

THE VIENNA MODEL

HOUSING FOR THE
21ST CENTURY CITY

Sustainable Development via
Rapid Urbanism
or Gentle Urban Renewal?

Planning for Dublin's
Docklands, Poolbeg
and the North East Inner City
(NEIC)
02/04/2019

Dr. Mary Murphy
Maynooth University



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council



Addressing the housing crisis

- Nothing changes if nothing changes
- Welcome **ambition** of the conference agenda,
 - Example of Swedish ambition
- Challenge of policy transfer
 - Clear communication and policy networks
 - Opportunity to solve a problem – What problem? What crisis?
 - Goodness of fit – with institutions and values

Vienna – 2/3s 1.9m in ‘public’ non market mixed income housing

- Continuity and innovation
- Social mixing
- Developing urban areas
- Diversity and integration
- Citizen participation
- Climate and environmental
- Use and design of public spaces
- Developing existing stock
- Building on the outskirts
- The role of art

National geographic inequality form above
Mumbai, Detroit, Mexico



Hedge divides private owners (top) and affordable housing tenants (below right) at a complex in south London,



'Segregation' wall at London housing development taken down

🕒 29 March 2019

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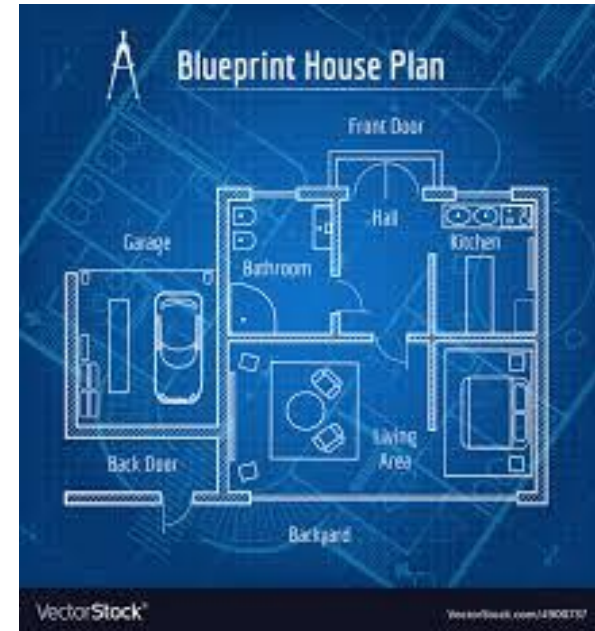


Construction workers were dismantling the wall on the estate on Friday

What is the problem

- Clear evidence politicians, policy makers, planners and public not convinced about mixed housing
- Clear challenge in communicating possibility for the level of ambition in Vienna
- Level of spatial inequality in context of urban development
- Pace and scale of urban development – level of ambition
- Degree and type of social mix in large scale urban development – resistance to social housing component
- Integration of housing, social and economic development (or not)

Power of ideas M Blyth 2016



Breaking cognitive locks, ideas as weapons, then as blueprints, new cognitive frames, critical junctures,

Translating Vienna model to Dublin context.



Three factors for effective policy transfer:Daguerre and Taylor Gooby (2004)

- clear policy networks and lines of communication.
- an opportunity to seek new policy (political crisis);
- Goodness of fit - transferability of policy to a broadly similar policy regime with similar underlying values
- Institutional fit
- Value coherence



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Rice (2015)– an ideal type welfare regime framework

Welfare culture	Solidarism Strong welfare state Welfare as solidarity	Residualism Weak welfare state Welfare as charity	
Liberalism Individualistic, citizenship state neutrality	Socio liberal regime	Liberal regime	Universal protection Separation of public and private welfare provision
Conservatism Familialistic citizenship State paternalism	Socio conservative regime	Conservative regime	Selective protection Concertation of public and private welfare provision
	Strong welfare state Welfare monopoly High distribution	Weak welfare state Welfare dualism Low distribution	Welfare Institutions

