

ELEVATING PROPERTY MANAGEMENT IN PUBLIC HOUSING: A SYSTEMATIC LITERATURE REVIEW

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Abstract. Public housing (PH) focuses on assisting low-income households with housing stability. However, the inefficiency of property management in PH gives rise to a range of challenges in both physical and internal operational management, leading to negative stigmatisation towards tenants living in PH. Various initiatives have been launched to address the inefficiencies of property management. This study categorised and elaborated these initiatives under three main categories: reconceptualisation, externalisation, and managerialisation. There is currently no systematic literature review that provides a comprehensive overview of the initiatives aimed at enhancing property management in PH on a global scale, despite the fact that an overwhelming number of initiatives have been proposed in various studies. Therefore, the present systematic literature review was conducted to provide a comprehensive understanding of the existing research and initiatives pertinent to PH property management. This thorough examination will not only inform the current state of property management practices but also provide valuable insights to guide future research endeavours and decision-making processes in this domain. The outcome of this study revealed the positive impact of managerialisation, showcasing its pivotal role in problem identification and as a strategic indicator for proposing solutions aimed at continuous improvement.

Keywords: public housing, property management, reconceptualisation, externalisation, managerialisation.

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1. Introduction

Global rapid urbanisation, which prompts rural-urban migration, has increased the housing demand and prices in urban areas (Zyed et al., 2021). Consequently, this phenomenon has increased the number of people residing in poor dwellings and exacerbated housing affordability issues due to a mismatch between supply and demand for low-cost housing (Mujaheed Hassan et al., 2021). Interventions through government housing policies have become imperative to mitigate these challenges. As highlighted by Gurstein et al. (2015) and Zyed et al. (2021), the provision of public housing (PH) is recognised as a fundamental intervention in most regions of the world. Gurstein et al. (2015) described PH as “Housing that is developed, regulated and/or funded by the government to provide affordable housing for the public. Depending on the particular scheme, the housing produced may or may not be managed by the government; may include rental and ownership (with restrictions on resale); may be universal or targeted to particular groups”. Li and Shamsuddin (2022) underscored that PH shares a common goal of ensuring equal access to decent and safe PH environments

for low-income individuals and families, typically through below-market-rate rentals.

PH has provided crucial benefits to low-income households by increasing housing affordability and stability and reducing the rates of homelessness. Unfortunately, studies from China and Malaysia have reported that property management in PH is currently operating inefficiently, resulting in low levels of tenant satisfaction (Xu & Luo, 2021). These conditions have given rise to negative perceptions of PH, including concerns about physical deterioration, substantial rental arrears, inefficient allocation process, inadequate funding for operation and maintenance, low tenant satisfaction levels, elevated rates of vandalism, and crime (Bilal et al., 2019; Luo et al., 2020; Musa et al., 2020; Sulaiman et al., 2016; Xu & Luo, 2021). In response to these challenges, various initiatives have been proposed and discussed in the literature to enhance PH property management.

Although different initiatives have been proposed, they have not been synthesised in a global context. This paper aims to fill this gap by answering two primary research questions:

- (1) What initiatives have been implemented to address property management issues in the context of PH?

- (2) Which of these initiatives are most widely adopted to improve the current property management operations and address issues in PH?

The systematic literature review (SLR) covered a 20-year timeframe, allowing for the identification of trends in the preference for initiatives. This enables the extraction of valuable insights into the benefits and limitations of each initiative, making significant contributions to the existing knowledge in this field. While the examples and studies referenced in this paper may predominantly focus on specific countries or regions, the findings aim to inform global discourse on PH property management.

2. Literature review

In Maslow's hierarchy of needs theory, housing is categorised as a physiological need, forming the base of the pyramid (Maslow, 1954). Housing is crucial in fulfilling human physiological needs and enabling adequate living conditions. However, there has been a global increase in the number of people residing in poor-quality dwellings. This development is primarily driven by rapid urbanisation, which has spurred rural-urban migration and escalated housing demand and prices in urban areas. This has led to a mismatch between the supply and demand of affordable housing, exacerbating housing affordability issues (Mujahed Hassan et al., 2021). In response to this challenge, PH has been designed to support the execution of statutory public service tasks, primarily by addressing the housing needs of specific groups, such as low-income families, the elderly, and individuals with disabilities (Kabus & Dziadkiewicz, 2023). Property management plays a major role in managing PH and, thus, ensuring its operationality and functionality. Property management in PH is a multifaceted process that can vary between different organisations and authorities, as it involves both tactical and strategic decisions. To gain a comprehensive understanding of the scope of "property management", we adopt a broad definition proposed by Priemus et al. (2012), who categorised property management activities into four key areas. These key areas are technical management (e.g., maintenance and renovation), social management (e.g., addressing anti-social behaviour, managing tenancy agreements, engaging with tenants, and promoting tenant involvement), financial management (e.g., budgeting and rent policies), and tenure management (e.g., handling housing allocation, leasing, and sales). These classifications offer insights into a range of property management issues discussed in the following paragraphs.

The review of property management challenges within PH reveals a spectrum of issues impacting its effectiveness and sustainability. For instance, technical issues frequently revolve around insufficient building and facility maintenance, leading to physical deterioration observed in PH developments in Ghana and China (Aziabah, 2018; Xu & Luo, 2021). Social issues such as vandalism and crime also contribute to critical damage to facilities and pose financial burdens (Bilal et al., 2019; Xu & Luo, 2021). Furthermore, tenancy issues, including unfairness and inefficiencies in PH allocation, have been found to be prevalent. According to the Khazanah Research Institute (2023), the average staying period in PH Malaysia is 6.7 years, with only 21% of tenants capable of moving out after the two-year tenancy period. Khair et al. (2022) further emphasised a prominent increase in the number of those on the waiting lists, leading to application backlogs and challenges in the fairness of the allocation system. Other property management issues frequently revolve around insufficient building and facility maintenance, resulting in physical deterioration, as observed in PH in Ghana and China (Aziabah, 2018; Xu & Luo, 2021). Moreover, financial challenges, such as rent arrears, significantly impact PH operations globally. Studies conducted in the UK and China have documented high levels of rent arrears affecting operational management (Manzi & Glover-Short, 2018; Xu & Luo, 2021). For instance, findings from social housing studies in the UK revealed that 800,000 renters had an average arrears debt of £251 to £500, with 18% owing more than £1000 (Jeyabraba & Glover, 2022). Similarly, in China, the rental collection rate in PH was less than 60%, further impacting the overall operational management (Xu & Luo, 2021).

