

A framework for evaluating the social housing homeownership policies: Public value perspective

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Received: November 22, 2016

Accepted: December 15, 2016

Online Published: December 17, 2016

Abstract

This research evaluates social housing home-ownership policies from a public value perspective. However, during late 1970s council housing sector influenced the UK Governments to reflect back on the social housing reform from traditional toward progressive management organisations. Such a transformation in central Government policy motivates the local governments to allocate other organisation such as Housing Associations to build more homes for the needy citizens and to improve accountability, efficiency, and effectiveness of council housing provisions, particularly in the local communities. Currently, government departments are continuously cutting their administration budgets by reducing numbers of employees and creating even redundancy in the local communities. This particular policy reform increases the high-risk and such reform will not proceed as planned and more importantly neglecting the public value.

The aim of this research is to evaluate the social housing homeownership policies through the lens of public value that drives the decision-making process to construct a conceptual framework to enhance accountability and efficiency of tenant/customer service delivery. However, currently huge changes in the governmental legislation frameworks are familiarising on a regular basis in order to put the tenants first and deliver most suitable services. These changes will focus on different home-ownership initiatives to facilitate more opportunities for the need to improve service responsiveness, particularly in the homeownership management.

Using Delphi method through a process of the qualitative case study, workshops and depth interview from the local authorities to evaluate how council housing policies formulated particularly in homeownership strategies. The current research has identified how the home-ownership policies housing is formulated and how social housing suppliers should improve customer or tenant service delivery. The main results should indicate from constructed conceptual framework from the research design and development, which must have its novelty regarding academic implications such as conceptual framework and empirical implications, must benefit local citizens for homeownership policies and practices. In summary, achieving clear vision behind housing reform and policy-making decisions to understand the drivers of these processes, which will construct a conceptual framework for decision support system of social housing homeownership policies. The novelty of this research will be unique which has its specific comprehensive consideration in regards to social housing provision of the home-ownership policy. It shows the public value perspective rather than indicating to a more technical aspect of home-ownership policy reform and management. Similarly, the research identifies the need for managers to become more alert of the different implications of social housing aspects and the requirement features must be combined into proper home-ownership policies framework.

Also, originality of the research is that it has tried to obtain an understanding a vision into the cognitive processes like conceptual psychological process through the lens of public value. To understand the process of the decision-making that can be an asset of the top management in the local authorities. Furthermore, identify the key drivers of social housing in order to develop a conceptual framework, which will support decision-making process simpler for home-ownership policy particularly in the UK..

Keywords: public value, social housing, homeownership policy, tenants, citizen, local authorities, & government

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1. Research background

World War two, this was a global war that continued from 1939 to 1945, nonetheless the linked clashes began much before (Shapely 2011). The majority of the world population involved including super powers, creating two different military coalitions and directly involved over 100 million people from all over thirty countries. However, according to (Moore 1995, Moore 2014), the public value was first introduced and describes as a value that an organisation contributes to wider society. Unfortunately, during this time, the public value was not the known by the community as a whole at the time and totally neglected by many scholars. Furthermore, four years after the Second World War that the age of the social housing arrived, and there has been a rapid increase in development particularly, in the housing sector (Shapely 2011).

Which were the primary role of local authorities in delivering welfare system up to the growth of neo-liberalism from the mid-1970s and the key role of local governments were transformed solely as a result of the global economic changes in the latter part of the 20TH century (Hodkinson, Robbins 2013). Also, the key attention was on old industrial centers like Liverpool, Manchester, Birmingham, and Newcastle (Shapely 2011). These cities were targeted and suffered from a very long term economic failure during the Second World War and urgently required investment that the local governments were not in the position to afford to such huge investment without the help of private investment. Therefore, local authorities applied marketing strategy in order to attract private investment to build cities and council houses but partnership with local government (Mark Tadajewski 2012).

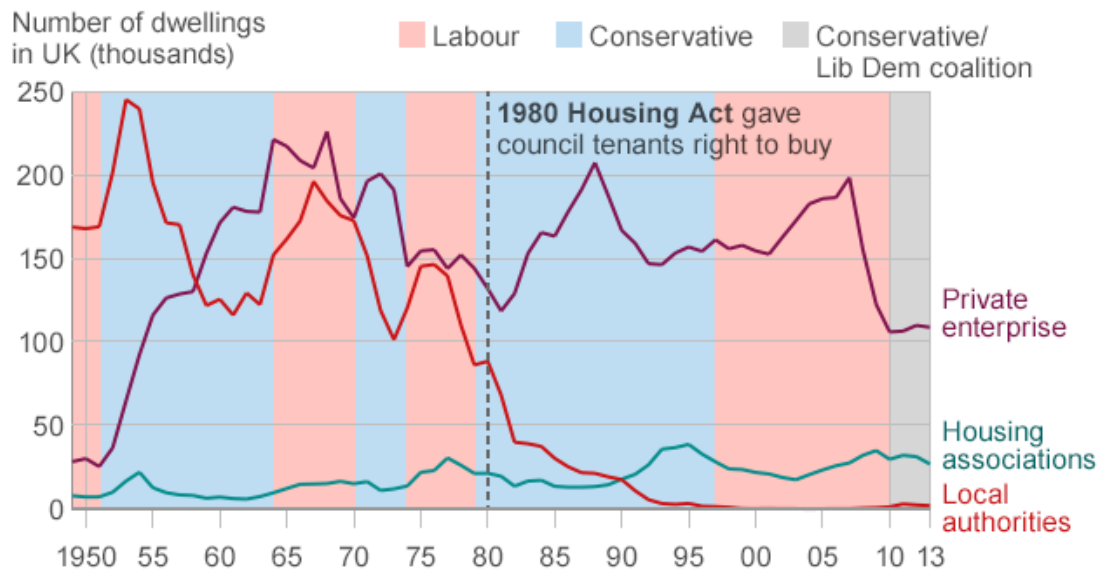
As a result, the social housing building continued when the conservative government came to power back in 1951, yet the importance removed at the end of the decades towards slum clearance, many people were displaced from small, poor inner-city terraces and re-housed in custom-built new city and new blocks (Shapely 2011). Then it indicated a hope for citizen's value and public were introduced to the joys of new life like having indoor toilets, gardens. There has been a rapid increase in council housing infrastructure.