Problem of values

- Irish values stress a belief welfare should be residual (**about need**)
- People also believe, conservatively, those who can find work should work but that not everyone can or should work (**so people do care**)
- Focus on responding to **deserving need, this is not a unitary or universal model**
- Reflected in different social policy issues
- **Asylum** Thorton (2019) 'doing same thing', expecting different results'
- **Repeal** – people are caring and want to help – 'caring and compassionate'
- **Housing** need not rights/entitlement – **you** need to do what **you** can
- Constitutional convention – fear of 'culture of entitlement' ... ironic

Ideology

- Market preference, primary mechanism of Rebuilding Ireland, vicious circle, fear that regulation will decrease supply...
- More and more embedded
- Underlying assumptions maintaining ideology
 - Political and managerial fear of residual public housing
 - Capacity of local public institutions – faith in themselves
 - Evidence and Facts v Myths and Anecdotes

Institutional Fit

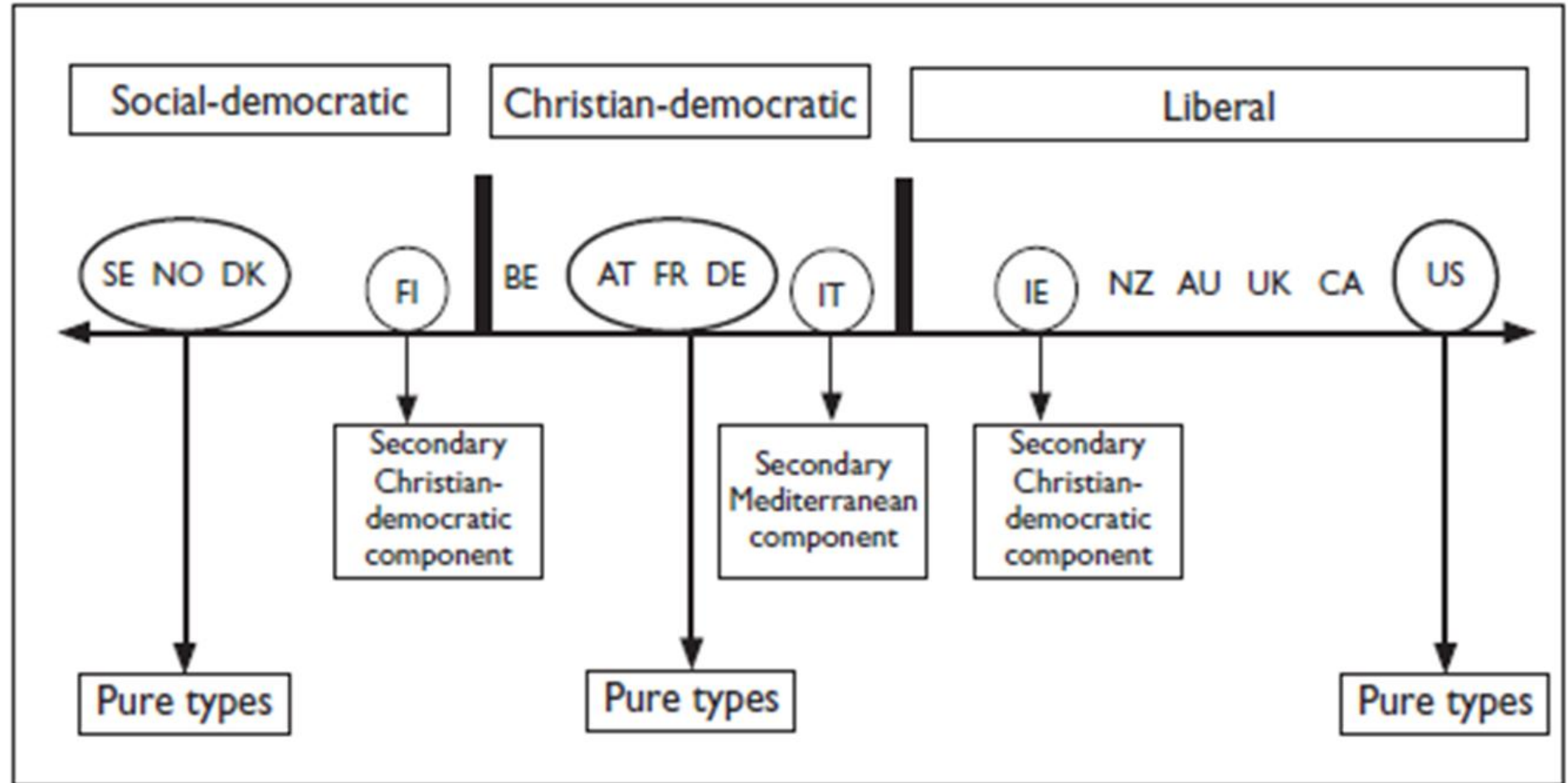


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Achterberg and Yerkes

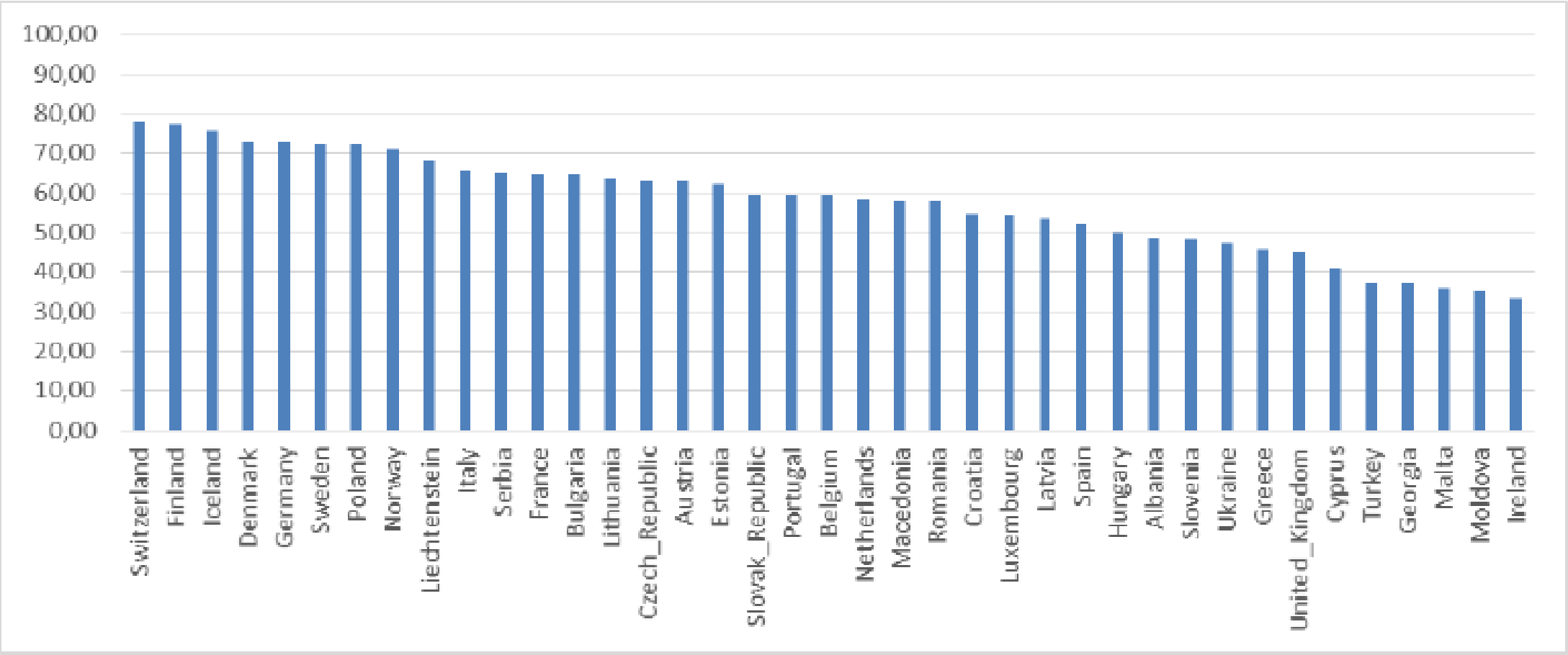
Figure 1: Final classification



Key: AT = Austria, AU = Australia, BE = Belgium, CA = Canada, CH = Switzerland, DE = Germany, DK = Denmark, FI = Finland, FR = France, IE = Ireland, IT = Italy, JP = Japan, NL = Netherlands, NO = Norway, NZ = New Zealand, SE = Sweden, UK = United Kingdom, US = United States.

