bloc I	Project	IMHAB	Carrer Palamós 88	76
45	Torre Baró Illa E	Project	IMHAB	Avinguda Escolapi Càncer 27-33	30
46	Presó T. Vella A18.03	Project	IMHAB	Carrer Pare Pérez del Pulgar s/n	98
47	Presó T. Vella A18.01	Project	IMHAB	Carrer Pare Pérez del Pulgar s/n	75
48	MPGM HD Ciutat de Granada	Project	IMHAB	Carrer Ciutat de Granada 95-97	18
49	MPGM HD Antiga Quirón	Project	IMHAB	Avinguda Mare de Déu de Montserrat 5-11	100
50	MPGM HD Penitents	Project	IMHAB	Carratera de Sant Cugat 2x	35
51	MPGM Carmel - Ai04 + OE.03	Project	IMHAB	Carrer Murtra 12-16	22
52	MPGM HD Veneçuela	Project	IMHAB	Carrer Veneçuela 96-106	150
53	Marina Prat Vermell S10 P22	Project	IMHAB	Carrer Ulldecona 2-10	80
54	MPGM HD Vidal i Barraquer	Project	IMHAB	Avinguda Vidal i Barraquer 37-43	85
55	UA1 MPGM Glòries-Merid. FR15B	Project	APROP	Carrer Bolívia 33-41 int	37
56	MPGM Torrent Monges - NH	Project	Cohousing	Carrer General Vives 4-6	17
57	Marina Prat Vermell S10 P21 + S8 Eq2	Project	IMHAB	Sense nom (Motors-Tortosa) 7	84
58	Casernes de Sant Andreu Ed. A	In progress	IMHAB	Passeig Torres I Bages 129	84
59	Casernes de Sant Andreu Ed. J	In progress	IMHAB	Carrer Fernando Pessoa 1-39	60
60	Ferran Junoy/Ciutat d'Asunció	In progress	IMHAB	Carrer Ferran Junoy 104-108	150
61	Avda Vallcarca AA6	In progress	IMHAB	C. Gustavo Bequer, 17-23	70
62	MPGM Degà Bahí AA1 Edifici A2	In progress	IMHAB	Plaça Nova Creació	23
63	Colonia Castells FII UP B2	In progress	IMHAB	C. Entença 284-288	14
64	Trinitat Nova Bloc F	In progress	Cooperative	Carrer Aiguablava 74-76	25
65	La Clota LCR -FR 3.2	In progress	Cooperative	Avinguda Estatut de Catalunya 15-21	136
66	Marina Prat Vermell S10 P15	In progress	HOUSING	Carrer Cal Cisó 44	60
67	Marina Prat Vermell S10 P23	In progress	HOUSING	Carrer Ulldecona 16-24	65
68	Renfe Colorantes PAU1 FR01	In progress	HOUSING	Carrer Fernando Pessoa 14-16	124
69	Entorn Sagrera PAU1 FR02 UP5	In progress	HOUSING	Carrer Gran de Sagrera 32-60	106
70	PE Poble Sec - Montjuïc UA8	In progress	Cohousing	Pg. de l'Exposició 38	6
71	Marina Prat Vermell S8 E1	In progress	Foundation	C. Ulldecona, 11	60
72	MPGM Estació de Sants AA 1-c	In progress	IMHAB	C. Riera de Tena 54-56	24



# Conclusion

## Three paradoxes, two challenges

The housing policies applied in Barcelona allow us to discover certain innovative features that are not always immediately noticeable. The map of agents and tools displayed covers almost entirely the various scales and situations of action. Such a holistic approach to the problem represents an attitude that helps to prevent a possible worsening of the situation, which could be caused by future economic crises, new property-sector bubbles and other unforeseen events that could affect the housing sphere.

Planning an entire structure of action – and identifying the goals and priorities of intervention through the agents' tools – optimises the efficiency of the work strategies, which need to function as an inter-related system. In that regard, it is worth concluding this tour by outlining three paradoxes of housing policy and two future challenges that need to be taken into account if the efforts made in Barcelona are to continue in the future.

