

The Land Beneath Our Feet

public land use and the delivery of affordable housing



An Gníomhaireacht
Tithíochta
The Housing Agency



#Housing2030

Take out your phones



The Housing Agency

Founded in 2012, The Housing Agency is a Government body of housing specialists. The Housing Agency supports the delivery of high-quality, affordable homes and the development of sustainable communities across Ireland.

Our work is structured under three themes:

- Being a centre for housing knowledge;
- Bridging housing supply and demand; and
- Building capacity for housing.

We work mainly with the Ministry for Housing, Municipal Authorities, voluntary housing associations, and the private sector.



Land Management Series

“Talking about Land”

- Series of 7 seminars about land management in Ireland and internationally
- 2022 / 2023
- Topics included:
 - Why and how governments intervene in land markets
 - Public Land Banks
 - Public Land Leasing
 - Land Pooling and Readjustment
 - Land Value Capture
 - Land Value Tax
 - Inclusionary Zoning

For more information scan QR code or visit:
<https://www.housingagency.ie/news-events/talking-about-land-series>



Scan for link to more information, slides and recordings

Housing Europe

The European Federation of Public, Cooperative, and Social Housing

- Around 46,000 local housing providers
- c.26 million homes
- Advocating at the EU level
- Helping to improve the knowledge of our membership, and share best practices
- Promote innovation, through involvement in cross-border projects



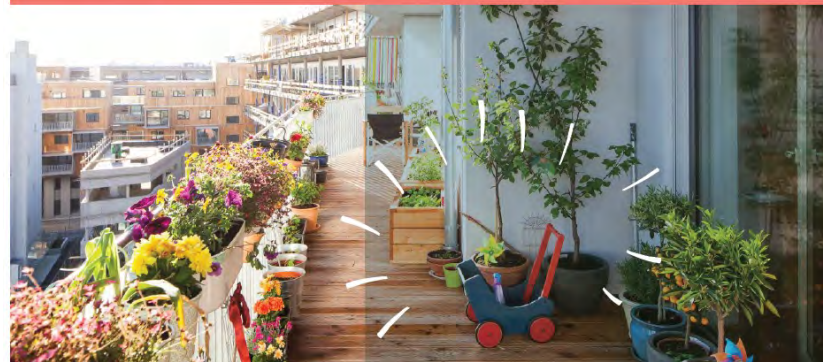
Our members

ALBANIA – AUSTRIA – BELGIUM – CYPRUS
CZECH REPUBLIC – DENMARK – ESTONIA – FINLAND
FRANCE – GERMANY – GREECE – IRELAND – ITALY
LUXEMBOURG – NETHERLANDS – NORWAY – POLAND
PORTUGAL – SLOVENIA – SPAIN – SWEDEN
UNITED KINGDOM – ARMENIA – SWITZERLAND

Our partners

BELGIUM – CROATIA – GREECE – FRANCE – ITALY
KOSOVO – LATVIA – EASTERN EUROPEAN REGION

#HousingEvolutions



Housing Europe

JUNE 20th



stateofhousing.eu



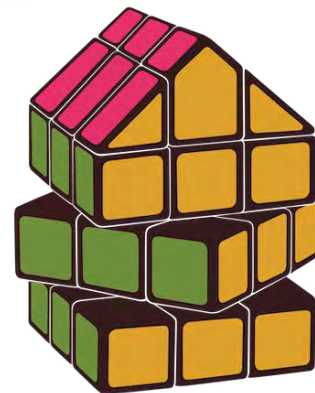
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A new approach to improving housing outcomes in the UNECE Region (North America, Europe, Central Asia). A partnership of:

- Housing Europe
- United Nations Economic Commission for Europe (UNECE)
- UN-Habitat

Based on four pillars:

- Governance
- Finance
- Environmental sustainability
- **Land**



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housing2030.org

- *Reports*
- *Podcasts*
- *Toolkit*

AGENDA

12:40-12:45 | Welcoming remarks and event agenda

Dara Turnbull, *Housing Europe*



12:45-13:05 | Active public land management toolkit – *The #Housing2030 approach*