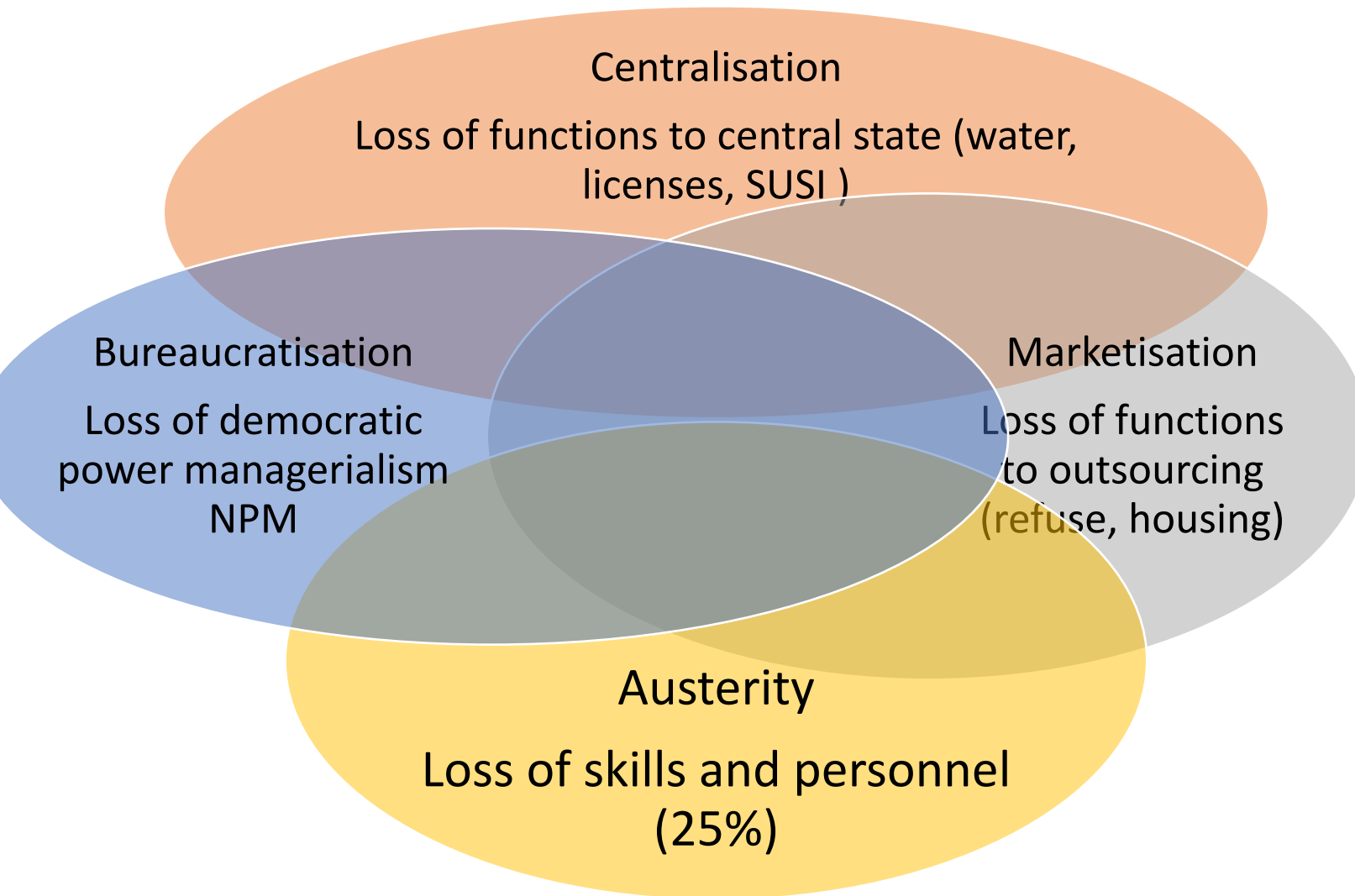
Problem 1: low value of Irish Local Government

Figure 5.23: Local Autonomy Index: Country Ranking 2014



legal protection, organisational autonomy, institutional depth, fiscal autonomy, financial self reliance, borrowing autonomy, financial transfer system, and administrative supervision, central or regional access

'4 Dead hands' strangling 'public' and 'local'



- Public – not popular in era of marketization
- Local authority delivery severely challenged -
- Making it local; the case for public control and delivery of local services and infrastructure
- Post austerity: Restoring public democracy and public services

POLITICAL CRISIS



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Is there a political crisis, not yet, no solution?