The three paradoxes relate to some of the main goals of their strategies and show the capacity of innovation to tackle problems from unexpected perspectives.

Importance of the housing stock already built and its renovation for obtaining a public housing stock.

In contrast to the notion that achieving an affordable housing stock means producing new buildings, Barcelona has opted to restore the existing stock. It is doing this by promoting the renovation of dwellings with poor living conditions, by exercising

its pre-emption rights in purchasing properties, reaching agreements with banks to mobilise their stock of properties, encouraging the use of vacant flats, promoting the renting out of under-used second homes and so on. The impact that these initiatives generate may exceed what is achieved from building new housing, at clearly lower cost and within shorter time frames.

Importance of emergency action to maintain stability and balance of the systems.

Action in the gaps, locating temporary (but immediate) opportunities, and a capacity for mobilising resources to attend to emergency situations are typical of a way of doing things that ensures two types of stability. On the one hand, people's housing stability, ensuring they maintain contact with their close, neighbour and family networks that housing entails. On the other hand, maintaining the stability and balance urban communities helps to protect against gentrification and property speculation processes.

Importance of private agents for guaranteeing the permanence of a public housing stock.

The role of public entities in ensuring access to housing can prove short-lived without long-term continuity of the measures applied. There is no point building public housing that might be privatised in the future. Faced with this difficulty, public intervention can be supported through non-profit entities, such as foundations and cooperatives, capable of producing affordable housing under an assigned-for-use system. In this housing,

typologically innovative because it involves community cohabitation and shared-resource management, maintenance is guaranteed as is its use as the occupants main dwelling throughout the assigned-for-use period, thereby meeting the goals of public action. This therefore gives rise to the third paradox, where public intervention needs the responsible action of community initiative.

Housing policy efforts help to obtain short-term results that may be insufficient if mechanisms are not put in place for maintaining strategies over time, for assessing the results and replanning where necessary. This difficulty is important, given the need for administrative and legislative consensus going beyond geography, jurisdictions and political terms of office. So it is important to pinpoint challenges that can facilitate the continuation of efforts towards these goals. In Barcelona's case, we could mention two significant issues:

#### The metropolitan scale

The approach to the housing problem in Barcelona requires acknowledging a supra-municipal urban context. Population movements in the Barcelona metropolitan area, identifying vulnerable areas outside the municipal sphere and locating spaces threatened by gentrification processes are circumstances that have been highlighted in the course of the diagnostic process carried out. This shows the need for action tools that have to be coordinated from a metropolitan perspective. That strategic coordination, together with the jurisdictional co-responsibility of all the municipal authorities that intervene in the area, must facilitate

a fuller panoramic vision of the housing problem in Barcelona and a capacity for action with greater structural impact.

### The convergence of good European practices in housing matters

Defining the public resources allocated to housing cannot remain detached from the efforts made in the benchmark countries with regard to housing policies. Mechanisms for expanding the affordable housing stock, legislation for protecting tenants' rights at the same level as those of owners, defining new forms of occupancy and funding, incorporating new private agents and non-profit entities in housing production, etc., are some of the initiatives that constitute the European state of the art that need to be explored. The work carried out in Barcelona from 2015 to 2018 demonstrates that knowledge of good practices that are carried out in local contexts encourages innovation in the face of local problems.





# Postface

## Public housing policies: *no silver bullets & no shortcuts*

### Javier Burón, the Manager for Housing at Barcelona City Council

Opinions are all too often read and heard asserting how simple the housing problem is and how easily it could be fixed through a single measure or tool (“what we have to do is build and prices will then drop”; “if a lot of land is properly classed, housing prices will drop”; etc.). These are *silver bullets*, simple solutions to a complex problem, typical of magical thinking, which need to be banished from the debate on affordable housing. The first step towards solving this problem is recognising that it is complex and multifactorial, and that its solution lies in combining a series of tools, projects and policies and not in a single measure. We should be wary of people asserting there are miraculous *shortcuts* and that this is a problem that can be solved relatively quickly.