Julie Lawson, *RMIT University*

13:05-13:15 | Starting from scratch – the new Irish Land Development Agency

Dearbhla Lawson, *Irish Land Development Agency*



AGENDA

13:15-13:25 | Managing a scarce resource – public land management in Barcelona

Ivan Gallardo, *Barcelona City Housing Department*



13:25-13:35 | Public land management that drives innovation – the Vienna model

Bernd Riessland, *Austrian Federation of Limited-Profit Housing Associations (GBV)*



13:35-13:45 | Public land management in a housing system in transition

Mojca Štritof-Brus, *Housing Fund of the Republic of Slovenia*



AGENDA

13:45-14:00 | Q&A with the speakers

Moderated by Dara Turnbull,
Housing Europe

www.menti.com

Code: 4609 4683



AGENDA



12:45-13:05 | Active public land management toolkit –
The #Housing2030 approach
Julie Lawson, RMIT University

Welcome
to
#Housing2030!



The Land Beneath our Feet: Effective land policies for affordable housing from #Housing2030

Julie Lawson, Adjunct Professor

RMIT University, Centre for Urban Research

ISHF
Barcelona
7 June 2023

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an initiative of



UN HABITAT
FOR A BETTER URBAN FUTURE



Figure 1 Policy tools defined and illustrated in this report

GOVERNANCE TOOLS	Strategic frameworks		Institutions and capacity-building	
	Multi-level governance		Setting and monitoring housing standards	
	Evidence		Supervision	
	Dedicated social and affordable housing providers		Tenant and owner-occupier involvement frameworks	
FINANCE AND INVESTMENT TOOLS	Regulating financial institutions	Non-profit provision of social and affordable housing	Subsidizing rents	
	Rent setting, indexation and regulation	Microfinancing	Using household savings	
	Public loan, grants and purposeful investment	Interest rate subsidies	Loan guarantees and insurance	
	Special-purpose intermediaries	Shared equity and costs schemes	Revolving funds for investment in affordable housing	
	Taxation to guide investment			
LAND POLICY TOOLS	Public land banking		Public land leasing	
	Land readjustment		Land value capture	
	City and neighbourhood planning			
	Land-use regulation and inclusionary zoning			
	Land value taxation			
CLIMATE-NEUTRALITY TOOLS	Energy performance-related building regulations		Regulating the urban environment for energy efficiency	
	Non-regulatory climate policy initiatives		Financial incentives	
	Awareness-raising and training			



AFFORDABLE HOUSING: TIME TO THINK AND DO DIFFERENTLY

Main messages

1. Need to **rethink housing policy making** - a new paradigm - shaping better housing systems
2. From housing as a commodity to housing as a basic need
 - Key role in quality of human life and sustainable communities
3. Move away from reliance on free market mechanisms only
 - strive to realise the right to adequate housing, with active and strategic involvement of the national and local government
4. Shape markets with a long-term vision to better deliver the housing we need
5. Empower cities to create liveable neighbourhoods
6. Requires well informed, purposeful policy and mission focussed and expert agencies
7. Requires co-operation of international community, national and local governments



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Land policy

What kind of tools are outlined and illustrated?

- Public land banking and purposeful development
- Public land leasing and conditional use
- Land re-adjustment guiding effective redevelopment
- Land value recapture reinvesting with purpose
- Planning for affordable, inclusive housing
- Neighbourhood planning agreements – and investment



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Illustrative tool – Public land leasing

- **Helsinki**, a major land owner, leases land for right to occupy and social housing - keeping development feasible and housing accessible
- **Stockholm** and municipal land leasing - a powerful history of effective and efficient collaboration
- **Munich** – socially just land policy prioritising long term leases for affordable housing
- **Community land trusts** - their promise, impact and scale