15号地块规划总平面-彩图

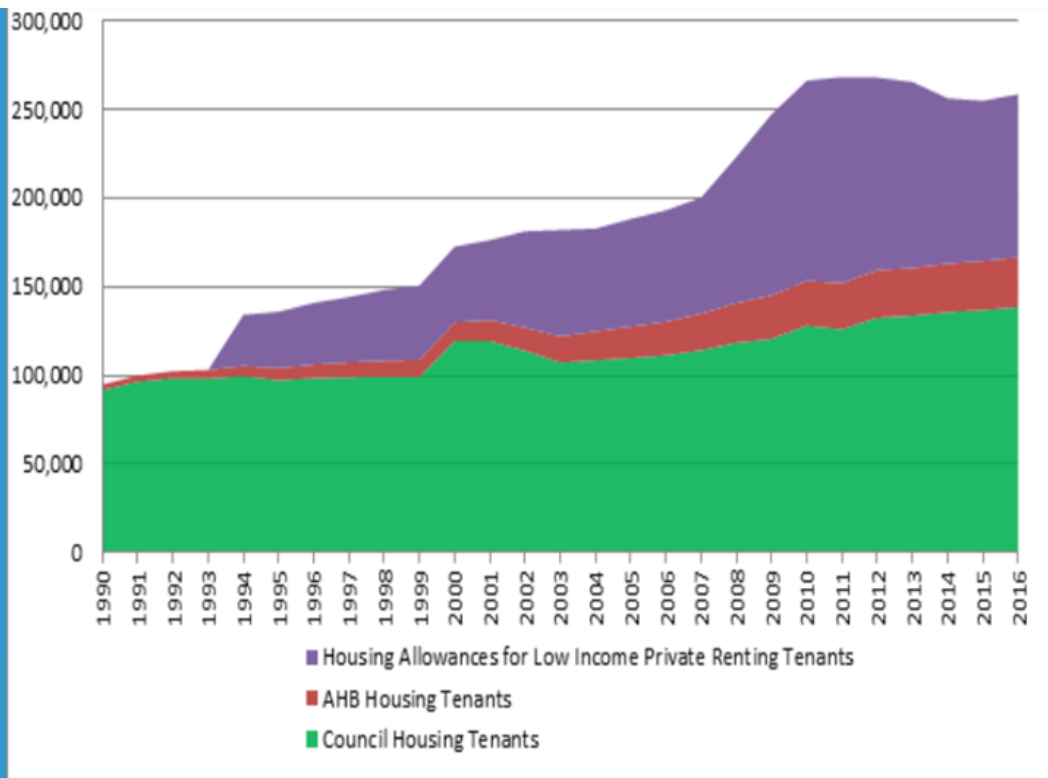
- Reality of defending a poor public housing model (Norris and Hayden 2018)
- Fear of residualisation – very real
- Fear of culture of entitlement
- Defensive political and policy system

Shift from 'Bricks to Benefits' – Norris and Hayden (2018)

- Long term trend – before the crisis
- Ideology, commodification and privatisation

- Management challenges associated with residualisation of social housing, hot potato
- Limited political power of those in need of housing and prospective tenants
- NGO's/ABH - not necessarily public housing

- Sustainability, affordability, efficiency, viability, value for money of Irish council housing (Norris and Hayden, 2018).