Founder of the British welfare state carried a new social approach that attracted the Government's attention on a public accountability in order to provide homes and his well-known promise of "homes fit for heroes" stating to the soldiers who were returning from the Second World War(Shapely 2011, Hodkinson, Robbins 2013). While Margaret Thatcher's dream was to value the citizens by introducing "right to buy" revolution, then the policy proved and became very popular in 1979. Thus, council homes have been at the heart of British politics for over an era now (Jones, Murie 2008).

2. Background of social housing homeownership policy

During 20th Century Council housing brought a swift progress in building council houses for the citizens. Which were exceptionally well growth and, more importantly, the main idea was to encourage homeownership (Belsky, Herbert et al. 2014). This particular movement was due to green deal expansion which was considered as dominated middle-class owner-occupier. Also, the main aim of greenbelt development was to give an opportunity for poorer or less fortunate families in order to live in affordable council accommodation. Nevertheless, (Zyed, Aziz, et al. 2014) indicates that social housing offered to poorer families due to its poor reputation, a low-quality of material were used in building constructions in order to reduce the cost of build and have set standard affordable rents. However, the statement above highlights that public value was neglected by government and housing policy/ legislation were enforced by the local authorities without engaging of citizens (WILLIAMS, SHEARER 2011). Also, according to (Shapely 2011) about 200,000, houses all together were damaged in the 2nd World War and more than three million homes destroyed to some degree. Residents were continuously suffering from homelessness, at the same time; people had so much hope that in near future government soon will provide affordable housing for reasonable rents.

New homes built by private and social sectors, 1949-2013



Source: Dept for Communities and Local Government



Figure 1 New social and private homes built by private and public sectors 1949-2013

Background of social housing (2015) policy. Available at: <http://www.bbc.co.uk/news/uk-14380936> (accessed: 10 March 2016).

Figure 1 above shows a significant of new social and private homes built by both private companies and government, from 1949 to 2013, under the Labour and the Conservative governments in the UK. Also, figure 4 indicates the constructions developments of three different aspects of the housing such as social housing, housing association and private enterprise for the past 54 years from in the UK. Additionally, shows that in the 1980s Housing Act commenced giving council tenants right to buy opportunity. Local authorities who were responsible for council housing shows rapid housing construction' from 1949 to 1975/80s, however, when in the 1980s Housing Act gave council tenants right to buy then the local government's national housing stock reduced rapidly during 1980 to 1995 under the Conservative government. Moreover, from 1997 to 2007 the local authority shows no social housing supply at all, under the Labour government. While the private enterprise, housing stock increased swiftly from 1950 to 2007 and then after 2007 to 2010, it reduced due to housing crises (Priemus, Dieleman et al. 1999b).

On the other hand, Housing Association another provider of social housing for poorer families played a key role all the way through from 1949 to 2013 and successfully well maintained its housing strategy in the housing industry (Poon, Garratt 2012). However, after careful evaluation of figure 4 above, shows that from 1949 local authorities were well managed regarding the public value and wellbeing of wider communities. When the 1980s Housing Act enforced, residents bought their homes in England increased from 7,000 in 1997 to almost 46,000 in 1972, which was opposed by the Labour government. According to the Labour housing minister Peter Shore published a green paper approving, council housing home-ownership as a "strong and natural desire" which "should be met" (Gupta, Gregg et al. 2015, Hodkinson, Robbins 2013).

The literature in the field of the public value of policy-making decisions highlights the need further evaluations by focusing on the role of local authorities in the implementation phase of the policy-making decision support system (Koschmann, Kuhn 2012). An evaluation will be

on the current opportunities and challenges encountered in the local authorities, particularly in within the council housing homeownership. Commenced from early to mid-20th Century has brought a swift development in national house building activity, and exceptional growth in the Building Society program, in order to encourage a larger level of ownership facilities for the local citizen (Oxley, Elsinga et al. 2010). This particular approach has hugely contributed to the development of suburbia in regards to being domination of the middle-class owner occupier (Brown, Dwyer 2008). However, primarily, unfortunate or very poor families only had these great opportunities to live in council houses.

Furthermore, according to (Isgrove, Patel 1993) one of the main reasons was that council houses initially began to acquire the unfortunate reputation, mainly because of the building quality as well as materials used in the building were cheap in order to make the rents affordable for poor residents. Also, the role of social housing was reduced, because central governments reduced the freedom that local authorities earlier had the full application of policy, mainly the 'Right to Buy' scheme the transfer of estates to other agencies and limitations forced on building new council houses. As a result, these policy changes caused a huge reduction regarding housing stock in regards to ownership from the beginning of the 1980s (van Ham, Williamson et al. 2013).

3. A Historical background of Social Housing Europe, the USA, Asia, and Australia

Historical background of the social housing sector was significant mainly in Northern Europe and in almost all socialist countries. Social housing scheme mainly started in just after the Second World War periods in 1945, and social welfare introduced by Lloyd in Britain when the government held the great height number of economies as well as focused the provision of the popular of resources (Gupta, Gregg et al. 2015). Therefore, Western Europe, social housing was part of the common agreement between local authorities and local citizens and welfare government was created (Kirby 1981).

More importantly, the social housing provision and division of social housing varies from countries to countries over a period of times in regards to national political essentials.

Interestingly looking more back over the European centuries particularly in a social housing, it was delivered by religious commands, such as charities (Priemus, Dieleman et al. 1999a). However, United Kingdom has played a big role during the 19th-century central government increasingly played strategic roles regarding funding the council housing which usually working households than constructing local infrastructure and providing better services. However, services always are the key in the public sector, but outcome and trust are not mentioned or somehow neglected by scholars as well as public value is not mentioned either (Logue 2011). Primarily, the main role and responsibility of the central government have many objectives such as effective town planning in fast developing urban areas; providing affordable housing for the staff and keeping political power. Furthermore, the main role of government is to accommodate social housing for the lower-income and vulnerable citizen. It was highlighted at least till national statistical council housing shortages were overcome back in the 1970s /1980s (Coley, Kull et al. 2014, Kirby 1981).