Arguments in favour of land leasing	Arguments against land leasing
<ul style="list-style-type: none"> ✓ Retains land asset within public ownership ✓ Provides a long-term stream of revenue from land-lease payments to reinvest in the broader community ✓ Reduces cost of land and enables better-quality or more affordable housing to be produced; cost-efficiency ✓ Fulfils strategic planning goals, such as affordable housing located close to employment opportunities ✓ To capture long-term revenues for the wider community ✓ To finance provision of public services ✓ To ensure derelict land is redeveloped ✓ To promote competition in the development industry and prevent monopolistic practices ✓ To use market power to improve development outcomes through competitive tendering ✓ To reduce speculation on land and promote non-profit forms of development ✓ To reactivate development of repossessed or tax-delinquent property ✓ To use planning powers with more active land acquisition policy 	<ul style="list-style-type: none"> ✗ Lease fees may be set too high or too low, indexing rents may be based on outdated land-use values. ✗ Adjustments to fees may be opposed by lessees and generate insufficient revenues. ✗ Land leases may not be accepted as collateral by banks, impeding investment in new development and major upgrading. ✗ In some countries, the continuity of land-leasing arrangements cannot be guaranteed because the owners of residential property have a legal right to buy the site on which the dwelling is built.



“The practice of government acquiring land in advance of need and at lower cost in order to pursue strategic development goals, such as to provide infrastructure or lower cost land for affordable housing”

(Lawson and Ruonavaara, 2020)

Land as key equity in affordable housing.

Public land banking

- **Singapore’s** land banking, resettlement and lease for public home ownership
- **Vienna’s** land banker Wohnfond – providing sites for affordable housing to fulfil a strategic plan
- **Dutch municipal land companies** work strategically with housing corporations
- **West Australian Land Corporation** long term strategy with a continuum of housing options
- **Chinese municipal land bankers** as ‘growth machine’ and promoting public rental housing



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“A contract between the lessor and lessee concerning usage and improvement rights responsibilities, over a defined time period. Leasing can make developments more feasible and in the case of cost rent housing, reduce rents.” (ibid, 2020)

Public land leasing

- **Helsinki**, a major land owner, leases land for right to occupy and not for profit housing - keeping development feasible and housing accessible
- **Munich**, Socially Just Land Policy SOBON, no longer sells land, rather it purposefully leases for defined tenures - no ownership
- **Barcelona, Community land trusts** – ensuring space for collaborative co-operatives innovation for missing middle, often small scale



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“consolidating multiple pieces of land into a more orderly pattern and prepare for desired use and development
(*ibid*, 2020)

Public land pooling and readjustment

- **German land re-adjustment** – national law backs binding implementation of local land use plans
- **Korean land re-adjustment** finances well serviced mega cities such as Seoul



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“Efforts to capture betterment for the broader community are known as land value recapture.” (ibid, 2020)

Land value recapture

- **China controls land use** to capture and reinvest value in urban development
- **UK and Irish planning contributions** and the Community Infrastructure Levy - co-funds public transport and affordable housing
- **US Tax and Increment Financing** – earmarks property tax revenues from anticipated increases in values from investment and makes expenditures to further planning objectives



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Regulatory planning aims to promote a desired pattern of development in the public interest, ideally to enhance social and economic well-being and environmental sustainability. It may require, negotiate or encourage a proportion of development or redevelopment to be set aside for affordable housing via zoning, planning permission, incentives, fees as well as fines.

Regulatory planning - Inclusionary zoning

- **US Inclusionary Zoning** and Density Bonus schemes now widespread
- **French National Law on Urban Inclusion** has ensured well located and widely distributed social housing
- **England and Scotland's** planning contributions provide sites for needed affordable housing
- **Vienna's** new zoning obligations



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Needs based assessments, stakeholder participation, agreements and funding are all brought together to make desirable social and economic development happen in local areas.

Comprehensive neighbourhood planning and investment

- **Finnish** Land, Housing and Transport Agreements in which targets for housing outcomes are set and necessary funding provided to make them happen
- **Scottish** Housing Needs and Demand Assessment, Social Housing Investment Plans coupled with an Affordable Housing Supply Program
- **Berlin** Social City neighbourhood investment



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Taxation instruments (sales, land value, usage) need to adjust to changing circuits of residential investment. New digital technologies also pose challenges for monitoring and regulating housing usage (AirBnB).