What is wrong

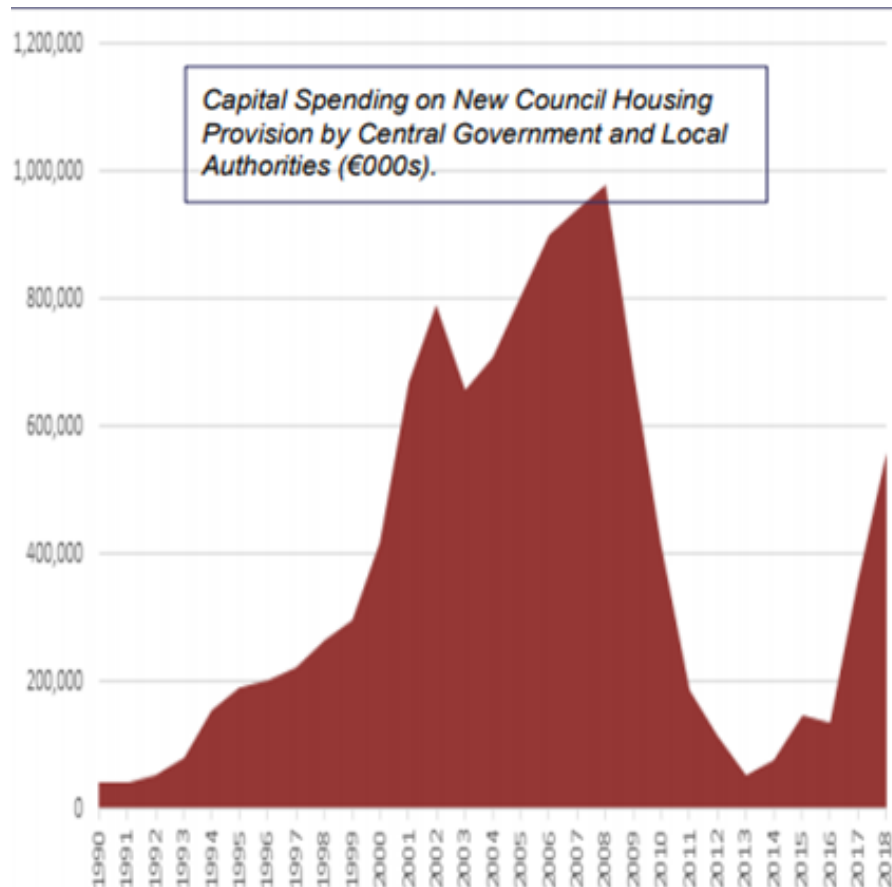
Rental system

- Differential rent system inconsistent, averages (€50.63 pw 2015)
- Insufficient revenue to fund maintenance and upgrade of dwellings, incentivises voids - councils wait for central funding
- Rent in a cost rental model (with HAP subsidy)

Tenant rights

- Right to buy at up to 60% discount and sales needed to fund ongoing purchase and maintenance.
- Successor/inheritance policy
- Lack of diversity in options
- Imaginative downsizing options - changes in letting and right to buy.