Despite PH's provision initiatives, a growing body of literature highlights property management issues, indicating that currently available PH programs fail to fully achieve their intended objectives. Consequently, several studies have explored potential initiatives to address or facilitate the handling of property management issues in PH. However, no SLRs have synthesised the effectiveness of these initiatives in tackling PH property management issues. In order to provide clarity to the various initiatives discussed in the SLR, this study utilised three primary categories: externalisation, reconceptualisation, and managerialisation. These categories were proposed to enable the initiatives outlined in the reviewed paper to be examined (Norris & O'Connell, 2010). The definitions of each categorised initiative are given in Table 1. This SLR was conducted to provide an overview of the initiatives proposed to address property management issues in PH from a diverse global perspective.

Table 1. Definition of initiative categories utilised in the categorization process of this study (adapted from Norris and O'Connell, 2010)

Initiatives	Definition
Externalisation	"With the involvement of new or additional actors in the operation and management of the PH, one of these actors has initiated a transition towards a market-oriented housing system. This transition involves privatisation, deregulation, and decentralisation of public housing tasks"
Reconceptualisation	"The transformation of relationship, role, and job scope between local authorities and tenants"
Managerialisation	"Adherence to the performance mentoring in assessing the output generated"

3. Methodology

A systematic literature review (SLR) was carried out to thoroughly search, locate, and synthesise all published studies on initiatives aimed at improving property management issues of PH on a global scale. Systematic reviews adhere to a rigorous process involving the systematic collection, appraisal, aggregation, and interpretation of relevant studies, ensuring reliable findings and accurate conclusions (Nightingale, 2009). This approach minimises potential bias by systematically assessing the quality of methodologies employed in the included studies (Schlosser et al., 2007).

To ensure transparency and rigour, this systematic review adopted a well-defined and structured approach: the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) introduced by Page et al. (2021). PRISMA was selected due to its comprehensive guidance on conducting systematic reviews and its provision of a framework to systematically gather all relevant evidence that meets predetermined eligibility criteria. By following PRISMA's guidelines, the review process was standardised to enhance the reliability and validity of the findings. Overall, PRISMA facilitated quality assurance throughout the revision process, ensuring that each step was conducted rigorously and transparently. The adoption of PRISMA underscores the commitment to conducting a thorough and credible systematic review. This study included three main phases: data selection and collection (Phase 1), data analysis and findings (Phase 2), and results synthesis and conclusion drawing (Phase 3).

3.1. Phase 1: Data selection and collection

The data selection and collection procedures adhered to the PRISMA 2020 flow diagram guidelines, which consisted of three primary components: identification, screening, and inclusion of reviewed research.

3.2. Inclusion and exclusion criteria

Identifying the inclusion and exclusion criteria is important to ensure a review is reliable and meets high-quality standards (Tranfield et al., 2003). Therefore, the following inclusion criteria were applied. First, only articles and proceedings papers that were published between 2001 and 2023 were included. Long time frames are effective for clearly identifying patterns and the progression of initiatives. Consequently, this helped the researchers to comprehend the evolution of the field and identified the projects that had gained prominence over time. In essence, a long time frame in an SLR allowed for the observation of the robustness of trends, facilitating the extraction of meaningful insights regarding the development of initiatives. Second, only articles and proceedings papers from the Web of Science (WoS) or Scopus databases were included. This decision was based on various considerations. Specifically, both WoS and Scopus provided advanced search functionalities and filters that allowed the researchers to refine their search queries and apply multiple filters

to target specific types of publications, such as articles, proceeding papers, and reviews. This allows researchers to narrow the search results to the studies most relevant to a specific research objective. Additionally, considering the global scope of our study, the international reach of these databases was particularly advantageous. Third, only articles and proceedings written in English were considered.

3.3. Literature search

Articles and conference papers that met the criteria specified in Table 2 were examined to address the research questions. The literature was comprehensively searched to pinpoint pertinent publications containing the specified search terms within their titles, abstracts, or keywords. The keyword search was conducted with "OR" and "AND" to filter and select the relevant studies, as presented in Table 3. Figure 1 presents the overview of the literature search and eligibility assessment flowchart based on the PRISMA 2020 flow diagram for systematic reviews. In total, 3,452 results (2,675 from WoS and 777 from Scopus) were initially identified after being refined based on the inclusion criteria. These results were exported into comma-separated values (CSV) files and were subsequently converted into Microsoft Excel for analysis. During this process, 92 duplicated records were removed.

The topic and abstract of each result were then examined, and publications that were relevant to the study's context were selected. During the title and abstract screening process, 3,003 records were excluded, as their titles did not align with the study's scope. This process was crucial to ensure that only relevant articles were considered for further evaluation. Given the vast amount of literature available on PH property management, it was imperative to focus on articles that directly addressed the study's scope and objectives. By ensuring alignment with key terms related to property management in PH, such as "public housing", "property management", "initiatives", and related terms, we filtered out irrelevant articles and prioritised those that offered valuable insights into our research questions. This rigorous alignment process not only streamlined the selection of articles but also enhanced the credibility and validity of the study's findings. It also ensured that our analysis would be based on a comprehensive and relevant body of literature, ultimately contributing to a more robust understanding of property management issues in PH.