Taxation and investment regulation

- **Land value taxation**
- **Vacancy Taxation** – and using this revenue purposefully
- Regulating the impact of **short-term letting**
- Varying impact of **global investors** – strength of regulation/consumer/tenant rights also vital, see: Germany and UK ([Korthals Altes, 2020](#))



Conclusion on good land policies

- **Establish a purposeful vision**, articulating desired urban development committed to social inclusion and sustainability
 - long-term strategic plans, land banking activities, development promotion...
- **Ensure sufficient affordable and social housing** is planned for and facilitated
 - via strategic planning, land use and allocation as well as development approval policies.
- **Engage in land markets directly and purposefully** to ensure affordable and sustainable residential development takes place
 - site acquisition, land adjustment, conditional sale, and lease processes, strong cooperation with affordable housing providers and residents
- **Promote innovation and good practices** in affordable, climate-neutral residential development



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Further resources

Talking about Land Series <https://www.housingagency.ie/news-events/talking-about-land-series>

Public land policy <https://localhousingsolutions.org/housing-policy-library/use-of-publicly-owned-property-for-affordable-housing/>

Addressing the real estate platform economy and short-term letting

https://www.ahuri.edu.au/_data/assets/pdf_file/0022/28615/AHURI-Final-Report-305-Technological-disruption-in-private-housing-the-case-of-airbnb.pdf

Applying land policy tools for Ukraine's housing recovery - Anisimov, O., Fedoriv, P., Tkenchova, O., Lawson J., and E. Buitelaar (2023) [Building and Place to Call Home: Sharing Knowledge for the Recovery of Ukraine](#), PBL, The Hague

Capturing land use value uplift for public investment and public rental housing <http://hub.hku.hk/handle/10722/194620>

Combining planning and housing policies – Scotland's Housing Needs Demand Assessment and Social Housing Investment Plans <https://www.gov.scot/policies/more-homes/housing-and-planning-delivery-framework/>

International planning practice for affordable housing – a review <https://www.ahuri.edu.au/research/position-papers/99>

Land banking for affordable and inclusive cities - Vienna <https://www.wohnfonds.wien.at/website/article/nav/103>

Land leasing for affordable and inclusive housing development – Helsinki https://issuu.com/theaou/docs/elina_eskela_the_helsinki_mix

Land readjustment for orderly and inclusive planning – Seoul and Germany

https://www.fig.net/resources/proceedings/fig_proceedings/korea/full-papers/pdf/session20/mullerjokel.pdf

Lawson, J and Ruonavaara, H (2020) Land Policies for Affordable and Inclusive Housing – An International Review, University of Turku and RMIT University, for SmartLand, Academy of Finland <https://smartland.fi/wp-content/uploads/Land-policy-for-affordable-and-inclusive-housing-an-international-review.pdf>

Lawson, J, Troy, L., and R. van den Nouwelant (2022) [Social housing as infrastructure..](#), Housing Studies

UNECE Housing Europe and UN Habitat (2021) [#Housing 2030: Effective policies for affordable housing](#), United Nations



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The Housing Agency

AGENDA

13:05-13:15 | Starting from scratch – the new Irish Land Development Agency

Dearbhla Lawson, *Irish Land Development Agency*



'The Land Beneath Our Feet – Starting from scratch' The International Social Housing Festival Barcelona.

Dearbhla Lawson
Head of Strategic Planning,
The Land Development Agency, Ireland
June 7th, 2023



An Ghníomhaireacht Forbartha Talún
The Land Development Agency

The Land Development Agency
2nd Floor Ashford House
Tara Street Dublin 2
D02 VX67



Context

- Strong economy & population growth.
- Significant shortage of housing supply, for rent and purchase
- Affordability challenges
- Construction inflation & viability challenges
- Land availability in right locations a key issue to achieve low carbon & compact urban development
- The State seeking to address the source of the problem –role of public land to contribute over time to smooth the peaks & troughs of Ireland’s land and housing market



LDA envisaged to address some of the current deficiencies in Ireland’s land management processes