When the aim is to work on pre-existing and densely crowded urban fabrics or intervene in markets with already established operators, where the supply of public housing is as weak as it is in our cities and where demand and investment are globalised, we cannot afford to be frivolous over a problem so closely linked to many public policies: urban planning, transport, employment, social services, taxation, the economy, funding, etc. Here we are contributing our map of processes including the tools that have to be combined – without going into the weighting of each one of them – in a local public housing policy.

## 1. Information

Information on the state of our housing stocks is a key resource. In the first place, we need to prevent the market from becoming the source of information with the highest standing, bearing in mind its almost invariably inflationary interests. In the second place, we have to be capable of processing jointly the immense amount of information in the hands of the authorities. All that ought to prompt us to design public policies based on data and scientific evidence. Finally, we must not lose sight of the fact that in a market as psychosocial as that of housing, *data mastering* is the same thing as *market shaping*, there being an obligation on authorities not to allow only the housing information issued by private media to have prestige and not to tolerate only the news highlighting housing scarcities and price rises to have an impact on consumers.

## 2. Strategic planning

While this may appear obvious, housing policies must be planned quantitatively and qualitatively. Tools, budgets and time horizons need to be proposed for performing and assessing the measures that we attempt to introduce or implement. And, in the case of housing, strategic planning, although subject to reviews, must be long term in scope, bearing in mind its structural nature which is hardly open to change in the short term. Political terms of office and strategic planning make poor partners over time. Where possible, it is advisable to reach long-term city agreements, always over a decade. Whatever has been neglected or poorly managed over decades cannot be solved within a few months or years.

### 3. The Housing Applicants' Register

Many authorities have one or more housing applicants' registers: the preferential use of their data involves processes for awarding public or protected housing (process n° 9). However, besides that function, these registers contain a huge amount of information that has to be used for scientifically designing housing policies, as we mentioned in process n° 1.

### 4. Public help and information offices

Most authorities such as ours have housing offices or use general public help and information offices as well for housing-related public goods and services. Without prejudice to the efficient service that they can do for the authority, such as channelling information to citizens and processing petitions, applications and resources from authorities, it is clear that these offices must be a preferred medium for bilateral and fluid relations between the authority and the public.

### 5. The housing emergency

Given the extremely harsh housing emergency in many cities (homeless people, evictions, squats, loss of home for want of lease renewals, etc.,) there is no need to point out that a good part of the authorities' efforts over the last few years have been aimed at these types of problem. As it is very difficult to deal with these problems in the short term and we cannot always find a solution within the strict framework of housing policy, the existence of mixed units (half social services, half public housing service), collaboration with the legal authorities in seeking an early warning, as well as the existence of financial aid and dwellings

specifically reserved for these groups are all tools that help with the authority's mediation in relations between private parties.

## 6. Supplying the raw materials: land and boundaries

We will not be telling you anything new when we point out that a local urban development which fails to include among its priorities the legal production of physically prepared land for public, social, protected and affordable-private (adjoining but not synonymous adjectives) housing will not be a functional urban development. That is why the connection between public urban-planning, transport and housing teams is key. And we must always watch over the current state of this supply and future potential. It will be more original on our part when we state that legally establishing boundaries for the public, social, protected and affordable housing we have been talking about is as important as —if not more important than — producing land in saturated cities and urban areas. The gaps, the building potential not used up and in the meantime, the urban-development complexes and public-right obligations over renovations and building on consolidated urban land are keys in cities with a large part of their land consumed.

## 7. Funding public housing policies

Another obvious point: no local public housing policy is possible without money. Our starting situation is dramatic, given the scarcity of public means usually put at the disposal of this public task. Of course, just because we need to aspire to having 1% of our GDP allocated to public housing policies, where at present we hardly reach 0.06%, and just because the distance

to cover is so huge, does not mean there is no margin for nuance and hope. There is a place for Spanish and European public funding. Tax policies must also play a pro-public, social, protected and affordable housing role. And there is plenty of room for public-private collaboration and the use of private funding tools in the local public arena. As important as the growth of resources in this public policy is that our own are safe and guaranteed over the long term. Medium- and long-term programmes cannot be launched with short-term financial resources.