Table 2. Summary of inclusion and exclusion criteria (source: Authors' own elaboration)

Inclusion	Exclusion
Articles and proceedings paper only	Others: Early access, Book Chapters, Editorial Material, Meeting
Published year between 2001 to 2023	Published year: pre- 2001
Indexed in the Scopus or WoS Written in English	Not indexed in Scopus or WoS Not written in English

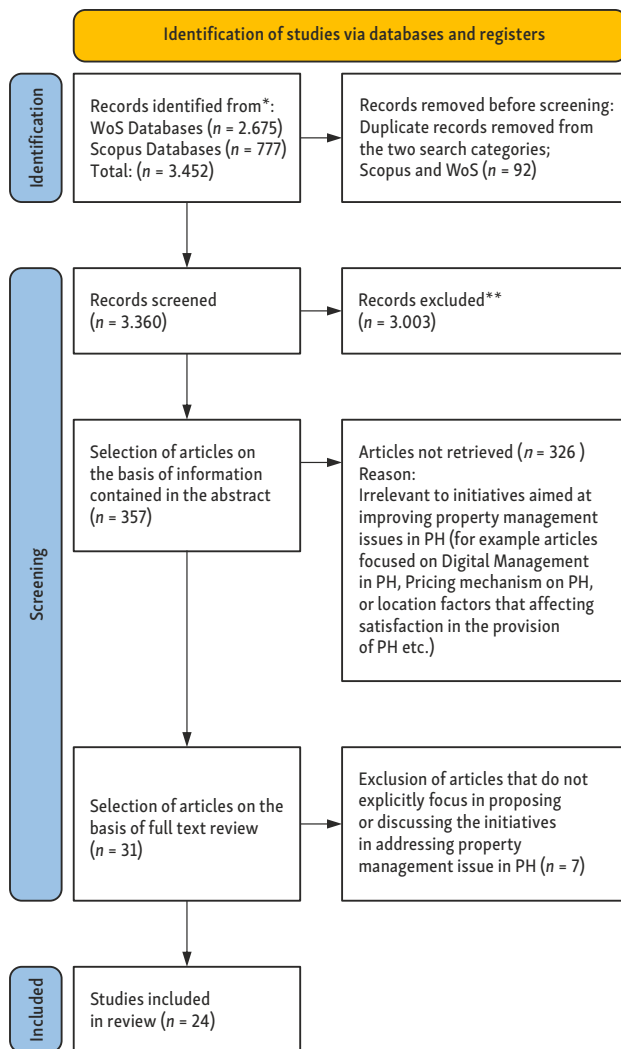


Figure 1. Overview of the study’s literature search and eligibility assessment flowchart (adapted from Page et al., 2021)

Following this initial screening process, 357 articles and conference papers were retained for full review. These publications were thoroughly assessed in accordance with the study’s context. Subsequently, 333 publications were excluded, as they were found to be irrelevant or did not explicitly focus on proposing initiatives to improve PH property management. Finally, after careful screening and assessment, the remaining 24 publications were selected for further in-depth analysis.

Table 3. Key word search (source: Authors’ own elaboration)

Databases	Key word search
WoS	ALL Fields (Initiative* OR Policy OR Performance Measurement OR Framework OR Governance OR Reconceptualisation OR Managerialisation OR Externalisation) AND (Tenancy Management OR Property Management OR Maintenance Management OR Building Management OR Lease Management OR Facilities Management OR Administrative Management) AND (Public Housing OR Social Housing OR Public Rental Housing)
Scopus	ALL=((Initiative* OR Policy OR "Performance Measurement" OR Framework OR Governance OR Reconceptualisation OR Managerialisation OR Externalisation) AND ("Tenancy Management" OR "Property Management" OR "Maintenance Management" OR "Building Management" OR "Lease Management" OR "Facilities Management" OR "Administrative Management") AND ("Public Housing" OR "Social Housing" OR "Public Rental Housing"))

4. Phase 2: Data analysis and findings

This study employed Norris and O’Connell’s (2010) three main categories of initiatives: externalisation, reconceptualisation, and managerialisation. The definition of each category is provided in Table 1. The examination of 24 studies representing 14 countries revealed various strategies to address different property management challenges. China emerged as the most discussed country, with eight studies highlighting its initiatives. Malaysia followed with four studies, while the Netherlands had three. New Zealand, Zimbabwe, the UK, Ireland, Poland, Italy, the USA, and Taiwan each had one study representing their initiatives. Table 4 presents an overview of the reviewed initiatives utilised to address various types of property management issues in the PH, encompassing managerialisation, externalisation, and reconceptualisation.

Regarding the first research question, managerialisation emerged as the most frequently proposed initiative, followed by reconceptualisation and externalisation. Specifically, 13 studies focused on managerialisation, eight studies explored reconceptualisation, and only four studies examined externalisation. Some studies adopted multiple initiatives simultaneously. In light of these clear categorisations of initiatives, the studies’ implementation approaches varied within each category. In the context of managerialisation, four distinct types of initiatives were identified based on the utilisation of framework development, tenant satisfaction assessment, case studies, or review studies as the foundation. In the reconceptualisation category, three distinct initiatives were recognised: restructuring management models, mixed-income communities, and tenant participation. Meanwhile, only one initiative – public-private partnerships (PPPs) – was identified within the externalisation category. The following section discusses the reviewed studies based on the three main categorisation initiatives.