Root & Branch reform of public housing model

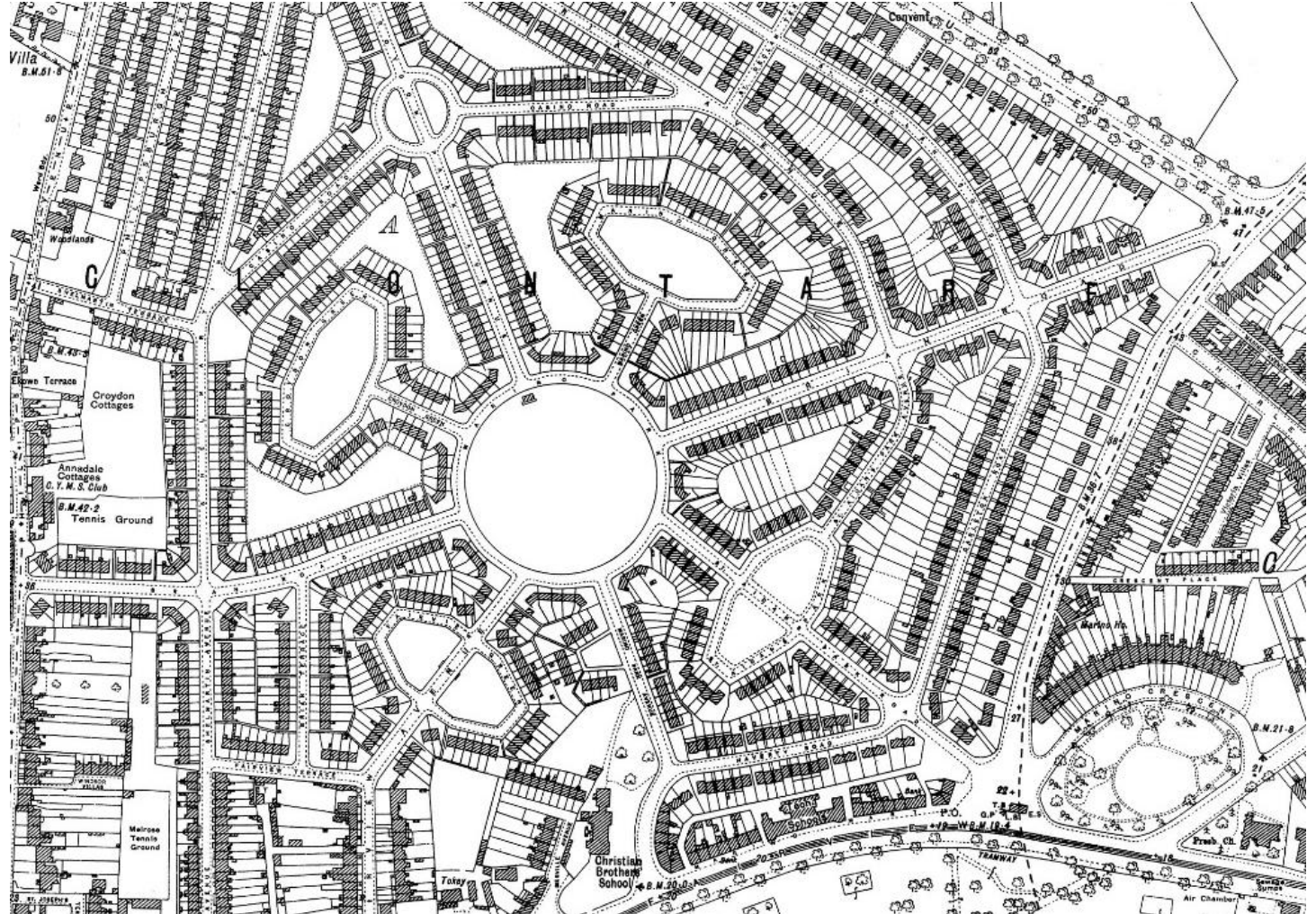


- 1980's shift to central capital grants for council housing is slow, unnecessarily bureaucratic and pro-cyclical
- Inefficiencies in housing, land procurement and staffing
- No stable local sources of local funding, (property tax system redistributes revenue from high need urban to low need rural local authorities)
- Cost rental: IGEEs: HAP works in rural context but not in high demand urban – no national model

Shift in language: clear communication – about what?