#### 8. Providing social and affordable housing for the public sector

No local entity will have any influence over housing unless part of the city's offer of housing is available to it. This depends on having a public housing stock dedicated preferably to renting, although it cannot be uniquely and exclusively identified with the production of new dwellings through public means. Housing provision by and for the public sector requires a range of possibilities and tools.

Direct or delegated promotion: on the one hand, of dwellings and shelters; on the other, of cohousing, cooperatives with building leases, rent-management foundations and metropolitan public-private affordable-rent operators.

Purchases: of dwellings and buildings in the market. This is costly and often requires subsequent renovations, though they play an important qualitative role in places without an available public housing stock.

Mobilising vacant housing over to affordable housing: this enables us to obtain temporary affordable housing for the public sector in exchange for incentives for owners (guaranteed rental payments and subsidies for renovating dwellings).

#### 9. The policy of awarding public housing

Where housing provision works appropriately, we need to take on a housing-award policy for various types of dwellings and shelters among several types of families and under separate systems. Technically it is not hard to assign dwellings and shelters to families at separate rental prices with a certain distribution in time for balancing the public entity's accounts. But where a small public housing stock is available, even if it is growing, the availabilities of housing and financial aid are always well below the demand of the various collectives. And the quarrel over the scarce resources that arises among these social groups needs to be sorted out politically.

#### 10. Managing the public housing stock

Closely linked to the above is the challenge of the appropriate management of small and overstretched public housing stocks. The temptation to allocate them only to those most in need has to be avoided at all costs. "Ghettoisation" prevents the growth of public housing stocks owing to their disparagement among those who have to maintain them through their taxes. The opposite option, awarding them only to users with the capacity to 100% of the costs of the asset and services (which would enable public housing entities to be comfortably solvent), should also be avoided. We are under an obligation to mix users of every type in our public

housing stock. And we therefore have to mix several access systems and types of dwellings and facilities.

### 11. Financial aid for rent payments

Wherever there are insufficient means for public, protected or public-private housing, subsidies may be a remedy for reducing families' rental costs. Where such aid is every extensive, as in many EU countries, it obviously involves large public budgets. And unless they are properly designed they can cause inflation (lessors include aid in their prices) and/or fraud. But it is evident that even the most mature public-intervention systems in housing combine the public and public-private stock with direct aid for tenants. Another thing is for this to be a sole tool for difficult funding.

### 12. Renovation aid and agreements

As rental subsidies, these are big consumers of public resources but they contribute to the proper maintenance of our building heritage. They must, as far as possible, be aimed most specifically at families with few resources and in areas where high physical-social complexity estates are accumulating. They can help to moderate price rises where receiving subsidies is linked to keeping rental prices below the to and CPI during a certain number of years. However it is, we need to delve deeply into specialising these subsidies, while promoting the existence of specific credit for renovating dwellings and buildings, so that we can design virtuous combinations of the residents themselves, public subsidies and loans adapted to the reality of resident-community renovations.



### 13. Housing discipline

As a hermetically sealed element of local public action in housing, the social function of property ownership has to be met, as defined under regional legislation. This implies an activity of inspecting-fining, if systematic and universal, at least preventive and exemplary.

### 14. Technical exchanges in professional networks and local lobbies for changing regional and state laws with a broad impact on local housing policies

While the local aspect in housing is not always connected to other administrative realities, exchanges between experts are key. And this collaboration can be metropolitan, regional, State or EU (the area where our colleagues have a great interest in finding out about us and helping, where possible). On the one hand, technical exchanges must lead to self-awareness of the sector's needs for public and public-private housing and to professional lobbying (*policies, not politics*) before other public authorities and State powers.

### 15. Continuous assessment of the efficiency and effectiveness of public housing policies

And finally, in this, as in all the other public policies, nothing exists unless it is measured and nothing should be maintained unless it is assessed. A constant assessment has to be made of the real performance of the combination that each local authority decides on over the 14 previous processes. There is no combination that is used the same way in two municipalities. But the thing that can be applied to all of these is that measuring, evaluating and replanning must be a constant cycle in public, social, protected, public-private and affordable housing.



# Epilogue

## Public-housing policies

Josep Maria Montaner,  
Councillor for Housing and  
Renovation at Barcelona City Council.