4.1. Externalisation

Externalisation is a key initiative aimed at addressing property management issues within a broad context. A prominent facet of this approach is the utilisation of PPPs, which have gained prevalence in the neoliberal context. Generally, PPPs are formed through collaboration between private-sector entities in discussing, developing, and implementing public policy (Bockman, 2018). This initiative aims to restructure state provisions, encourage household financial autonomy, and enhance private sector and market

Despite the positive impacts of PPPs as a regenerative strategy for management and financial sustainability, the reviewed paper identified limitations in the implementation of this initiative, leading to its failure in the long run. Concerns were raised by Norris and O’Connell (2010) regarding the desirability of this model. One of the consequences of adopting PPPs was the “cherry-picking” style that emerged during the tenant selection process. Engaged private landlords tend to choose tenants with stable incomes and high profiles. This approach was taken to enhance property management efficiency and minimise the likelihood of disturbances within the neighbourhood. However, this initiative caused concerns regarding the fairness and potential discrimination in the subsequent tenant allocation process. Additionally, Wu (2018) provided additional justification for the operational failures of PPPs, revealing the difficulties of rental collection and maintenance fees, leading private entities to withdraw and, in turn, neighbourhood deterioration. The state had to intervene in these neighbourhoods post-housing privatisation to reinforce its administration, as the initial plan of transferring responsibility to commercial property management was unsuccessful. Aside from these criticisms, Ahmed et al. (2020) and Qian et al. (2019) raised concerns regarding the divergence from their original objective of fostering social equality. Instead, they have exacerbated social segregation and widened the affordability gap.

Based on the discussions, externalisation can be summarised as the initiative aimed at revitalising the structure, management, and performance of public housing. This approach addresses funding constraints and replaces underperforming local authorities in managing public housing responsibilities by involving private participation in its delivery. The reviewed studies on the initiatives of PPPs to improve property management issues in PH highlighted diverse viewpoints among scholars. Some studies confirmed that PPPs alleviate the financial burden on governments by apportioning the welfare responsibility in PH provision. This, in turn, is seen as a strategy to address the pressing issue of extensive waiting lists in PH. However, there had been various contrasting viewpoints that challenged this ideology and raised concerns about the long-term sustainability of PPPs. Several PPP cases prioritised the pursuit of private interests rather than focusing on politically empowering tenants to guarantee the long-term sustainability of operations. Consequently, it was perceived that those who are wealthy were prioritised at the expense of the less fortunate. This may cause further social issues, which inevitably hinder the progress of public goals and interests.

4.2. Reconceptualisation

Recent studies have highlighted a shift in the prevailing trend from a market-orientated (PPPs) towards a more tenant-centric focus on “tenant care and support” (Parr, 2019; Power & Bergan, 2019). This transformation has been attributed to the inadequacy of privatisation initiatives in

meeting the underlying needs and addressing the root causes of tenant behavioural issues, rendering it unsuitable for continued implementation (Clarke et al., 2020). In response, various initiatives have been introduced, such as the promotion of mixed-income communities, the transfer of certain management roles to tenants through tenant participation, or the restructuring of the management model by engaging private property management companies (PPMCs). This study identified three distinct categories of initiatives within the framework of reconceptualisation: restructuring management model (RMM), mixed-income communities (MICs), and tenant participation (TP). The following sections provide detailed discussions of each sub-theme of reconceptualisation.

4.2.1. Mixed-income communities (MICs)

Mixed-income communities (MICs), which are defined as neighbourhoods with the inclusion of diverse socio-economic residents, emerged as a management model to tackle PH challenges. Bilal et al. (2019) regarded MICs as part of the initiatives to tackle and improve the financial, maintenance, and mismanagement issues in PH Malaysia. Specifically, MICs encouraged the active involvement of low and middle-income households in housing management, primarily aiming to achieve self-sustainability for PH projects. In addition to the utilisation of MICs as initiatives to address the property management issues highlighted by Bilal et al. (2019), Chaskin and Joseph (2010) and Mu (2016) explored the efficacy of MICs in addressing social issues that resulted in physical deterioration, dysfunctional neighbourhoods, increased crime rates, and social stigmatisation within the PH regions of the USA and China. Blackburn and Traynor (2020) further demonstrated that social mixing could benefit the community by having middle-income individuals act as role models, influencing the behaviours and mindsets of disadvantaged tenants. The idea is that MICs can cultivate mutual respect, relationships and reciprocity while offering tenants greater decision-making opportunities, as the communities are all moving in the same direction toward success.

Although earlier studies have emphasised the positive impacts of MICs, this was opposed after a detailed examination. Specifically, Chaskin and Joseph (2010) highlighted the complexities of fostering a sense of community among tenants. Considering their diverse backgrounds and interests, developing a strong sense of community spirit is more likely to occur through tangible interactions and shared interests, such as enhancing housing quality and facilitating access to improved amenities, rather than relying on deep emotional connections. Efforts to cultivate a strong sense of community to address social issues may face limitations due to several factors. These limitations could result from the limited time for engagement, existing social relationships, and stereotypes projected onto the low-income group within the community. These challenges, in turn, would influence how neighbours interact and raise concerns about social order and behaviour within the community.

Chaskin and Joseph (2010) asserted that MICs may mitigate local inequalities by improving living conditions and providing better facilities and basic amenities. However, they are not designed to address the root causes of social issues in PH. Meanwhile, Mu (2016) argued that MICs alone cannot effectively address social issues without aiding them to establish their needs and abilities. This can be accomplished by developing their entrepreneurial skills and offering them job opportunities. In summary, both studies concluded that MICs may enhance the local living conditions, but this is not a comprehensive solution to the underlying causes of social issues in PH. Achieving community improvement in PH is complex and requires multifaceted approaches beyond mere integration.

