The role of housing in attracting and retaining talent in EU regions



HARNESSING TALENT PLATFORM

A new boost for EU Regions

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Introduction

There are vast economic, social, and demographic inequalities between different regions within the EU. The out-migration of highly educated youth to urban areas has become a particular concern to some regions that are eager to attract and retain talent as a regional economic development strategy (Carson et al. 2021, Makkai et al. 2017). As a result, there is an increasing drive to find policies and best practices that can be used to draw and keep talent in regions facing demographic decline.

While efforts to balance economic opportunities and provide jobs in different regions are key to attracting talent, so are quality of life factors. The provision of affordable, quality housing can play an important role in enhancing regional attractiveness. Housing has economic dimensions, as well as those that go beyond the economic and relate to residents' health, security, and overall wellbeing. Those who have choices concerning where to live will be drawn to regions where they believe they will be able to provide the best lives for themselves and their families.

This article considers whether and how new approaches to housing provision can be used to attract and retain talent in regional areas. Taking a qualitative approach, it begins by reviewing the literature on the role of housing in influencing regional attractiveness. It then discusses specific ways that the development of housing and, more generally, residential areas, can be used to attract and retain talent by way of an illustrative case study approach that presents examples from Sweden, Italy, and the Netherlands. The paper concludes with a discussion highlighting the key takeaways from the article and suggestions for future research.

The relationship between housing provision and regional attractiveness

Across the EU, many regional areas are experiencing a time of economic transition. Many non-metropolitan centres were initially developed in accordance with their varied socio-economic development trajectories, which were related to farming, mining, forestry, or extractive industries (Carson et al. 2020; Miot 2015). As they have transitioned to more service-based industries, many regions have had to reconsider their housing supply. Traditional extractive activities and energy production require a certain type of settlement structure for more specialised and centralised labour forces close to the place of employment. In contrast, new industries, such as tourism, require different land use, while the increased prominence of telework has led to demand for different types of housing, often outside of city centres (Lundmark 2020).

According to Fertner et al. (2015) in recent years there has generally been a decoupling of work and home meaning people may live in different places from where they work. This has implications for the way in which housing and future settlement is planned for by regions and rural municipalities (Carson et al. 2019). It poses challenges, but also opportunities, insofar as municipalities can develop themselves into residential spaces that people want to live in, thereby boosting local economies.

While being proximate to employment opportunities is still an important factor in determining the relative attractiveness of a residential area for many people (Arntz et al. 2014), there is now a more nuanced discussion in the EU around how people choose where to live (Rodriguez-Pose and Ketterer 2012).

These decisions are thought to be multidimensional and include considerations around overall affordability and quality of life (Morais et al. 2013; Okulicz-Kozaryn and Valente 2019).

The attractiveness of physical housing structures plays a role in people's housing preferences (Elshof et al. 2017). However, there are a number of other factors that are generally thought to contribute even more to residential attractiveness (Francescato 2002). Literature from across the EU has highlighted the importance of 'living conditions and accessibility to facilities' (Barreira et al. 2019: 69) such as having access to schools, natural amenities/green spaces, commercial centres, and recreational activities for different age groups (Elshof et al. 2017; Fertner et al. 2015; Barreira et al. 2019). Furthermore, having access to transportation networks and broadband internet (which can be used to access teleworking and telemedicine) are additional features that can offset some of the challenges of living in more rural or remote locations (Löfving, Norlén & Heleniak, 2019).

There is a growing awareness that it is not only physical or tangible factors that draw people to certain areas, but also intangible ones, such as the desire to live close to friends and family (Bijker et al., 2012) or, more generally, to feel a strong sense of community and familiarity with one's neighbours (Kelly and Nguyen 2023). Feeling safe and secure is also important, especially for families. There are therefore psychological and socio-cultural factors that play a role in influencing housing and residential selection.

While it is possible to identify some of the overall factors that make housing and, more generally, residential areas appealing, it is important to acknowledge that housing needs and desires are diverse and may vary, depending on the specific characteristics of (prospective) residents. The way individuals and families prioritise proximity to work, affordability, living space and access to amenities may vary. Research has found, for example, that life course factors play a particularly important role in structuring people's housing choices and place preferences over time. Younger people tend to be more mobile and show a preference for larger urban centres. As they expand their families, however, many choose to move to suburban or smaller centres (Michielin and Mulder 2008).