Furthermore, the European Union has got no direct impact and capability, particularly in the social housing policy (Wallace, Croucher et al. 2006a). However, currently, social housing problems are increasingly becoming a vital through the European Union, specifically since the worldwide financial crisis. Even though, affordability of the social housing problem was getting worse day by day before the world financial crisis in several European countries (Malpass 1986). As a result, rental sectors and industry increases in the housing market, which made it tough for a lower income family to purchase or rent. It shows clearly the government fails to consider public value in the wider community and role of council housing began to worry itself in the framework of competition policy (Priemus, Dieleman et al. 1999a). Subsequently, from 2008, the role European Union government in housing has increased because housing is the main driver of the banking or credit crunch (Wallace, Croucher et al. 2006b). Consequently, EU and the UK policy has forced more deeply in the process of private and social housing schemes and investment as well as regeneration (Czischke, 2014).

Furthermore, UK Council housing is discussable because before 1890 the central government was not involved in council housing policy (Isgrove, Patel 1993). Then public housing became desirable in order to supply housing, and the famous quote is “homes fit for heroes” which was back in 1919 mainly to reform slum clearance (NYGAARD, BERRY et al. 2008). However, the reform a standard was to make sure that home is in the high-quality standard which seems good indication of public value and wellbeing for the wider community. Interestingly, the Labour government strongly believe that council houses must be supplied for all citizens, but on the other hand, the Conservative government emphasised that council houses should step stone to the home-ownership scheme (Gilbert 2008). Which was perfectly good initiatives to value its citizen or it could be used as a politician weapon to get votes? During 1960, the Labour government built public flats and public houses which were extra in the national housing stock. While Thatcher government gave the public national housing stock to the private sector because local authorities could rent back the properties to accommodate home-less. Also, Thatcher government introduced right to buy scheme back in 3rd of Oct 1980 to give working class the golden opportunity to own their homes as well as improve the economic situation (Behrens 1980). As a result, more 1.5 million council houses and flats were sold at a huge discount rate from 1980 to 2003. Which added value for the public and at the same time the council housing stock reduced rapidly and never fully replaced back and neglected the public value here (Hodkinson, Robbins 2013).

The UK social housing policy

European countries are continual reforms, and the social housing policy changes the relationship between the government and social housing provider, such as local authorities and housing association in the UK (NYGAARD, BERRY et al. 2008). From public value’s perspective, social housing policy is rapidly developing towards modernisation in order to consider public value regarding better service to achieve a high outcome for the society with development trust (Wesselink, Gouldson 2014). However, social housing consistent supply from local authorities currently moving towards private housing provider for better services. For example, in England local authorities must provide a race equality system by law to priorities people's social housing needs and circumstance (Poon, Garratt 2012).

Therefore, local authorities in England works with private companies like arm’s length management organisations, (ALMOs) and housing association. Nonetheless, these companies are independent organisations and must practice the same social housing policy as local authorities in England (Cohen, Mulroy et al. 2004). Furthermore, local government and independent housing associations are properly inspected by Equality and Human Right Commission (EHRC) Code of Practice on Services. More importantly, these companies and local authorities must have a suitable housing scheme for the citizens in order to make a solid decision like who is more eligible for housing (Isgrove, Patel 1993). Conclusively, these improvements take place to have a better responsibility in terms of performing proper social practice at a local degree. However, many challenges are to be a deal with and very less public resources (Gruis & Nieboer, 2004). On the other hand, a social landlord will have to deal with such high pressure to enhance the economic efficiency of the workload like (“do more with less”) (Crowley 2003).

Furthermore, across European countries, England is one of the main focuses to evaluate the social housing home-ownership of the national housing stock which controls, in general, these characteristics (Gilbert 2008). Thus, if any of the value changes over a period regarding economic, political or technological, then the housing policy likely to reform by the policy-makers and politicians. However, it the reforms takes place with public engagement then it will be a success policy otherwise the policy will fail because of neglecting public value (Lennartz, Haffner et al. 2012). Also, the national housing stock could be considered as an extra attribute which will allow a different social housing owner in order to remove the value that has previously un-captured by the original housing owner. Additionally, several social housing policies in the UK during the 1980s and 1990s in regards efficiency as well as the cost of the council housing home-ownership were illustrations of the point of housing policies (Logue 2011, van Ham, Williamson et al. 2013).

However, (Webster and Lai 2003) emphasised the main reasons why the public approach of social housing delivery was a clear failure in Europe. Specifically, it was because of the poor model of social housing delivery to the poor general efficiency in processing information in regards to tenant's choice, needs, and demands. In particular, the same policy failure was in the UK council housing provision instead of market delivery (van Ham, Williamson et al. 2013). It was due to lack of efficiency throughout the 20th century in the UK local government in particular council housing department which made home-ownership opportunities difficult to purchase. For example, several changes took place in regards to public finance regulations, the council housing maintenance, modernisation cost and increase on rents level per month (van Ham, Williamson et al. 2013). Also, council housing quality and tenant rights were changing regarding consumer preferences and accountability (Poon, Garratt 2012).

Furthermore, UK local authorities were continuously encouraged efficiency by allowing council house owner to remain the claimant of benefits which was made that resource (Webster & Lai, 2003). On the other hand, council housing ownership policy highlights that council property is government asset, when is sold it could be considered as the value of the government. The fund must be reinvested to build new homes for wider community (Hart & Moore, 1990). While in Scotland the regulator is the Scottish Executive's Regeneration Agency (SERA) and in England these type of roles are divided into two parts such as Housing Corporation and English Partnerships (the regeneration agency) (Kirby 1981).