4.2.2. Tenant participation (TP)

The previous MIC model, which was primarily designed to address social issues in PH, has been criticised for lack of clear and evident results. Therefore, an alternative management model known as “tenant-participation” (TP) was introduced. Specifically, TP in PH involves empowering, engaging, and involving PH tenants in decision-making, community programmes, policy changes, and performance improvement (Tickell, 2014). Housing management that has active tenant participation holds the potential to enhance PH management and operation (Costa & Andraeus, 2020; Preece, 2019). In the reviewed paper, two significant studies conducted by Costa and Andraeus (2020) and Huisman and Czischke (2023) examined TP as an initiative to address property management issues in PH.

Costarelli et al. (2020) and Huisman and Czischke (2023) examined the “self-management” model adopted in social housing in the Netherlands. This strategy was implemented in response to challenges such as inefficient allocation and external pressures, such as the “refugee crisis”, which resulted in housing shortages. To address these issues, housing associations introduced “Magic Mix”, which incorporates the self-management strategy as an initiative to overcome these challenges. Within this innovative management strategy, two main housing management components were allocated to tenants. The first was social management, which involves community building and practical duties related to neighbourhood safety and hygiene. The second is general management, encompassing activities such as communication, maintenance, financial administration, and tenancy management. The goal of the self-management model was to increase tenants’ sense of responsibility beyond their individual units through active participation in housing management.

A close examination of this initiative revealed various flaws. For example, social injustice during the tenant selection process where housing applicants were not solely assessed and chosen based on their housing needs’ urgency. Subjective criteria, such as the tenants’ willingness to take on additional responsibilities and actively participate in housing management, also influenced their chances of securing a housing unit (Costa & Andraeus, 2020). Furthermore, Huisman and Czischke (2023) discovered that

this management model lacked a formal participation structure. This made the goals and tasks of each tenant ambiguous and challenging. Subsequently, this resulted in unclear rights or control over daily management tasks despite the democratic rights long established in theory (e.g., the rights to be consulted, the right of approval, and the right to propose). Based on the discussion above, the lack of a formal participation structure raised questions about self-managing tenants’ abilities to achieve the desired level of interaction with property owners and address significant relevant issues. These challenges have hindered the full potential of this model due to its inherent ambiguity.

4.2.3. Restructuring management model (RMM)

Apart from proposing MICs and TP as potential initiatives, persistent challenges in managing PH have also seen improvements through the restructuring of the management model. Within the realm of the RMM, a prevalent trend which primarily revolves around the decentralisation of housing management tasks to third-party or external agencies. This trend has been exemplified by Luo et al. (2020), Muczyński (2022), and Norris and O’Connell (2010). Transitioning to the first reviewed study conducted by Norris and O’Connell (2010), the impact of RMM in their PH estates to resolve anti-social behaviour issues is significant. Before the RMM was implemented, housing management tasks were centralised. A compelling positive transformation became evident when housing management services were decentralised from the head of the city council to locally appointed estate officers. These estate officers were tasked with managing individual housing estates or groups of estates and addressing matters related to anti-social behaviour. Research findings highlighted the fact that the reconceptualisation through the RMM in this study yielded positive results in addressing social issues. This success can primarily be attributed to the localisation of the housing management function, enabling a more tailored approach within individual communities.

Despite these positive outcomes, it is imperative to acknowledge that the adoption of decentralised management models does not yield favourable results in all cases.

This is evident in PH in China, as discussed by Luo et al. (2020), that the engagement of the external management agency (EMA), in response to the two main property management issues, such as funding dilemma and ambiguous management service contents.

Notably, the EMA was engaged with either property management companies or government-invested companies that undertake PH management responsibilities based on agreements with the local housing authority. The engagement of the EMA was expected to enhance administrative professionalism and financial efficiency. However, the transfer of rights to the EMA was explored, and it was found to be subjected to certain limitations, which hindered its ability to effectively address unfavourable aspects of housing management. Specifically, the limited authority given to evict tenants with rental arrears, determine tenant eligibility, or take legal action against defaulters beyond

reporting to the local housing authority. These limitations pose significant challenges to the EMA, leading to an unsustainable disparity between available financial resources and the envisioned service provisions. Similarly, in Poland, the inefficiency and ineffectiveness of local authorities in performing housing management activities have led to these tasks being outsourced to private property management companies (PPMCs). Although PPMC demonstrated immense diligence in service provision, the limitations of this management model have been cited by Muczyński (2022). The absence of a comprehensive framework and the presence of ambiguity in housing management tasks within the selected outsourcing property management companies were identified. The overlapping of management tasks resulted in a conflict of interest, thereby limiting the widespread adoption of the outsourcing system in PH management.

In summary, the initiatives identified within the framework of reconceptualisation can be grouped into MICs, TP, and RMM. The reconceptualisation process for each initiative was closely examined, including each initiative's operational strategy, the positive outcomes generated by each initiative, and the inherent limitations in the proposed management models. While these reconceptualisation efforts may address certain property management issues in PH, it is crucial to consider the unique characteristics, size, and function of each PH project. As advocated by Wei and Wang (2021), no standardised management model can be universally adopted for all PH projects. Therefore, the initiatives proposed to improve property management issues should be tailored based on specific PH projects' distinct dimensions and processes. Following the viewpoint highlighted by Walker and Murie (2004), social landlords have been advised to focus on performance by measuring processes and practices as practical measures rather than solely changing the structure and organisational management model as an improvement strategy.

4.3. Managerialisation

Social landlords' prioritisation of performance by measuring processes and practices as practical strategies is evident throughout the review process. Among the three categories: reconceptualisation, externalisation, and managerialisation – managerialisation has garnered the most significant attention in the reviewed literature. As a result, the prevailing trend of initiatives aimed at enhancing property management is notably observed through the lens of managerialisation. This study identified four distinct categories of initiatives within the framework of managerialisation. Notably, "framework development" emerged as the most extensively explored theme, with a total of four papers dedicated to its examination. Following that, the themes of "tenant satisfaction assessment" and "case study" comprised two reviewed papers, contributing significantly to the discourse. In contrast, the theme of "review study" was represented by only one paper within the context of managerialisation.