Relatively little research has been carried out on the specific preferences and needs of highly educated individuals. It is an established fact "that the most educated individuals are also the most internally mobile and tend to relocate multiple times during their lifetimes" (Faggian et al. 2017: 131). Exactly what attracts them to certain places and makes them decide to stay, however, remains a topic of debate. Research on the 'creative class' (Florida 2002) has suggested that 'soft' factors such as amenities are more important to these individuals than economic factors. However, this theory has been extensively debated, and in our view, should be nuanced with due consideration to other factors such as those related to a place's characteristics and location (e.g., remote rural or peri-urban, small or medium-sized, high or low amenity, declining or growing populations), the movers' life course, specific field of employment, and cultural background. In an EU context, for example, highly educated migrants may move within their own country or move between countries for a variety of reasons and for varying lengths of time. It is therefore important to take these contextual and often place-based factors into consideration when planning housing interventions.

Housing strategies

Regions or municipalities interested in using housing to attract and retain talent may consider a range of established approaches. Common strategies adopted include improving housing aesthetics (by renovating or painting facades and putting up artworks like murals or statues), selling dilapidated apartment blocks to private companies who refurbish them and try to find new renters, or offering houses and housing plots for sale at very low prices as part of a quality-of-life relocation package at emigration or job fairs. Other options are demolishing redundant housing to save on maintenance costs, using abandoned housing as venues for associations, grassroot initiatives and services for a changed population composition (Carson et al. 2022), or recycling abandoned houses to make them habitable for new residents and to preserve them as cultural heritage.

There are a number of common barriers faced by regions and municipalities as they develop their housing supply. Often housing in non-metropolitan areas is old and outdated. In many rural areas with low housing prices, older people sell their houses as late as possible because moving to an apartment or another region is often more expensive. Further, low house prices and abandoned houses of old age or low standard also make it difficult to motivate building new houses since construction and maintenance costs make it expensive. This poses constraints even when there is a demand for housing standards that is not met in the existing market. Further, in many areas, individuals and private property developers find it difficult to receive bank loans for housing projects. Dysfunctional housing markets hamper selling both cheap older houses and more expensive new ones and thus decrease the prospect of receiving returns from property investments (Lundmark 2020). Implementing effective housing strategies therefore often involves overcoming such barriers and the development of innovative solutions that fit the local context.

The Swedish High Coast area in Västernorrland county struggles with low birth rates, high death rates, an ageing population and below average in-migration (Smas et al. 2013). At the same time, the area has become famous for nature-based tourism (High Coast 2024). A challenge regards its uneven demographic composition including economic and population concentration in a medium-sized town (Örnsköldsvik), with an export-oriented economy based on the paper and wood-pulp industries, three smaller administrative municipal centres, and numerous villages and hamlets in low-amenity locations. There is a general lack of appropriate housing for the elderly (Smas et al. 2013), but if the elderly would be able to move to appropriate apartments, their houses would be available for younger families thus facilitating housing for people at different stages of the life course. Furthermore, due to a lack of employment and educational opportunities, young women have been leaving the area (ibid.). Until recently, there were no plans to build special dwellings for students, and there was no strategy to attract more families with children (Länsstyrelsen Västernorrland 2012). However, densification strategies and centrally located housing development were indicated as important for attracting young people, while at the same time houses in rural areas were becoming vacant (ibid.). Some of the area's rural parts with natural beauty located at commuting distance to larger centres have become rural hotspots where households with above-average education and income are in-migrating upon finding employment (Andersson 2015).

Kramfors, a sparsely populated¹ municipality in the High Coast area has an interest in attracting workers in health care, education, public administration, tourism, security, the shoe-making industry, construction, transportation, IT, and resource extracting industries like forestry. Attracting labour to Kramfors is challenging due to the city's remote location (Lundmark et al. 2022). However, it also has several assets, such as its natural surroundings, which attract both domestic and international tourists. The area also offers good possibilities for teleworking.

To capitalise on its assets and attract more residents, Kramfors has had to reflect on its housing strategy. There are many old, detached homes in Kramfors that are largely unoccupied. These houses once housed large or extended families, but their owners have since died or become so old that the houses have been passed on to the next generation. Yet, this next generation has left the community searching for education, employment, and urban-style amenities. Due to large travel distances and time constraints, these new owners spend limited time in the houses. The house values are so low that it does not make economic sense to maintain or sell them. At the same time, domestic and international talent considering moving to places like Kramfors cannot find suitable housing (Eimermann et al. 2022).

One solution proposed was to encourage the owners of abandoned houses to sell them. Kramfors municipal officials contacted as many prospective sellers as possible and tried to facilitate the sale of the houses. Similar strategies were to renovate abandoned houses, support local initiatives for collective living and buy houses in specific places to rent them out to potential incomers who plan to test living there. This has resulted in a number of older houses² being sold to new residents and in a model for 'abandoned house inventories' that can be shared with similar municipalities in Sweden and abroad. Complementary to housing policy, have been efforts to improve living environments, facilitate outdoor activities, invest in sustainable local and regional commuting and travelling options, and policies of de-growth rather than decline in public and private services (Carson et al. 2022).