4. Government policy support on social housing homeownership in the UK

The UK central government have proper legislation in place and is more desirable to make a strong improvement in the current social housing condition and built a more affordable home as well as reforming the current home-ownership policy. More importantly, the Social housing scheme started just after the Second World War periods. With a famous quote 'homes fit for heroes' (Smith 1977) and social welfare introduced by Lloyd in Britain when the government held the great heights number of economies as well as focused the provision of the popular of resources (Gupta, Gregg et al. 2015). Therefore, Western Europe, social housing was part of the common agreement between local authorities and local citizens and welfare government was created (Kirby 1981). Therefore, in the late 1970s, Thatcher government introduced social housing policy, particularly right to buy scheme in order to focus on the public value for the wider community. As a result, public housing was only looked after by the UK government when the transformed into social housing than private investors involved in the management of social housing, but under the local authorities' administration.

After late 1970s housing policy approach completely changed the overall social housing system through two different procedures such as externalism and managerialism in the UK housing strategy (Jones, Murie 2008). The main strategy of externalism was to reduce the role of local government by transferring the housing stock to the Housing Association and Arms Length Management Organisations (ALMOs). The managerialism strategy introduced to increase accountability and at the same time focus on enhancing efficiency and effectiveness of social housing suppliers across the country. Because of new housing model, private social housing providers and local government became subject to audits and performance measurement and adopted the best value frameworks (Malpass & Murie 1999; Stewart 1996; DETR 1997). The whole new process made new foundation particularly for the management of the social housing for the local government and other providers. According to Cave (2007) in the UK along there is more than four million social housing and roughly 8.4 million citizens are already accommodated. About thirty-two percent of this being looked after by local governments, twenty percent managed by ALMOs housing provider and forty-eight percent by the Housing Association (NYGAARD, BERRY et al. 2008).

Currently, the main weakness of the local authorities is that how best the government can provide affordable housing with the help of housing association and ALMOs to the local citizen. With full consideration of the broader economic, environmental, political and social background that is essential to meet the needs and desires of the public in the twenty-first century (Poon, Garratt 2012).

More importantly, politicians and policy makers should take a significant role to engage the public on a regular basis before introducing a new policy to leave a long lasting legacy (O'REILLY, REED 2010). It is well known that the UK government is facing a serious social housing crisis because not building adequate new houses in order to meet current high demand. Keep failing especially since 2008 government only managed to build less than half of the housing that requirement and problem of affordability are out of the question (Zyed, Aziz, Wan Nor Azriyati Wan Abd et al. 2014). Also, ownership and rent are increases the private market; many people are indirectly being forced to leave London and live outside London. More than half of the wages goes towards monthly house rent and to purchase a home it will take one person about 20 years to save up, where before was only 3 to 5 years to pay full deposit (Bramley, Karley 2005).

The council housing average waiting list is more than seven years, and homelessness is increasing rapidly in London more than any other city in the UK (McDonald 2014). However, the social housing crisis is not only providing for affordable housing the overall national housing stock is the main concern. More concern is that allocation of social housing since late 20th-century ongoing segregation is taking place according to their financial situation (Deluca 2012). For example, high class, middle-class and low-income families used to live on the same street, but unfortunately not anymore due to economic status. It highlights that government officials and policy-makers are not paying attention to public value and as a result keep loose trust in the wider community (Huttman, Blauw et al. 1991). Some scholars argue that segregation is not intentionally by the local authorities, but it is a natural process, which occurs by the citizens to select a particular location to live in. Could be because of the family, friends, school or any similar situations. However, there is always some sort of justification to segregate low-income families from middle-class families, and segregation is not a natural process for sure (Andersson, Musterd 2005).

Furthermore, in a mediaeval people of Georgian Britain was living in the same area or street no matter if they were poorer families or richer families, regardless of economic status (Huttman, Blauw et al. 1991). Most of the time they lived with animals in the same house with much better room condition, but never segregated the low-income family from middle-class families. The UK Government should find a solution to this problem and consider public value by delivering better service to the public which has a possible outcome and starts build new homes to gain trust in the public's eyes. Providing new homes will lead to a more home-ownership scheme such as the right to buy or home starters in the market and increase affordable housing as well as keep in control of rents in the market (van Ham, Williamson et al. 2013).

More importantly, housing affordability continues which make it tough for low-income families to rent from the private market without help housing benefit (Coley, Kull et al. 2014) However, the Department of Communities and local authorities are increasing rents on a regular basis. Also, Department of Work and Pensions simultaneously cutting benefit with a new system called the universal system paying each household who have more than two children under £500 per week. How come tenant pays such sky-high rent and making living with just under £500 per week, government policy describes the new scheme "reform" of the planning system (Cohen, Mulroy et al. 2004, Smells like team spirit: Opening a paradoxical black box. 2014)

Conclusively, local authorities and housing association should make a direct investment which will have an enormous impact on economic expansion across the UK (Wesselink, Gouldson 2014). Some government official argues that there not enough fund to build more affordable housing, however, the recent figures are shown in regards to housing expenditure about £25 billion annually spend on housing subsidies in total. On the other hand about £23 billion pays off to housing benefit and very less which is around £2 billion supports social housing as well as affordable housing (McDonald 2014). Also, the main purpose of social housing home-ownership policy is to sell the council homes and build new homes but for some reason, the central government department of the treasury receives it and not the local authorities to build new homes (Mello 2014).

5. Social housing used by politicians as a political weapon

Currently, affordable housing is the main aspiration of the UK government parties to increase the national housing stock in order to meet the high demand in the wider community (Andersson, Musterd 2005). Each party has a different strategy, for example, the Conservative government is keen to promote social housing home-ownership through right to buy, helps to buy, home starter, shard to buy and shared equity (van Ham, Williamson et al. 2013). While the Labour government is more desirable to promote traditional social rented from subsidies. However, when both parties are using social housing or the National Health Service as a political weapon to attract citizens to vote for them, both parties must keep their promise and build trust as well as affordable homes with efficient and better services which are the achievable outcome (McDonald 2014).