The following section provides a detailed discussion of the reviewed papers that fall under the category of "managerialisation" and their contributions to addressing property management issues in PH.

4.3.1. Tenant satisfaction assessment (TSA)

Within the realm of managerialisation, "tenant satisfaction assessment" (TSA) emerged as the initiative for evaluating the efficacy of property management in achieving its intended objectives. According to Yan et al. (2022), this initiative was generally referred to as an "outcome-oriented evaluation", with the final user (tenants) being the main focus. The effectiveness of governance in property management was measured by comparing the objectives with the outcomes in relation to the housing experience and tenants' perceived satisfaction. Based on the comprehensive review, examining the tenant satisfaction level in specific property management areas allowed the measured outcomes to provide government or PH stakeholders with insights. This will enable them to rethink, reconsider, and restructure their approaches to emphasise and propose further possible solutions to close the performance gap. Four reviewed studies proposed TSA as an initiative to bridge the performance gap (Azmy et al., 2023; Chombo & Youm, 2021; Huang & Du, 2015; Yan et al., 2022). Generally, the prevailing trend in TSA is centred on evaluating property management issues by examining performance through the lens of tenant satisfaction. Although the studies differ in their approaches to measuring satisfaction, their common objective is to assess residential satisfaction from various perspectives. Thereafter, the outcome of TSA may offer practical suggestions for future implications based on empirical measurement.

Huang and Du (2015) evaluated TSA based on five main variables: housing characteristics, neighbourhood characteristics, public facilities, social environment, and housing allocation scheme. Meanwhile, Yan et al. (2021) evaluated TSA based on three aspects: housing quantity satisfaction, housing quality satisfaction, and the willingness to communicate with the government. Additionally, Azmy et al. (2023) adopted TSA to monitor the effectiveness of the maintenance systems for PH in Malaysia. Factors influencing residents' satisfaction with maintenance performance were grouped into three main categories: physical and environmental factors, building service factors, and building management factors. Across a range of studies focusing on tenant satisfaction measurement, a common objective emerges evaluating the efficiency of property management within public housing (PH) contexts worldwide. Ibem and Amole (2010) and Ilesanmi (2010) highlighted the importance of comprehending users' needs, expectations, and aspirations through regular performance evaluations to bolster overall performance in PH management. However, the inherent subjectivity within the tenant satisfaction assessment (TSA) approach cannot be ignored. As observed by Andrews and Van de Walle (2013), the diverse opinions, experiences, and biases of

survey respondents can introduce subjectivity, potentially undermining the objectivity and reliability of survey results. This subjectivity, stemming from individual responses, underscores the need to interpret TSA findings cautiously. It prompts a critical reflection on how personal perspectives and biases may influence the assessment of property management efficiency, raising questions about the objectivity and reliability of the survey outcomes.

4.3.2. Framework development (FD)

To advance the discussion to the realm of framework development (FD) within the managerialisation category, we identified a total of six notable studies conducted by Gan et al. (2016), Gopikrishnan and Kumar (2019), Postnikova et al. (2022), Straub et al. (2010), Xu and Luo (2021), and Yuan et al. (2019). These studies primarily focused on building management, facility maintenance, financial operations, tenancy management, and social management. In the pursuit of FD as a primary focus, these studies developed a conceptual performance measurement framework (PMF) with a list of validated attributes or indicators. These frameworks are characterised by distinct themes, specific areas designated for measurement, and the identification of a precise set of performance indicators.

The study conducted by Xu and Luo (2021) in China aimed to address issues related to physical deterioration, poor operational and management services, economic challenges, and social decay in public housing. Their proposed framework focused on assessing physical, economic, and social aspects, contributing to improving housing conditions and social well-being. Meanwhile, Gopikrishnan and Kumar (2019) approached FD from a different perspective, concentrating on resolving technical challenges in facility maintenance in PH. They developed a user-centric facility maintenance model with identified building performance attributes (BPAs), offering valuable performance measurement guidelines for PH facility management agencies. Similarly, Straub et al. (2010) developed a conceptual system approach framework that can be utilised to identify KPIs for measuring maintenance management in Netherlands' social housing. This framework could enhance transparency regarding the objectives and methods employed by the diverse stakeholders involved in the housing associations' production process. Once these objectives and methods become transparent, they can be openly deliberated upon and utilised for problem analysis.

Meanwhile, Yuan et al. (2019) proposed a PMF that evaluates the performance of PH projects across four primary areas: housing allocation and recycling efficiency, financial status of the project, living environment, and project spatial distribution. The study validated 21 distinct indicators and determined the weighting for each indicator. This PMF can provide insights into the assessment of performance indicators, elucidating the overall performance level of a PRH project. Finally, Gan et al. (2016) proposed a conceptual framework that consists of attributes used to study PH adequacy based on six components: public facili-

ties, housing internal design, indoor environment quality and safety, building external design and landscape, and housing affordability to facilitate management.

These six reviewed studies have proposed various PMFs, with each FD considering the unique characteristics and suitability of the study's context. Collectively, these studies provided a deep understanding of the managerialisation category and offered various tools and frameworks for evaluating and enhancing the performance of PH projects. Even though these frameworks provide a valuable foundation for performance measurement in PH, the measurement approach should vary for each PH project to effectively address the specific challenges and opportunities presented by diverse contexts. A framework developed for one PH project may not apply to others and, therefore, must be adapted to maintain its relevance.