If there's one exciting topic from a social, political, anthropological and architectural point of view, it is public housing policies: what every society goes on inventing to take on the right to housing in general and, especially, for those who have few resources and stay outside the market. It also has more to do with the culture of residing; in short, it is one of the phenomena that can best define a country and a city. Let's not forget that "housing" in English is a verb, an action and an open and complex activity that looks towards the future.

Spain stood out in Europe, along with Greece, Italy and Portugal, for its patchy housing policies, based on ownership, which acted as an economic and political incentive at times of economic slowdown, by prioritising the private sector's initiative and giving more importance to housing as a business and speculation than as a right. Barcelona has taken the initiative today and is bringing about both qualitative and quantitative changes in the sense of giving priority to housing as a fundamental right.

Taking on a problem of such dimensions, where the legacy of public housing is so scarce and State and regional investment to minimal has been anything but easy. How to face the damaging effects of a multiple crisis? Property in 2008, with evictions and endemic debts from defaulted mortgage payments; property today, resulting from "financialisation", that is, from turning sales or rent into the main financial business,

causing an abusive rise in prices; and generally, with an increase in insecurity and vulnerability.

This book has been organised as a manual offering an educational and detailed explanation of the model that has been developed in Barcelona, taking on the magnitude of the problem. The response was a multiple model, a veritable range of measures and tools exploring every possibility for defending their social function, coordinated under the Right to Housing in Barcelona Plan(2016-2025). This is a cross-cutting model which placed Housing and Renovation, in the City Council's structure, in the area of Social Rights, close to the Mayor's Office and in close collaboration with Ecology, Mobility and Urban Planning, along with rights such as education and health care, and in the specific areas dedicated to children, youth, people with functional diversity and the elderly. Housing may be essential for creating a city, but it is above all a crucial right.

How was this housing and renovation policy built up?: by learning from over a hundred years' experiences in housing policy in Europe and America. Proposals from social democracy in Europe during the inter-war period pointed out numerous innovative paths and the various typologies of modern housing. In the US, following the stock-market crash of 1929 and the Second World War, a large range of diverse housing policies was implemented. Our present condition is quite different from that of the post-war and "developmentalism": it is not appropriate to apply clear, massive and repetitive social housing policies to make big new units. Specific solutions are now being contemplated for each social groups and generation and for each neighbourhood and urban fabric. Today it is all about introducing small and medium-sized operations for newly-build housing, based on flexibility, delayering, gender equality and energy savings.

Seventy-two new housing developments have been launched in Barcelona between 2015 and 2019, and are now at various stages (finished and awarded, under construction, building work put out to tender, under planning, plan put out to tender, and under preliminary studies with land transformation and funding for the promotion). The public rental housing stock inherited from 90 years' activity will have doubled within two municipal terms of office, from 2015 to 2023: it will have risen in number from under 7,000 dwellings to practically twice that, more than 13,000. By the same token, affordable housing will become available throughout the city thanks to measures such as the Amendment to the General Metropolitan Plan (MPGM), under which 30% of the new dwellings of a certain size under construction and renovation must be protected housing.

When it comes to housing today the key is to explore new forms of occupancy, beyond renting and ownership, such as building leases and assigned-for-use cooperatives. To consolidate this latest alternative, which we call "cohousing", one of the biggest commitments has been made, by assigning public land and accompanying the cooperatives' community-life and sustainable projects along the process. To make assigned-for-use cooperative housing feasible it was crucial for the MPGM to require the construction of underground car parks in public housing, in cooperatives and buildings with A energy-saving classification. It was vital to tap in to the will of collective and ecological life, which renounces the use of private vehicles, through urban-planning regulations in accordance with today's life styles, and to avoid such a high economic and environmental cost.

The emergency has also made it essential for us to try and learn new industrialised and manageable constructive systems, which enable innovations

for gaining time and quality, such as the APROP (Provisional Local Shelters), that have started being installed in the city's working-class neighbourhoods, and to promote the invitations to tender for designs and construction already organised.