Using public funding and even more encourage private companies to collaborate with the government. Also, the UK central government policy must not destabilize the benefit of the private sectors because it will discourage or limit the main appetite of private investors in the housing market (Bieker, Yuh 2015). Already affordable housing is a serious issue in the UK, the main gap between the social housing need and low-income families are rising on a yearly basis (Schwartz 2010). In addition to that current economic crunches increased the social housing problem in the broader society. Thus, public housing scholars must evaluate the performance and activities in order to start social deployments in the national housing stock for the future. According to Kriesi (1995) social housing mobilisation in regards of social activities could be good indirect political image or weapon to use for citizens.

Furthermore, the recent evaluation shows that direct or indirect political operation has a great effect on the housing prices which is one of the biggest aspects of the UK economy(Zyed, Aziz,Wan Nor Azriyati Wan Abd et al. 2014). It is the main sources of benefit particularly for homeowners while low-income families are suffering as a result. If the housing price reduces, government officials will lose elections which are a political reality around the globe. So far there are not many improvements on the housing market and now even most greater London housing prices increasing more than the rate of normal inflation cost(Jones, Richardson 2014). Finally, the new elected mayor of London Sadiq Khan from the Labour government promised to fix the housing crisis, as he said that from 1945 to present housing faces the major threat. Khan challenged to supply even more affordable housing for buy and rent with a new vision, by collaborating with housing experts, local authorities, housing association. Khan will use public land to build at least 50,000 new homes in London per year to accommodate the needy citizens (BBC 2016).

6. Evaluation of benefits, costs, and risks taxonomies

In any consideration of social housing homeownership policy reforms, more attention must be paid to the benefits, costs and risk of policy implementation by policy-makers and politicians (KELLY 2007). However, the recent affordable housing shortage has both consequences of many problems and challenges for the UK government and public in the housing market. Population growth keeps increasing among all different ethnic groups more than native English and government cannot simply keep up with the high demand of public expectations (Schapper, João N Veiga Malta et al. 2006). In order to supply affordable housing to avoid homelessness and poverty because public will fully contribute to the wider society regarding economic growth. Therefore, Table 4 below brief summarizes the key point of benefit, cost and risk involved and scopes listed in the different taxonomies. In order to highlights the authors that started each of the key fundamentals to identify the main differences as well as key similarities that exist (Poon, Garratt 2012).

6.1. Benefits

The best way to evaluate social housing homeownership policy from the public value's perspective is to consider the key points such as efficiency, effectiveness, accountabilities, policy formulation. Currently, the implications of the new build affordable housing with opportunities from the government politicians and policymakers to the public is the top agenda (O'REILLY, REED 2010). Particularly, social housing used as a political weapon to

add value for the social tenants and reform the housing home-ownership policy in the public sector in the UK (McGregor 1997). However, social housing homeownership policy faces so many challenges and opportunities for both tenants and local authorities in the wider community. For example, the central government highly encourage accessibility of new build affordable homes by focusing on two different key points such as increasing housing supply in the national housing stock and meet the high housing demand (Alonso, Clifton et al. 2015).

To meet the high social housing needs, one can be for supporting the rental housing by providing for low-income families and individuals who cannot afford private market rent (Lennartz, Haffner et al. 2012). The other assistance could be one of payment of a deposit for people who desire to become a homeowner to get onto the housing ladder. Thus, funding support such as a public grant to motivate housing developers to build more affordable housing on public land in different area Hulse et al. (2014). Recently government introduced a series of policy under Housing and Planning Act 2016, for council properties and housing association to benefit citizens on a long-term basis (Schapper, João N Veiga-Malta et al. 2006). Furthermore, Table 4 briefly evaluates some of the key fundamental social housing benefits for the both public and government for further decision-making process to benefit social tenant. Also, these benefits will have a huge cost of direct and indirect, particularly for the government (Maegan Zarley Watson, Ruoh-Nan Yan 2013).

6.2. Costs

Notwithstanding of the possible benefit of social housing homeownership policy, not all governments have fully engaged the public to consider their respect views on the social housing problem (Kulu, Steele 2013). Most government agencies find it too difficult to engage public fully to understand their points of view then come up with a useful strategic decision due to the high cost involved in the process (McDonald 2014). Normally local authorities are much slower than private organisation regarding adopting new policy because of indirect cost within the local government department and central government. Also, an acquisition which is managed cost and administration that standard cost plays a vital role regarding identifies aspects that found as managed and standard costs between the two parties like tenant's acquisition of home-ownership and local authorities' administration and property cost (Coley, Kull et al. 2014).

Furthermore, demand subsidies are usually very attractive because it will cost the central government less for each unit of home provided than subsidies making a new supply. It echoed England here social rental support and home-ownership initiatives funding have been set as long term homeownership policy (Schelkle 2012). However, these types of policy need very specific direction to make sure it has achievable out for the public. For instance, many scholars argued that social housing homeownership subsidies not be fully evaluated to see if lead to housing price inflation or not. It is because housing affordability has efficiently been increased by the huge amount of funding provided by the government and investors. (Randolph, Pinnegar, et al. 2012). On the other hand housing cost increase rapidly in the private market which created ineffective housing tension in the wider community particularly, for low-income families. Whereas demand subsidies could be very attractive in regards to housing cost efficiency with little support and causes housing unaffordable for the citizens (Zyed, Aziz, Wan Nor Azriyati Wan Abd et al.2014). Local authorities will face high risk regarding housing market risks, competitiveness and policy formation.

6.3. Risks

Nonetheless, social housing home-ownership policy offers many opportunities; it can also involve risks that local authorities must be aware of it and tackle in a professional manner. Local authority's risks always relate to most social housing investments like home-ownership scheme brings cash to reinvest of new affordable prosperity (Schelkle 2012). At the same time, competitions are very high in the housing market particularly of supply and demand which focus more in added-value (Bozeman, Sarewitz 2011). Thus, if the central government did not provide enough housing for the public, the private market will get the benefit and keep

increasing housing price, and public value will be neglect. Also, more pressure will be on Politicians and policymakers may get the blame and criticisms about and as a result, could lose trust in the wider community. However, there will be some concerns among public managers, policy-makers, and politicians in regards to the high risks involved in social housing needs department (Gupta, Gregg et al. 2015).