4.3.3. Case study (CS)

This section discusses the practical application of performance measurement practices using established and validated indicators drawn from previous research. Within this theme, three pertinent studies conducted by Nath and Sharma (2014), Norris and O'Connell (2010), and Walker and Murie (2004) were identified. Specifically, Walker and Murie (2004) employed 2000-1 best value performance indicators (BVPIs) as a robust framework to measure the performance of social landlords in England. The BVPIs are widely acknowledged as standard performance indicators in social housing management. They are also highly respected and commonly used in the field for evaluating the performance of social landlords.

Meanwhile, Nath and Sharma (2014) gathered KPIs through diverse secondary sources – including media and government reports, internal proprietary documents, new corporate plans, and semi-structured interviews with participants at Vale's head office in Suva – to identify four key performance areas and indicators. Similarly, Norris and O'Connell (2010) examined the policy reform under the "Better Local Government" scheme and incorporated performance monitoring requirements into housing management activities. The list of indicators used to measure housing services was predefined by the local housing authority, and seven PH estates were selected as case studies for assessment. Existing KPIs have notable limitations when used to evaluate property management within PH, as a one-size-fits-all approach is not suitable. Firstly, according to Walker and Murie (2004), the variability across PH neighbourhoods significantly influences housing services, requiring customised performance frameworks tailored to specific contexts. Secondly, a disproportionate emphasis on certain aspects of property management over others may raise concerns about the overall comprehensiveness of the evaluation. This means that critical dimensions of property management effectiveness may be overlooked (Norris & O'Connell, 2010). For instance, if KPIs predominantly focus on maintenance without considering tenant satisfaction or financial management, the evaluation may

fail to capture the full spectrum of property management challenges. Norris and O'Connell (2010) further elaborated that the effectiveness of performance monitoring efforts will face challenges due to the limited meaningfulness and representativeness of the proposed indicators. In some cases, a lack of technological resources impedes data collection and analysis, which hinders the identification of problems and best practices.

These findings underscore the need for contextually sensitive performance assessments and comprehensive, balanced indicator frameworks to ensure effective evaluations of and improvements to property management practices within PH contexts. Overall, these CSs underscore the need to adapt approaches to particular contexts, strike a balance between standardised indicators, and develop customised performance measurements to comprehensively evaluate property management performance in PH. Pre-identified or preset indicators should not be blindly adopted from earlier studies or sources without modifications. As emphasised by Gębczyńska and Brajer-Marczak (2020), Walker and Murie (2004), and Wei and Wang (2021), there is no one-size-fits-all approach for assessing the performance of property management in various PH case studies. Instead, a suitable quality improvement mechanism that considers different spatial regions and dimensions should be established.

4.3.4. Reviewed study

Apart from TSA, FD, and CS, another significant initiative discovered within the managerialisation theme involved the systematic identification of performance indicators through a comprehensive review process. The study by Teo et al. (2022) played a pivotal role in shaping future PMFs, particularly in addressing the intricate challenges within property management in PH. Teo et al. (2022) systematically gathered and evaluated indicators from a wide array of literature sources, categorising them into six overarching themes and 19 sub-themes based on the types of property management activities. This review is a valuable reference for future researchers aiming to develop a PMF tailored to the unique context of property management according to the specific PH. To summarise, the managerialisation initiative characterised by the rigorous identification and categorisation of performance indicators through a comprehensive review study offers a favourable pathway to tackle the complex intricacies of property management in PH. Simultaneously, the review study indirectly fosters performance measurement practices by providing a structured foundation for assessing property management performance.

5. Initiatives widely adopted to improve property management and public housing issues

The SLR conducted in this study identified a predominant focus on managerialisation within the realm of PH improvement. However, alongside managerialisation, the

initiatives of externalisation and reconceptualisation have garnered attention for addressing PH property management issues. Although these initiatives offered positive outcomes, the reviewed studies highlighted certain limitations regarding the long-term sustainability of PPPs within the PH context. Concerns have arisen regarding PPPs' prioritisation of individual interests over societal welfare, potentially delaying the achievement of PH goals and leading to inequitable resource allocation, particularly affecting low-income households. In response, reconceptualisation initiatives have been proposed, emphasising the creation of mixed-income communities, tenant participation, and restructuring management models to mitigate these challenges. However, the varied operational contexts within different PH settings underscored the need for a nuanced approach, given that a "one size fits all" management model may not be feasible.

Despite the emergence of other initiatives and strategies, managerialisation retains the predominant focus among the three initiatives categorised in this study. Whether manifested through tenant satisfaction assessments, the implementation of predefined KPIs, the development of PMFs, or the exploration of KPIs, there is a consistent emphasis on enhancing PM practices. These practices, similar to the principles of management by objectives and "managing for results", have been regarded as tools for evaluation and control (Modell, 2005). However, overreliance on PM may hinder innovation and lead to strategic inertia (Straub et al., 2010). Yan et al. (2022) further argued for the continued use of performance management in dynamic public sectors, highlighting its role in understanding problems and identifying solutions.

The adoption of managerialisation has been identified as an effective managerial strategy for assessing existing practices and planning future enhancements in addressing property management concerns within PH, as supported by the results of our evaluated research. Thirteen of the 24 analysed studies adopted managerialisation as an improvement strategy across various countries and property management activities. The incorporation of PM into property management is not a new strategy. For instance, B. Walker and Murie (2004) illustrated its historical origins and ongoing relevance in modern contexts. Practical applications of this trend are evident, particularly in the UK, where the Scottish Social Housing Charter (2017) has established a robust framework for monitoring and evaluating landlord performance in PH. This charter underscores the importance of integrating performance measurement into management frameworks, with annual comparisons made between the registered landlords' strategic planning and continuous improvement efforts. Such practical applications signify a shift towards new public management (NPM), prioritising PM as a catalyst for enhancing professionalism and operational efficiency.