In addition, every justifiable occasion has been taken advantage of for buying flats and buildings, providing them with a social use as soon as possible. The goal is clear; it is not just about increasing the public housing stock but also taking apart speculative purchases and sales, protecting tenants threatened with expulsion, and putting an end to dwellings that are vacant and in poor condition, by promoting improvements and renovations. To that end €70 million have been allocated to purchasing dwellings and obtaining them through assigned: whether abandoned, by exercising pre-emption rights; or by assigned use from banks; or the 25 vertical properties distributed throughout the city; in all, 660 dwellings were recorded up to January 2019. All that together with the ones that have joined "The key is in your hands" plan, under which their individual owners were persuaded to hand them over to the Rental Housing Pool at affordable prices, compensated by very favourable conditions and financial aid.

In our context of city, much of which is saturated, it is crucial for us to renovate what has already been build, which will improve the quality of life in neighbourhoods and the health of our residents. More than €100 million have been invested over four years in promoting renovations at every level: financial aid for improving interiors and facilities; general calls for subsidy applications for installing lifts, improving accessibility, repairing structures, insulating and maintaining façades and roofs; renovating so-called "high-complexity estates"; for being the ones with most

in need of intervention and with owner communities with less capacity for organising and funding, and the urban regeneration of neighbourhoods, by densifying wherever possible. The essential change here was moving on from general calls for subsidy applications to a type of renovation where the municipal authority is proactive and acts over the neighbourhoods and buildings most in need. All that was promoted within the framework of the Neighbourhood Plan, which has boosted education, quality of public spaces, the associations movement and renovation.

And given the housing emergency, a result of the above-mentioned mortgage crisis, from the adverse effects of “financialisation”, with increased rental prices, visible and invisible evictions, and low salaries, various measures have been taken: financial aid for rent payments has doubled; bodies have been created for defending people’s rights, such as the Unit against Residential Exclusion (UCER), which has mediated, alongside the Loss of Housing and Employment Intervention (SIPHO), in disputes, assisting 6,500 families; we have boosted capacities and staff numbers in housing offices in every district, to advise citizens on their rights, and a new “housing discipline” has been started, based on the pending application of the “Right to Housing in Catalonia Act” of 2007, by preparing a vacant flats census, prosecuting property mobbing and discrimination, and fining improper uses of public and protected housing based on inspections and proceedings.

This was all begun during this municipal term of office in Barcelona, which is recognised as the Spanish city doing the most to champion the right to housing. Structural changes have already been made, combining all the various municipal services dedicated to housing in the new Barcelona Municipal Institute of Housing and Renovation, the heir to the tradition



of the Municipal Housing Trust created in 1929; the number of staff working in housing as investments has tripled; and the juries for project competitions are also seeing educational institutions, professionals and local residents taking part in them too. The Barcelona Metropolitan Housing Observatory was recently created to provide essential data and pre-action diagnoses. And the Habitatge Metròpolis Barcelona, the metropolitan operator for affordable rental housing, was recently promoted, following the European and North American housing associations model, to incorporate greater awareness and sensitivity in the private sector and reach the metropolitan level, seeing that it is only there that solutions to the housing problem can be tackled in coordination. All these possible means have been deployed to shorten the distances before us in affordable housing in relation to the most advanced in Europe.

We have been able to learn from countries such as Uruguay, with their housing cooperatives; from regional communities such as the Basque Country, with its continuity of public-housing policies, and from cities such as Vienna, where two thirds of dwellings are affordable. The foundations have already been laid and some results of the innovative process are beginning to be seen, but it will be three to four years before the change of paradigm we have launched can be confirmed. A radical change that is explained in this book for citizens and also so that any reader, anywhere, can interpret Barcelona's experience, incorporating and applying it in different ways in each context, as a further grain of sand in this exciting and crucial human fight for right to housing. And this is a change that has much to do with defending municipalism in the present-day world, with the certainty that cities today are the solution: metropolises of diversity for experiencing a type of planet on a small-scale, where rights can be established and opportunities and quality of life redistributed.



# Bibliography

BORGIA SORROSAL, Sofía; DELGADO GIL, Andrés. "Evolución de las políticas de vivienda en España. Comparativa con la UE-15". *Presupuesto y Gasto Público*, nº 57 (2009): 33-49.