Furthermore, internal and external in-decisions within the social housing sector may appear between the tenants and public managers. For example, evaluating the organisation performance of social housing providers may occur some uncertainties for citizens regarding housing eligibilities and long waiting list outcome (Mullins & Murie 2006). However, is not always very easy to evaluate the actual outcome of the local authorities performance particularly when involves public value and satisfaction. The best way to add value and reduce the risk it so engage citizen to figure out feasible outcome for social housing home-ownership policy and attain public views on the overall evaluation as well as decision-making process (Epstein 1992). Moreover, evaluating the performance of social housing supplier is mainly the responsibility of the local authorities itself. Thus, local authorities and housing associations of social housing providers should provider better services through strong self-regulation (Greenhalgh, Murphy et al. 2014). In order to create public value government must satisfy the social tenants by proving affordable homes to reduce poverty among low-income families. An analytical framework should be developed to evaluate social housing homeownership policy to add value to the wider community and measure performance (Poon, Garratt 2012).

Table 1: Evaluations of social housing through benefits, costs, and risk taxonomy

Taxonomy	Scopes	Brief description	Reference(s)
Benefits	Efficiency Effectiveness Performance	Analytical framework will offer different types of benefits based on the approach that benefit and manage the organisation. (Decision-making process, policy formulation, evaluate outcome after innovation is implemented.	(Schapper, João N Veiga Malta et al. 2006)
	Operational Managerial benefit Policy formulation Local authorities' benefit	Framework will classifies general list of benefits scopes which is suitable for evaluating the benefits of a local government system.	(O'REILLY, REED 2010)
	Policy benefit Strategical benefit Organisational benefit	Categories key benefits as edge of reference for policy-maker which hold ex- ante or payment information for evaluation.	(McGregor 1997)
Costs	Direct Costs (labor) Indirect Costs (organisation)	The direct cost is allocated to the social housing provisions, while the indirect part relates to the effect on the local authorities and the tenants	(Schelkle 2012)
	Financial events Non-financial dealings	Financial costs are categorised based on the particular events or activities taking place by organisation like staff development, thus highlights a causal engagement.	(Zyed, Aziz, Wan Nor Azriyati Wan Abd et al. 2014)
	Acquisition (managed cost) Administration (standard cost)	This cost identifies aspects that founds as a managed and standard costs between the two parties like tenants acquisition of home-ownership and local authorities administration and property cost.	(Gupta, Gregg et al. 2015)
Risks	Local authorities' risks Social housing competitiveness Housing market risks	Local government risks relate to most social housing investments, (home-ownership scheme brings cash reinvestment of new home). Competition high in the housing market risks, particularly in the supply and demand side. Thus, if govermennt don't keep supply enough houses, private market get the benefits and housing price will increase	(Schelkle 2012)
	Local authorities fit Different kills mixture Management needs policy reforms New social housing systems design	Risk factors vary and identified to aid to evaluate the social housing home-ownership provision. Ongoing policy formulation will lose the trust between the government and citizens. .	(Gupta, Gregg et al. 2015)
	Internal indecisions External indecisions	Internal uncertainties could be risks that are from the local authorities within the social housing department like housing needs eligibility. External indecisions or uncertainties relates to risks which are exist for the local government from housing market.	.(Poon, Garratt 2012)

7. Taxonomy of relevant theories

Table 2 taxonomy of relevant theories below shows different key objectives of different theories and decision-making for the conceptual framework. In particular, the article illustrated on Table 2 taxonomy of relevant theories, such as New Public Management Theory, Public Choice Theory, Strategic Decision-Making Theory, Means-End Chain Theory and Public Value Theory. Thus, mainly focused on a characteristic of each theory about public interest, performance, dominant model of accountability, preferred delivery system, approach to public services ethos, a role for public participation and the role of managers. Further, characteristic, definitions of the conceptual framework, types and different mechanisms of the conceptual framework, as well as numerous business models, were evaluated in order to create their suitability and usability in social housing homeownership.

Table 2: Taxonomy of relevant theories

Key Objectives	Public Value Theory	Public Choice Theory	New Public Management Theory	Means End Chain Theory	Strategic Decision-Making Theory
Public Interest	Attain public value and effectively addressing individual and public choice	Achieve public choice through neutral selection addressing individual choice	Managed by efficiencies and economies, respond to combined individual choice established by customer preference	Achieve close relationship between consumer's values and their behavior	It can be characterized as an individual or organizational models
Performance	Numerous outputs and outcomes Satisfaction Upholding trust/legitimacy	Obvious risk outcome due to truth and selfishness legislative	Managing several inputs and outputs	Individual user value result in their satisfaction which then leads to loyalty	Fast decision-making may produce bad decisions and bad performance
Dominant model of accountability	Several; Citizens as managers of government Social tenant as user Taxpayers as funder	Costs and benefits of independence, and system of judicial independence requires both to be taken into account	Adding of performance and services contracts, sometimes through market instruments to customers/ tenants	happiness, security	Collect information; expected costs and benefits
Preferred	Joint Ventures,	Government	Addition of private sector	Offer high quality	Involve experience-based

delivery system	Privatisation, Public interest	organization and public interest	and public organisation	of product and services	mental routines that happen in a flash,
Approach to public services ethos	No one sector has a monopoly on ethos and no one ethos always appropriate	Selfishness Individual choice	Uncertain of public services ethos like leads to inefficacy and building in favors or customer services	Customer choice based on price and quality	Give attention to a problem or opportunity;
Role for public participation	Essential and multi-faced like tenant, citizens, key stockholders	Self-interest and rigor behaviors	Improved but limited role in policy development Tenants satisfactions survey	perceived Value involves a trade-off between give and get components	Misunderstood probabilities, personal biases, and failures of memory
Role of managers	Respond to citizens/tenant choice, renew mandate and trust through guaranteeing a high quality services	Behaviour of all classes of public officials, Social tenant preference	Increased customer focus and meet decided routine targets	Respond to customer's choice like price and quality	Answer without rational thought Freedom of action

Therefore, public value theory has been selected as the most suitable theory for social housing home-ownership policy. Mainly because of such an initiatives that PVT has and is not inadequate anymore to the private sector but to all types of governments, including non-governmental administrations (Alford, Yates 2014, Bryson, Crosby, et al. 2014). Further, social tenants who are the potential customer now have sophisticated expectations than ever before. For example, wants everything to be done much faster than before, with lower price, high quality of services, after-sales services and tenant/customer satisfactions being the main research questions. Particularly, within the public sector, now reduced subsidies and higher demands for transparency and accountability have greatly contributed to the new public management programme. Now, new public management introduces new business approach that changes the public sector financial operation more like the private sector (Jones, Caruana 2014).