This review illustrates that the increasing trend of integrating PM into property management practices is a collective effort towards enhancing efficiency, transparency, and accountability within PH initiatives. However, the

Table 5. Summarising of initiatives proposed in addressing property management challenges in PH

Initiative	Advantages	Limitations
Externalisation	<ul style="list-style-type: none"> Alleviating financial burden on governments (Yuan et al., 2019) Higher competency levels in management and operations (Bockman, 2018) 	<ul style="list-style-type: none"> Pursuing individual interests over empowering tenants (Norris & O'Connell, 2010) Financial unsustainable in long-term (Wu, 2018)
Reconceptualisation – Mixed-income communities	<ul style="list-style-type: none"> Better provision of facilities and basic amenities (Chaskin & Joseph, 2010) Positively impact the behaviour and mindset of disadvantaged tenants (Blackburn & Traynor, 2020) 	<ul style="list-style-type: none"> Not effective in completely addressing social issues without aiding them in skills development and offering job opportunities (Mu, 2016)
Reconceptualisation – Tenant participation	<ul style="list-style-type: none"> Increases tenants' sense of responsibility (Costarelli et al., 2019) Positively impact the behaviour and mindset of disadvantaged tenants (Huisman & Czischke, 2023) 	<ul style="list-style-type: none"> Unfairness PH allocation (tenant were selected based on willingness in participate in housing management rather than housing needs' urgency) (Costa & Andreas, 2020) Lack of formal participation structure (Resulted in ambiguous housing management goals and tasks) (Huisman & Czischke, 2023)
Reconceptualisation – Restructuring management model	<ul style="list-style-type: none"> Administrative professionalism and financial efficiency could be enhanced (Luo et al., 2020) 	<ul style="list-style-type: none"> Disparity between available financial resources and the envisioned service provisions (Luo et al., 2020) Ambiguity in housing management tasks within the selected outsourcing property management companies (Muczyński, 2022)
Managerialisation (Tenant satisfaction assessment)	<ul style="list-style-type: none"> Provides actionable insights for government and public housing stakeholders to address performance gaps through re-evaluation (Yan et al., 2022) 	<ul style="list-style-type: none"> The assessment that only viewed the tenant's perspectives, which could raise subjectivity, undermines the reliability of results (Andrews & Van de Walle, 2013)
Managerialisation (Framework development, case study, reviewed study)	–	<ul style="list-style-type: none"> No one-size-fits-all approach for assessing the performance of property management (Wei & Wang, 2021)

evolving nature of PH schemes and the need for tailored approaches must be considered. The evolving nature of contemporary PH and its multifaceted objectives indicate that established PMFs may not consistently accommodate diverse goals. Therefore, relying solely on established PMFs without considering the evolving factors may lead to inefficient and impractical PM outcomes. For instance, in cases where PM had solely considered the financial perspective to become inadequate, the primary purpose of PH provision is to pursue social goals, not to maximise financial gain. Consequently, the development of a PMF must carefully consider the organisation's mission, goals, and intentions to ensure that the measurement framework aligns with the multifaceted nature of contemporary PH initiatives. As a result, the developed PMF can remain relevant and effective in an environment characterised by ongoing transformation and diversification in the field of PH. Table 5 summarises the advantages and limitations of each initiative found in the 24 reviewed papers.

6. Conclusions

This SLR has yielded novel insights into the current literature on initiatives aimed at improving PH on a global scale. To the best of our knowledge, such a review has not been previously conducted. Notably, this research has highlighted the diverse range of actions undertaken

within each category of initiatives. For instance, within the realm of managerialisation, four distinct actions have been identified: framework development, measurement through tenant satisfaction assessment, reviewed studies, and the adoption of established indicators tested through case studies. Such comprehensive analyses across all available initiative types within property management, especially in the context of PH, have been notably absent in contemporary literature.

This study contributes novel insights into the various initiatives proposed in the field, offering valuable guidance for future research by evaluating the advantages and limitations identified in each reviewed study. This review showed that, of the three initiatives, managerialisation was predominant. Over 13 papers have adopted managerialisation to tackle various property management challenges in PH. A narrower analysis of managerialisation revealed that the majority of studies acknowledge that PMFs are more practical than TSA. Future research should take into account the importance of customising Performance Management Frameworks (PMFs) to include specific contextual elements and the growing objectives of organisations. Relying entirely on known performance measurement frameworks (PMFs) can result in inefficiencies in the complex and diverse field of PH initiatives.

This study, which explores the global trend of initiatives addressing property management challenges in PH,

has certain limitations. One is the omission of a detailed examination of the specific structures of PH based on different countries when examining the proposed initiatives. This omission may limit the depth of our insights, as the global landscape of PH is characterised by diverse policies, regulations, and socioeconomic factors that significantly influence its effectiveness. Therefore, future research could explore the structure of PH across diverse countries. This approach would provide a more comprehensive understanding of the efficacy of various initiatives, contributing to the development of tailored strategies for addressing property management challenges on a global level. However, this omission was deliberate, as it allowed the analysis to be streamlined so that the focus could remain on overarching trends in addressing property management challenges. Examining the overarching trend from a more generalised perspective allowed for the formulation of broad recommendations and insights that have relevance on a global scale.

Another notable limitation was the absence of a detailed outline for the PMF development process despite the significance of managerialisation identified in this paper. This limitation can cause ambiguity and lead to pitfalls in the PMF development process, subsequently affecting the accuracy of performance measurements and hindering improvement efforts. Thus, future studies should further explore the specific steps required to offer comprehensive guidance in the development of PMFs. This practical approach is crucial to ensuring clarity and effectiveness in the PMF's development process, thereby facilitating more precise PMF development and more successful improvement of PH initiatives.

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Author contributions

Teo conceived the study and was responsible for the design and development of the data analysis, data collection and analysis, and data interpretation. Ainoriza and Zyed contribute in supervision, review and editing.

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