DUCE, Rosa. "Un modelo de elección de tenencia de vivienda para España". *Moneda y Crédito*, nº 201 (1995): 127-152.

GARCÍA MONTALVO, José; MAS IVARS, Matilde. *La vivienda y el sector de la construcción en España*. Valencia: Editorial CAM, 2000.

GARCÍA-VAQUERO, Víctor; MARTÍNEZ, Jorge. *Fiscalidad de la vivienda en España*. Madrid: Banco de España - Documentos Ocasionales nº 0506, 2005.

GAVIRA, Carmen (ed.) *Ciudad y sociedad. Políticas de la vivienda*. Madrid: Editorial Ayuso, 1977.

JUANTOSET, Eva María. "La política de vivienda en Europa. Consideraciones desde la perspectiva de los Servicios Sociales de interés general". *Cuadernos de Trabajo Social*, Vol. 25-2 (2012): 451-459.

KALUGINA, Anastasia. "Affordable Housing Policies: An Overview". *Cornell Real State Review*, Vol. 14 (2016): 76-83.

LEAL MALDONADO, Jesús; MARTÍNEZ DEL OLMO, Almudena. "Tendencias recientes de la política de vivienda en España". *Cuadernos de Relaciones Laborales*, nº 35 (2017): 15-41.

LLANOS MATEA ROSA, María. "Las medidas de la política de vivienda en materia de alquileres y vivienda protegida". *Banco de España. Boletín Económico*, nº Julio-Agosto (2006): 91-98.

MONTANER MARTORELL, Josep Maria. *La arquitectura de la vivienda colectiva. Políticas y proyectos en la ciudad contemporánea*. Madrid: Editorial Reverté, 2015.

PELLI, Víctor Saúl. *Habitar, participar, pertenecer: acceder a la vivienda, incluirse en la sociedad*. Buenos Aires: Nobuko, 2007.

PITINI, Alice; KOESSL, Gerald; DIJOL, Julien; LAKATOS, Edit; GHEKIERE, Laurent. *The State of Housing in the EU 2017*. Brussels: Housing Europe, 2017.

RODRÍGUEZ LÓPEZ, Julio. *Políticas de vivienda en un contexto de exceso de oferta*. Madrid: Fundación Alternativas, 2010.

ROLNIK, Raquel. *La guerra de los lugares. La colonización de la tierra y la vivienda en la era de las finanzas*. Barcelona: Editorial Descontrol, 2018.

TRILLA, Carme. *La política de vivienda en una perspectiva europea comparada*. Barcelona: Fundación "la Caixa", 2001.

VINUESA ANGULO, Julio. *El festín de la vivienda. Auge y caída del negocio inmobiliario en España*. Madrid: Díaz&Pons, 2013.

AAVV. *Revista Qüestions d'Habitatge*. N° 19, 20, 21. Barcelona: Municipal Institute of Housing and Renovation, 2015-2018.



## Photo credits

- p. 14 UN - United Nations, Department  
of Public Information
- p. 16 VdeVivienda Collective
- p. 21 Barcelona City Council
- p. 23 The East Harlem/El Barrio Community Land Trust
- p. 27 Official State Gazette (BOE)
- p. 32 PAH Barcelona
- p. 34 Barcelona City Council
- p. 42 Barcelona Metropolitan Housing Observatory
- p. 43 Barcelona Municipal Institute of Housing and  
Renovation, Barcelona City Council
- p. 44 Barcelona City Council
- p. 58, 59 Barcelona Metropolitan Housing Observatory
- p. 76, 77 *La Vanguardia*
- p. 81 Barcelona City Council / Pilar García Almirall
- p. 85 Barcelona City Council - Generalitat of Catalonia
- p. 86 Barcelona Metropolitan Housing Observatory
- p. 89 Barcelona City Council
- p. 94, 95 Barcelona City Council
- p. 100, 101 Barcelona City Council / David H. Falagán
- p. 115, 116 Barcelona City Council
- p. 120 Barcelona City Council
- p. 133 Barcelona City Council
- p. 134, 135 Barcelona City Council
- p. 141 *La Vanguardia*
- p. 145 Barcelona City Council
- p. 150, 151 *La Vanguardia*
- p. 156, 157 Barcelona City Council
- p. 161 Barcelona City Council
- p. 168, 169 *La Vanguardia*
- p. 176, 177 La Dinamo Foundation
- p. 181 La Borda Cooperative