Comparable approaches to attracting new residents have been explored in the Italian context. Although it has emerged as a tourist destination in recent years, the island of Sicily in southern Italy is a region that has disproportionately suffered from depopulation. Highly educated youth in particular have been migrating out to other parts of Italy and Europe in search of better opportunities for several decades (Sorge 2024). While Sicily has a rich history with many important landmarks and many attractive geographical features, many of its inland historic centres have been all but abandoned (Giugno 2020). Moreover, the island's booming tourism industry is concentrated in coastal areas, and especially in the island's largest centres of Palermo (population 850,000) and Catania (population 588,000). In order to preserve the local heritage of Sicilian villages and at the same time attract new residents, the '1 euro house' scheme was launched in several Sicilian villages in the late 2000s. New residents were invited to purchase abandoned houses for a symbolic amount from local municipalities (who served as the administrators of the scheme). The expectation was that buyers would then restore the houses.

¹ Population of Kramfors municipality estimated to be 17,631 in 2023.

² Twelve houses were sold to new residents in 2022-'23 (Kramfors 2024).

Since 2019 the initiative has gained popularity, following extensive international media coverage (Sorge 2024). Some communities such as Mussomeli and Sambuca di Sicilia have been particularly successful at attracting new residents, including many individuals and families from other parts of the EU and even other continents. In Mussomeli, for instance, over one hundred homes have sold for one euro and approximately two hundred 'premium' homes have sold for a higher (but still bargain) price, starting at 5000 Euros (Liu and Todiwala 2022). In addition to offering housing that is significantly more affordable than what is on offer in urban centres across most of Europe, the 1 euro house scheme appeals to buyers that are looking for an alternative rural lifestyle in the beautiful Italian countryside and the opportunity to participate in the restoration of Sicilian cultural heritage (Sorge 2024; Pera 2021).

Many of those who have bought homes in rural Sicily through the 1 euro house scheme are members of the creative class (Sorge 2024). They are highly educated and engaged in professional or creative pursuits. However, many only stay in their new communities on a part-time basis, and many are engaged in telework, rather than local entrepreneurial activities. Some communities have embraced the influx of temporary residents, viewing it as an opportunity to further develop their tourism industries and have actively tried to recruit digital nomads and other types of temporary visitors. Other communities, however, have remained steadfast that the housing scheme should be used to attract residents who want to put down roots and invest (socially and economically) in the development of local communities over the longer term.

Cammarata, an inland community of less than 6000 people, is one municipality that is determined to attract people who will stay in the local area on a more permanent basis. It developed a points system that prioritises house buyers who meet certain criteria (based on age, family status and entrepreneurial intentions), with the hope that this may lead to positive retention outcomes (Pera 2021). In addition, StreetTo, a voluntary organisation committed to reviving the local community, was started in 2021. Their mission is to build Cammarata into a place that people want to live, work, and stay in. Part of this involves promoting the 1 euro house scheme, but the organisation is also involved in larger community-building projects such as the planning of events that encourage residents (old and new) to mingle (Street To − 1€ houses in Cammarata). While it is too soon to evaluate the success of Cammarata's unique approach, the initiatives the community has taken demonstrate how the 1 euro house scheme can be adapted in a way that aligns with the way communities envision their future as well as their broader community development objectives.

Overall, the 1 euro house scheme has had a positive impact on several small, inland municipalities in rural Sicily. In addition to the sale and restoration of hundreds of houses, the scheme has helped to put rural Sicily on the map, with the tourism sector increasing by as much as 3,000% in towns such as Mussomeli (Liu & Wadiwala 2022). It has been argued that a next step for Sicily may be to better integrate the various municipalities into regional networks of small, medium and large cities to reduce isolation and the challenges posed by infrastructural inequalities across the region. This would improve access to services and amenities and would help to make Sicily in its entirety more attractive to visitors and residents alike (Giugno 2020).

While the above two examples focus on rural areas, innovative housing strategies have also been adopted in more urbanised areas that are similarly interested in attracting and retaining high skilled

talent. While these regions may not face the same challenges as rural areas, the strategies they have employed can nevertheless provide valuable insights into successful housing strategies.

The Dutch Randstad region encompasses interconnected cities like Amsterdam, Rotterdam and The Hague, housing over eight million people and several leading universities (HNP 2023). The region is regarded worldwide as a model of a 'successful' polycentric metropolis (Zonneveld & Nadin 2020) offering 'a wide spectrum of economic activities' (HNP 2023). The Randstad region, including its less metropolitan areas, is competing globally for talent, but coping with major housing issues such as limited availability of affordable good quality housing and satisfactory living environments (Pellenbarg & Van Steen 2005). To deal with such challenges, housing has been introduced on industrial estates (Korthals Altes & Tambach 2008). Also, developing and maintaining a social rental sector for a broad target group that is in competition with the commercial rental sector in the Randstad region has long been seen as a good way to reduce social inequalities, but the sustainability of such a 'unitary rental sector' has recently been questioned (Elsinga et al. 2020). As such, parts of the Randstad region are appointed for housing construction for talented migrants in combination with 'short stay apartments' – specific facilities for new and temporary highly skilled migrants. However, the Dutch construction sector has been challenged by recent regional strategies restricting nitrogen emissions to meet the Paris agreements, which has slowed down new housing projects (Government of the Netherlands 2024).