8. Development of Conceptual Framework through the lens of public value

More importantly, the social housing home-ownership policy has reformed across the globe particularly in the UK whole social housing sector with the introduction of public value and new public management. As a result, more reform is expected because of, the Coalition Governments' Comprehensive Spending Review. The recent governing system coined in 2010, where the valuable central administration applied the special recommendations set out in the independent Cave Review. Further, according to Cave (2007), the current governing body must be recognised in particular social housing policy in the UK and should be independent

of the central government. This particular should be as the main policy of the social housing home-ownership as well as management of social housing sector across the UK. However, the central government still has clear problems in regards to proper directions to the public managers from the public value perspectives. Thus, the recent social housing homeownership approach to regulation signifies a hierarchical approach from central government to private and public social housing provider as illustrated in the proposed conceptual framework above (CAVE 2005, Ward 2012).

The main gap between hierarchical management observation involving policy-makers, politicians, public managers and public engagement that can have a great effect on service quality specification in the local authority's social housing department. According to Kasper et al. (2006), this particular gap has a huge reflection on social housing management's, which highlights the appropriate transformation of the social housing service policy into rules and strategies for the local government's staffs. Furthermore, amazingly in the twenty-first century, the UK suffering a long-lasting problem of council housing supply which will continue for quite sometimes. However, to overcome and improve the management of social housing supply, motivation strategies can be adopted where essential as well as involving Policy-makers/politicians, local authorities and citizens in order to reform social housing supply particularly homeownership policies and legislation to form new broad communities in the UK. Also, this particular strategy will help the planning permission mechanisms regarding land value capture will be a better solution for affordable housing delivery, though without the support of politicians and policymakers are very unlikely to reflect this strategy until the social housing affordability issues become worse in the wider community. However, the key questions remain in regards to the sustainability of homeownership policy. For example, one local authority offers higher discount rate while either offers lower or stop selling (Phang 2010).

The UK government policy should be priorities, particularly in the social housing home-ownership context. Hence, based on the literature review and these above argument, the research proposes the following research questions for further evaluation.

What are the key characteristics of the social housing policies within the homeownership scheme and what are the significances of these changes in terms of housing values

For instance, recommendations of housing policy emerging from current reviews have been the proposal that it is unsuitable for the government or its organisations to encourage the same schemes in the same amounts in all areas. Observing from wider level, one particular anticipate policy posture and places fewer highlights on encouraging home-ownership for its sake. Such a strategy of stance has considered in the last fifteen years and at the same time rigorously criticised because of its one-dimensional face (Freeman et al., 1996). The most recent highlights on social housing home-ownership sustainability resulted in the problem by new typical homeowners in the collapse of the 1990s in the UK (Bramley, 1997). On the other hand, the right to buy a policy and rental provision countering 'social exclusion' particular higher in Scotland and recently becoming an ever-higher across the UK.