- p. 191 Barcelona City Council
- p. 196, 197 Barcelona City Council
- p. 201 Barcelona City Council
- p. 202 Straddle3
- p. 207, 208, 211 Lacol Architects' Cooperative
- p. 213 Sostre Cívic
- p. 217, 218, 220 Lacol Architects' Cooperative
- p. 223, 224 Lis Figueras, Toni Vidal
- p. 227 Celobert
- p. 231 Playtime
- p. 237 Barcelona City Council
- p. 239, 240, 244 Roland Halbe
- p. 247, 248 Josep Maria de Llobet
- p. 253, 254, 257 José Hevia
- p. 259 Pedro Pegenaute
- p. 260 Jordi Surroca
- p. 265, 266 Adrià Goula
- p. 271 Playtime
- p. 272 Roldán+Berengué Arquitectos
- p. 277 José Hevia
- p. 278, 281 Playtime
- p. 283, 284, 286 Peris+Torral Arquitectes
- p. 289, 290, 292 Madhel, Mármolbravo y Miel Arquitectos
- p. 295, 297 TAC Architects
- p. 299, 300 Playtime
- p. 305, 306 Vimworks
- p. 310 Barcelona City Council

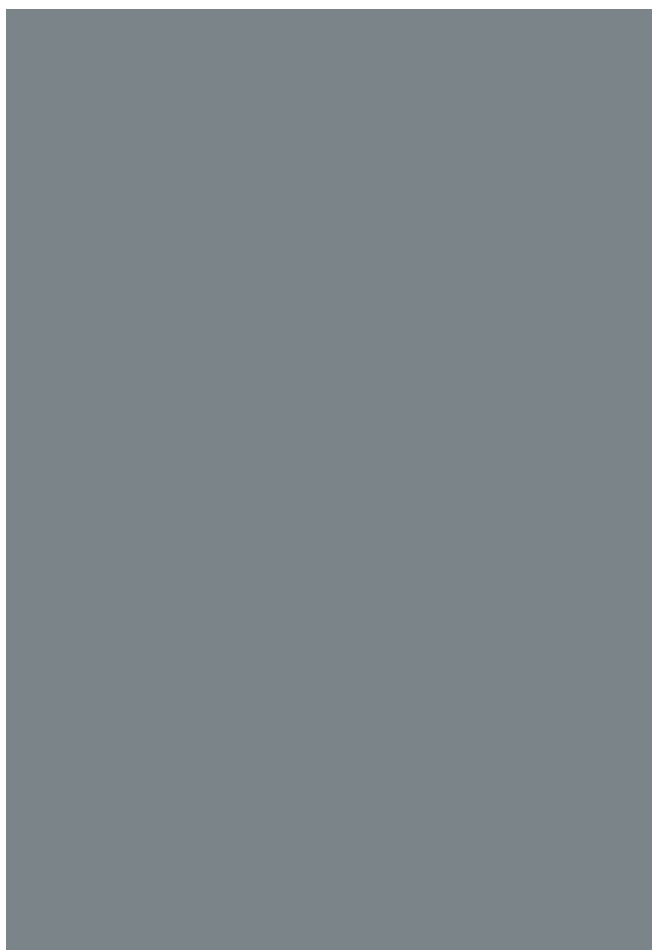




Innovation in affordable housing  
Barcelona 2015-2018

ISBN: 978-84-9156-224-5  
D.L. B. 13108-2019

Barcelona has faced a serious housing crisis in the last few years caused by the impact of the economic crisis. The team that took over the municipal government in 2015 decided to establish new action strategies to guarantee the right to housing, promote a sizeable public stock of affordable housing and ensure the urban quality of the city's residential fabric. All the measures applied reveal a panorama of paradoxes that challenge the housing models currently in force.



Ajuntament  
de Barcelona