Public Land

- Some public lands not in optimal usage
- Better co-ordination needed between public bodies
- Land and development not a focus
- Lack of central resources /expertise
- Latent large-scale delivery potential

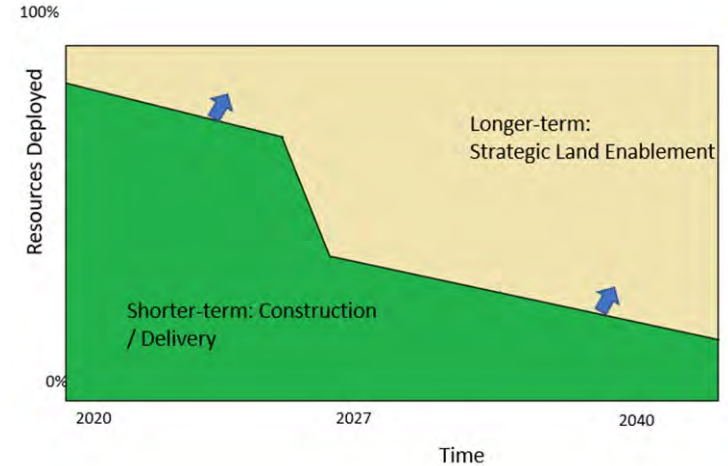
The Land Market

- Volatile land prices
- Focus on Land acquisition / speculation
- Disparate land ownership/ issues title
- Infrastructure costs & funding
- Land may be zoned for housing but no certainty it will come forward /on time.

LDA- Our Mandate

A commercial, State-sponsored body to coordinate land within public control to provide affordable and social homes and build communities across the nation.

- **Near -Term delivery** of affordable and social homes – Direct Delivery and partnerships to activate/ accelerate delivery of more affordable homes
- **Strategic Land Assembly**, consolidating and advancing plans for larger, longer-term and more complex strategic parcels of land owned by the State, akin to strategic development zones.



LDA - Our remit in addressing challenges

LDA Act 2021 —*Develop and manage relevant public land and where applicable, other lands, for the provision of housing for the public good.*

The LDA's strategy is guided by 5 key principals:

1. *Affordable*: Increasing supply of affordable housing to deliver for those who don't qualify for social housing but cannot afford the private market
1. *Stable Supply*: Ensuring a long-term pipeline of delivery from state-owned assets to provide a counter-cyclical mechanism to deliver new homes even in an economic downturn, thereby reducing the tendency towards 'boom-bust' cycles
2. *State Land*: Using state land more efficiently to avoid the burden of land costs and operate at scale to deliver new homes at lower cost (such as Cost Rental)
3. *Community*: Offering security of tenure and high-quality amenities so that residents become an integrated part of the local community
4. *Sustainability* Ensuring a best-in-class approach to sustainable construction methods and maximising public transport access and open space

THE LAND DEVELOPMENT AGENCY

Unlocking State Lands, Opening Doors to Affordable Homes

[Find out more](#)