In this context, Rijswijk, a municipality located in the Randstad region, offers a specific example of a housing strategy transforming a shopping centre to a full-service city centre (Rijswijk 2019). Established in 1963, "In the Bogaard" is the first (partly) indoor shopping centre in the Netherlands. Over the past 60 years it has undergone various challenges, renovations, and expansions (Bogaard Stadscentrum 2023). As elsewhere, the 2008 global financial crisis forced many shops to close and rendered the future of the shopping centre uncertain. However, its location near European highways, Rijswijk's railway station and regional public transport system brings cities like The Hague, Amsterdam, Rotterdam and Antwerp within a couple of hours' (commuting) time. This partly explains the area's attractiveness for multinational companies with headquarters near the Bogaard.

To combine attracting talent working at those companies and providing service for young families and elderly people, Rijswijk recently decided to refurbish the entire shopping centre into a 'modern-day, viable and green city centre' (ibid.). It was announced that this would be part of a several-hundred-million-euro-Masterplan (Rijswijk 2019, 2024). Funded both by Rijswijk municipality and the Dutch government, this Masterplan aims to reduce the number of shops by a third while constructing modern commercial space, a childcare centre, cafés, restaurants, greenery and 1,400-1,700 apartments (for rent and for sale) (Omroep West 2023). The Masterplan indicates that the construction and future of housing focuses on social and environmental sustainability with attention to the energy transition and circular economy (Rijswijk 2019).

Concluding discussion

The development of housing and residential spaces can be used as part of a broader strategy to attract and retain talent in underpopulated regions. As we have emphasised in this paper, however, focusing on the physical dimensions of housing on its own may not be enough. Instead, any efforts to use

housing to draw people in should be conceived within a broader quality-of-life framework whereby consideration is given to affordability, convenience, and lifestyle. Many underpopulated areas have characteristics that larger, more populated centres do not have, such as extensive green space, access to nature, and outdoor activities that may not be available in city centres. Both the Västernorrland region in Sweden and Sicily in Italy, for example, have outstanding place-based assets that can be harnessed to attract and retain highly educated individuals and their families through effective housing policies and marketing.

As noted, life course factors impact how people view and measure quality of life. Considerations around the needs of people of different ages and life course stages should therefore be considered when planning housing for the purpose of attraction and retention to regional areas. Furthermore, residents should be able to move between dwellings of different sizes and types to accommodate changing household sizes and life circumstances without leaving the region. They may also wish to change forms of housing tenure over time, for example, going from rental accommodation to the purchasing of a home. It may also be advisable to have housing that appeals to retired and ageing individuals, to encourage this demographic to leave their larger homes vacant for younger families moving in. The Dutch example in particular highlighted the value of meeting the needs of people of all ages, something that may enable individuals to stay within a single region over the course of their lives.

Housing development does not exist in a silo and will undoubtedly have impacts on the economic, social, and cultural context of the region in which it is taking place. In order to ensure the best outcomes, it is important to consider these impacts and to plan accordingly. Working with different stakeholders may help to ensure that the housing that is built meets the demand and needs of potential residents. It may also help to ensure buy in from the existing population who may have concerns about how development may impact affordability and equality in the housing sector. Importantly, in addition to attracting talent, any housing strategy should also consider the housing needs of existing residents as well as potential migrants who do not fit the standard definition of 'talent'. A 'whole of society' approach is therefore required when considering strategies to attract talent. Finally, as all three case studies have made evident, housing strategies should be considered within a broader economic development framework that includes other strategies as well, such as the cultivation of diversified labour markets and tourism and the promotion of welcoming communities.

In examining whether and how housing can be used to attract and retain talent in regional areas experiencing economic and demographic decline, this article has identified both opportunities and challenges. Regional areas may be able to attract and retain talent by offering residential arrangements that meet the needs and preferences of highly skilled individuals and their families. Implementing new housing projects in regional areas is seldom straightforward, however, and requires attention to the perspectives and needs of different stakeholders, and a view to longer-term development objectives. Different regions (and the communities within them) will have to grapple with different challenges depending on their history, location, and proximity to natural amenities. Future research should give due consideration to the place-based factors that may influence the relative success and impact of housing initiatives and their ability to attract and retain certain types of talent to regional areas. It is clear that a 'one-size-fits-all' approach will not suffice.

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