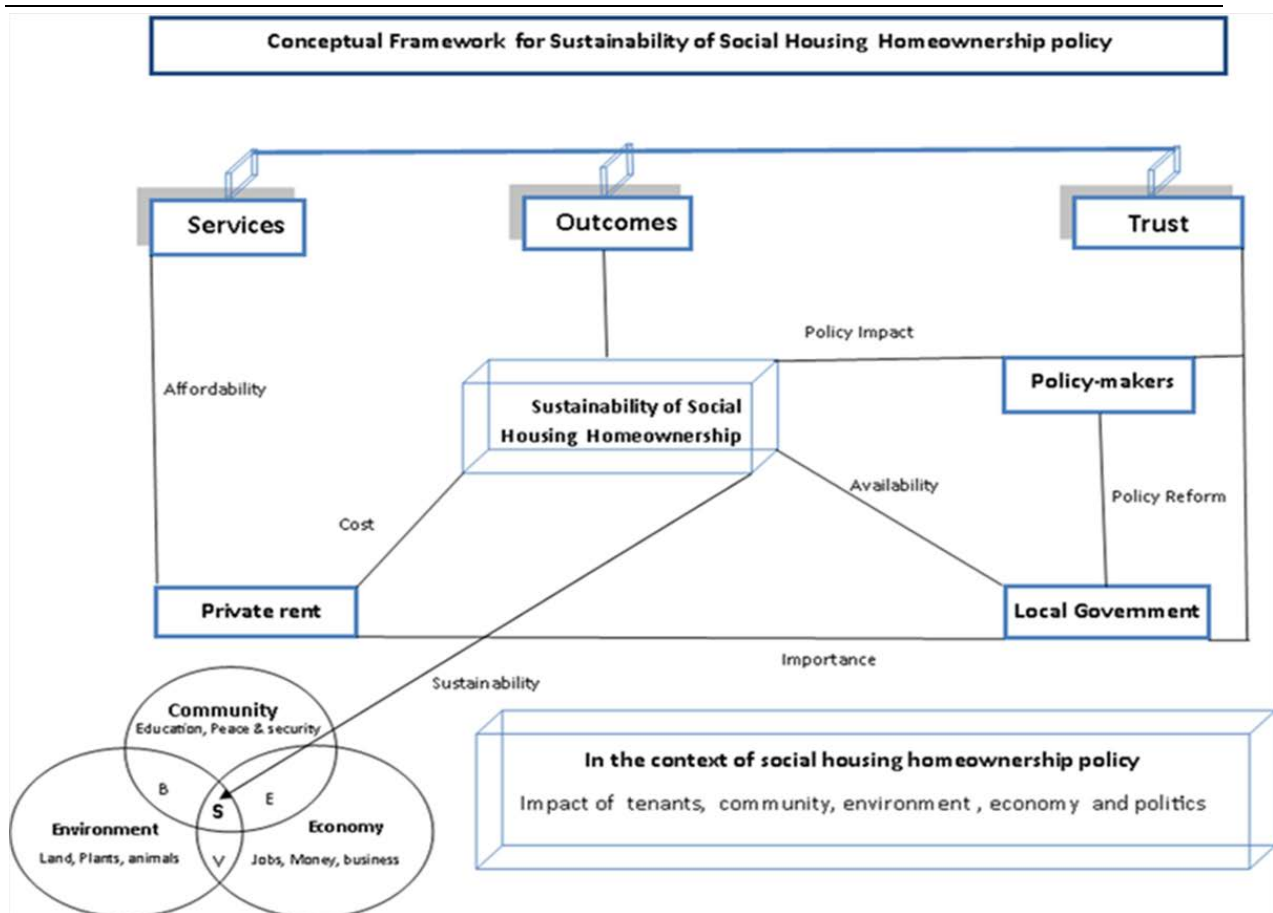


Figure 2: Conceptual framework
 Sources: Researcher

9. Conclusions

The article has comprehensively outlined the historical background of social housing home-ownership policies around the globe (Priemus, Boelhouwer 1999). By evaluating the different role of central government in social housing, current academic challenges identified the various model of social housing and focused mainly on social housing home-ownership policy through the lens of public value in the United Kingdom (Feinstein, Lupton et al. 2008). Further proposed some alternative approaches for home-ownership policy to manage more upon efficiency, effectiveness, and accountability (Karunasena, Deng 2012). The main purpose was to achieve better efficiency in the local authorities in order to add value for the public in the wider community. It has headed to several changes in the past since the Second World War that social housing home-ownership was to be administrated and funded through the best value framework to offer value for money as well as services deliver to social tenants (Darcy 1999, Pang, Lee et al. 2014).

Eventually, local authorities voluntarily transferred its social housing stock to housing associations to reduce the role of accommodation in the organisation (Gupta, Gregg et al. 2015). Nonetheless, the housing associations regulated to be supervised under the local authorities housing act to make sure that social housing supplier follows to rule and improve services deliver for the social tenants (Robinson 2013). However, because of the economic situation, the current coalition government is imposing quick changes in the way which social housing is managed. Especially with current affordable homes, main issues are like affordable rent is not affordable anymore especially for low-income families who supported by the housing benefit (Greenhalgh, Murphy et al. 2014). Again this producer will add even more

costs for the local authorities, and social rented properties are lost through a home-ownership scheme to build more affordable homes, which is not clear either (Francis-Brophy, Donoghue 2013). Also, private landlords are increased rent rapidly which cause huge arrears to social tenants in most cases eviction takes place and as a result, public value ignored in the wider community (Bozeman, Sarewitz 2011).

Main problems highlighted in the existing literature in regards to social housing home-ownership policy as follows:

- Social housing scheme mainly started in just after the Second World War periods, and social welfare introduced by Lloyd in Britain when the government held the great height number of economies as well as focused the provision of the popular of resources (Gupta, Gregg et al. 2015)

- The UK Council housing is discussable because before 1890 the central government was not involved in council housing policy (Isgrove, Patel 1993). Then public housing became desirable in order to supply housing, and the famous quote is “homes fit for heroes” which was back in 1919 mainly to reform slum clearance (NYGAARD, BERRY et al. 2008)

- During the 19th and 20th centuries United State of America (USA) government engaged in social housing specifically for poorer families and individuals and the very first social houses built in 1935, which was the first social housing project (Priemus, Dieleman et al. 1999b).

- Australia, the United States, and Canada which has one of the finest public housing models with many legs key drivers to be challenged. While Greece, Italy, China, and Russia has the very basic social housing facilities for the broad society, however, the UK indicated much more key drivers in comparison to any other countries that is not only because of council housing crises, but is mainly because of the availability of data (Deluca 2012).

- However, social housing stress continues to have a high reputation for use of drugs, prostitution, and violence, particularly in New Orleans, Philadelphia, Los Angeles, New York City, Chicago, and Washington, D.C. Furthermore, the US government introduced new social housing policy back in 1974 under the Section 8 Housing Program to encourage the private sector to build new affordable homes and continually support and fund social housing (Hodkinson, Robbins 2013, Murie 1983).

- Furthermore, the US government introduced new social housing policy back in 1974 under the Section 8 Housing Program to encourage the private sector to build new affordable homes and continually support and fund social housing (Hodkinson, Robbins 2013, Murie 1983).

- Australia government has considered privatizing houses for homeless people for better quality and affordability purposes. Also, public housing has been sold off in order to avoid repairs cost which resulted in boom in the housing market and social housing stocks decreased in specifically in Melbourne (Perolini 2015, Oxley, Elsinga et al. 2010).

- Asia countries are not very popular in social housing provisions, apart from China, Kong, Japan, and Singapore, Which has one of the finest social housing model in the world today and UK considering to adopt such social housing model (Hwang, Lee 2012).

Conclusively, with these types of regulation, local authorises and housing associations who are the main provider of social housing now want to adopt private sector strategies in term so of housing delivery service to add value for the tenant (Wesselink, Gouldson 2014, Bodemann 2014). The key question is unanswered whether the social housing provider has enough operational capabilities and skill to manage this approach or not (Wiesel, Pawson 2015, Mello 2014). Also, the literature found that social housing policy under the influence of public value failed to deliver the satisfy outcomes for the wider community and addressed the significance of Public Value Theory (PVT) in order to overcome these limitations of social housing policy (Meynhardt, Bartholomes 2011). As a result, research recommends the need to construct an analytical framework in order to indicate the importance of public value within the social housing sector. The article will develop an analytical framework and discuss the context of

social housing home-ownership through the lens of public value.

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