New public housing model? New unitary housing model

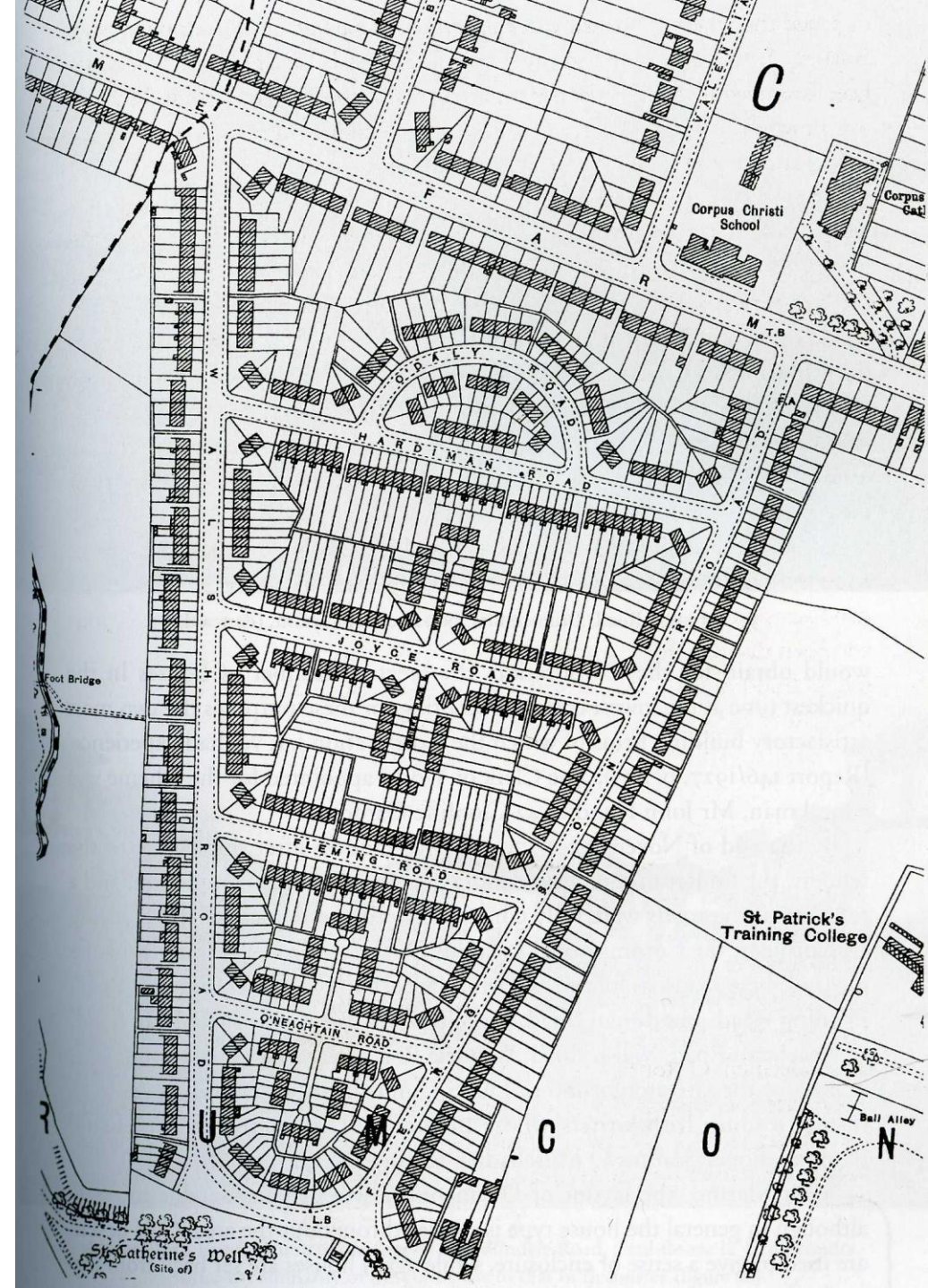
- Vienna, Helsinki,
- Does it appeal to values?
- Back to the future?
- 100 years of public housing – remember model for first 50 years





Postcard view, Ferguson Road

HOUSING: Drumcondra Estate, Dublin Corporation, 1927–29





HOUSING: Drumcondra Estate, Dublin Corporation, 1927–29



TOWNSHIP: Public Buildings – Drumcondra Grand Cinema (now Tesco) and Library (1937)

Conclusions

- A question of values, - valuing role of local/public, wider set of central/local reforms
- What new model of public housing = unitary system based on a cost rental with HAP available to all public, social and private tenants, what else?
- Sweden, 1,000,000 homes 1965-1974 - institutional capacity in Irish past.
- Build on 100 years of public housing – clear role of state, 350k houses,
Imagination: Values: 1870's – 'Three Fs' Fair Rent, Fixity of Tenure, Free Sale
(tenant equity, inside/outside, a tenant could recoup investment in holding from owner or new tenant, works well in Irish value system)

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EXHIBITION - SEMINARS - INSIGHTS



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Bhaile Átha Cliath
Dublin City Council



PANELLISTS:

- Mr. Tony Flynn (Dublin City Director of Housing),
- Ms. Deirdre Scully (Dublin City Senior Planner),
- Mr. Karl Mitchell (Dublin City Central Area Manager),
- Dr. Mick Byrne (UCD),
- Mr. Derek Kelly (Dublin City Docklands)

MODERATOR: Ms. Isoilde Dillon (Housing Agency)

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