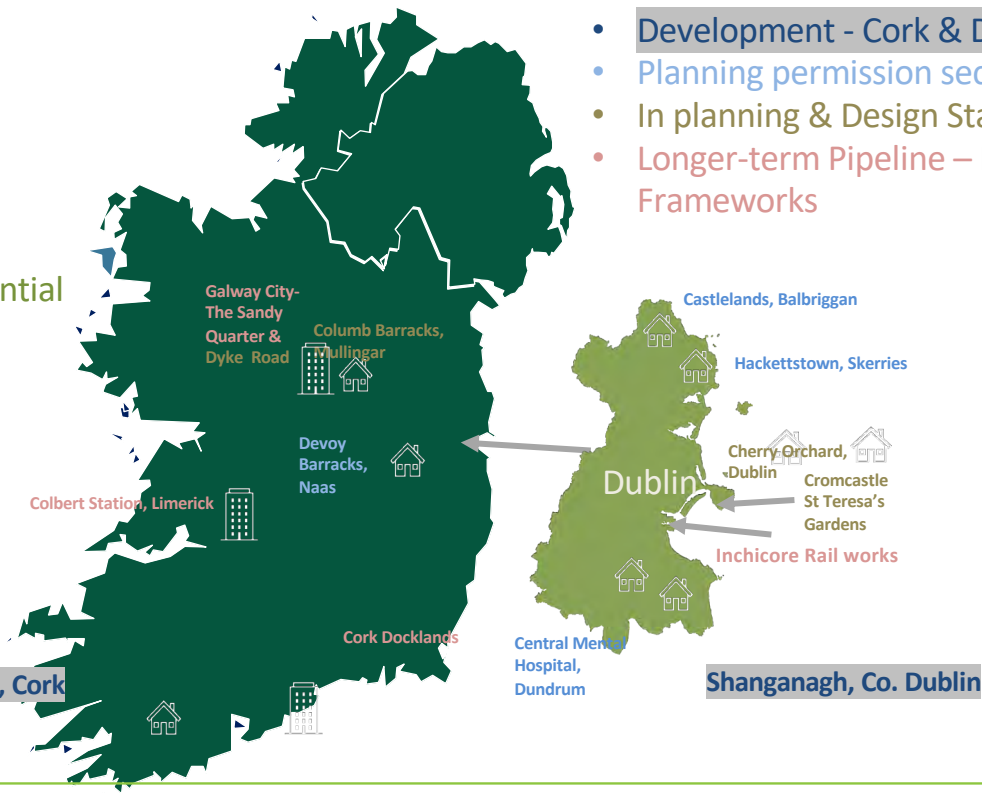
Affordable mixed-tenure homes across Ireland

 Shorter-term delivery

 Longer-term transformational city projects

LDA Delivery & Pipeline Potential Focus

- Development - Cork & Dublin
- Planning permission secured
- In planning & Design Stage
- Longer-term Pipeline – Feasibility/ Design/ Frameworks



Delivery Focus - Affordable mixed-tenure homes across Ireland

- **Delivery Focus** - Priority focus is providing affordable and social homes & build communities across the nation
- **Working with partners** to coordinate & unlock potential
- Takes time to progress through consultation, planning, detailed design & contractor appointment to delivery



BUSINESSPLUS
Sod Turned On State's Largest Public Housing Development In Shankill



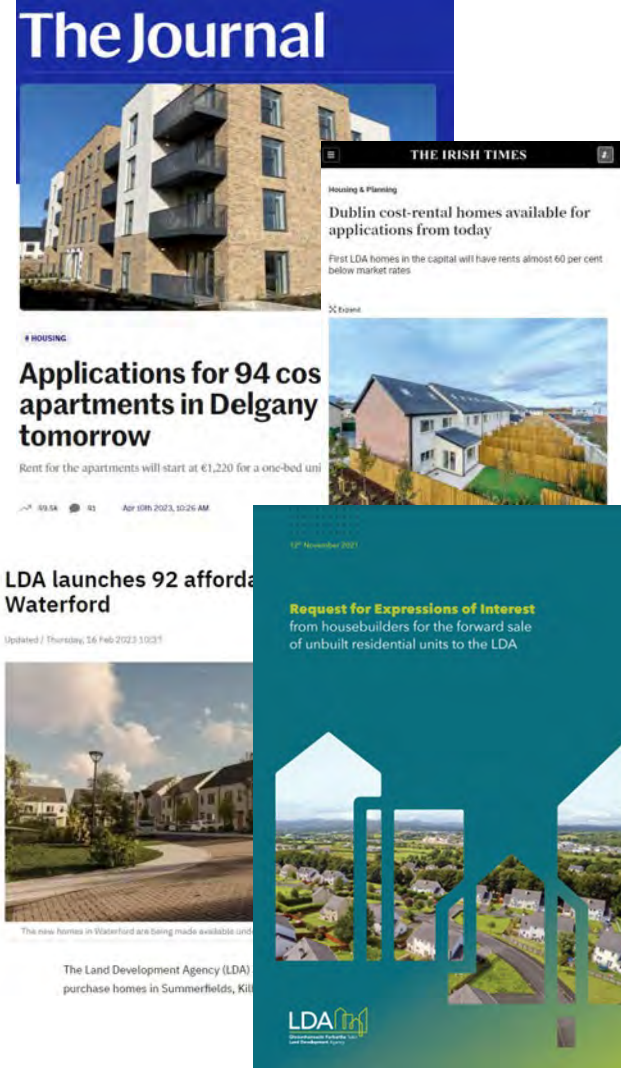
Cork, St Kevin's Former Hospital



NEWS / 21ST NOVEMBER 2022 / GEORGE MORAHAN

Delivery Focus – Accelerating Delivery – Home Building Partnership

- ❑ **Targeting housing sites** with planning consent, but where delivery not commenced, /not proceeding quickly enough.
- ❑ **Entering contracts** to get delivery commenced / accelerated & **secure homes for affordable sale or cost rental.**
- ❑ **LDA currently tracking 1,600 homes and to deliver c. 5,000 affordable public homes in 4 years** over multiple phases.
- ❑ **Considerable demand** – albeit construction cost inflation & rising interest rate impacting viability



Long-Term – Strategic Land Management

Assembling land and plans for larger areas in Ireland's main cities for longer term development

- Transformational city projects- regional sustainability e.g. Colbert Station, Limerick, Sandy Road Galway
- Driving regeneration aligned with public transport investment e.g. Cork City Docks.
- Land assembly & activation of strategic areas, collaborating with Local Authorities
- Focus on optimising state-owned land – collaboration with non-state landowners too
- Diagnosis, costing, solving infrastructure challenges, derisking, servicing.
- Implementation plans



Draft Design Review Report

A Vision for Colbert
Station Quarter,
Limerick

2011 Design Review for Colbert
Station Quarter, Limerick



Building the Pipeline



- ✓ LDA comprehensive map of public lands through a publicly accessible database
- ✓ LDA Register of Public Land – covers All Cities and Towns over 10,000 population
- ✓ Identifying location, scale & potential
- ✓ LDA Act 2021 '**affordability requirement**' related to residential development of public lands (S75 LDA Act)
- ✓ Up to 80% Affordable & 20% Social in Dublin & Cork and 50% in other cities.



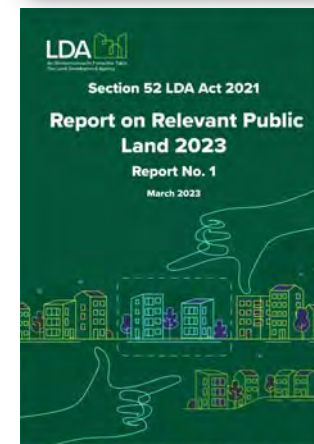
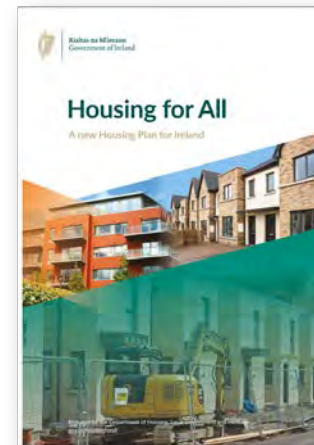
Building the Pipeline

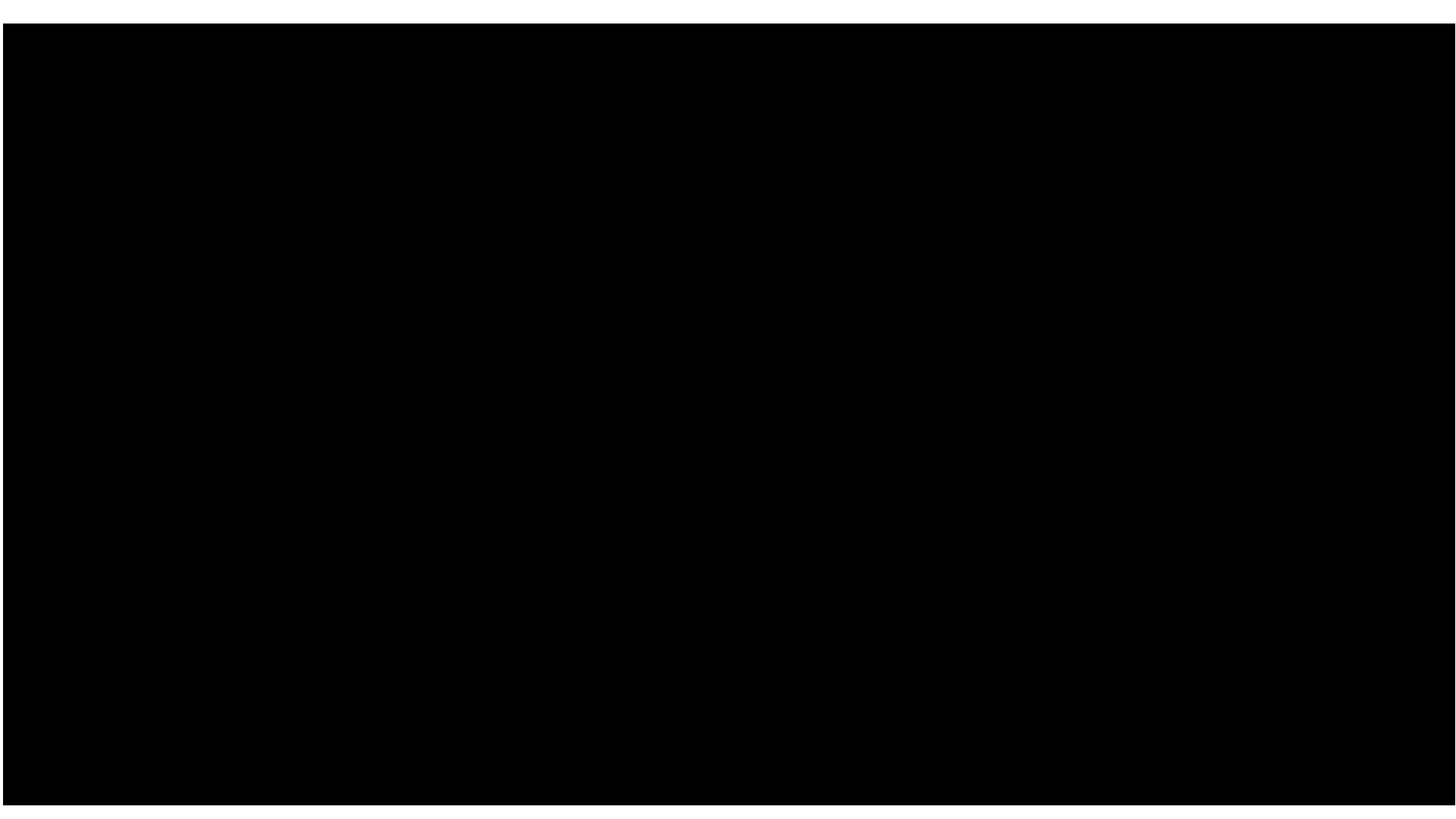
Public land is one of our most valuable assets & key lever for the state in addressing its priorities & supporting sustainable growth and prosperity

A key new requirement is for LDA to Report to Government on the potential of public land to provide affordable housing both now and in the future.

LDA 2023 Report is 1st of-its-kind analysis to identify the extent and potential for public land that could be utilised or repurposed to develop new homes into the future. (Report's every 2 years)

Early days, challenges & opportunities too! Consideration and balance interests - How best to utilise public lands in the public interest, to support the vitality & viability and the evolution of our towns and cities in a way that is sustainable, climate resilient and a low carbon way of living.





LDA Sustainable Development Approach

Affordable, Sustainable Communities

Delivering sustainable communities today, Planning the sustainable communities of tomorrow





Thank You

The Land Development Agency

2nd Floor Ashford House

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D02 VX67

Stay in touch

www.lda.ie

AGENDA

13:15-13:25 | Managing a scarce resource – public land management in Barcelona

Ivan Gallardo, *Barcelona City Housing Department*



Managing a scarce resource - public land management in **Barcelona**

Ivan Gallardo Ruiz

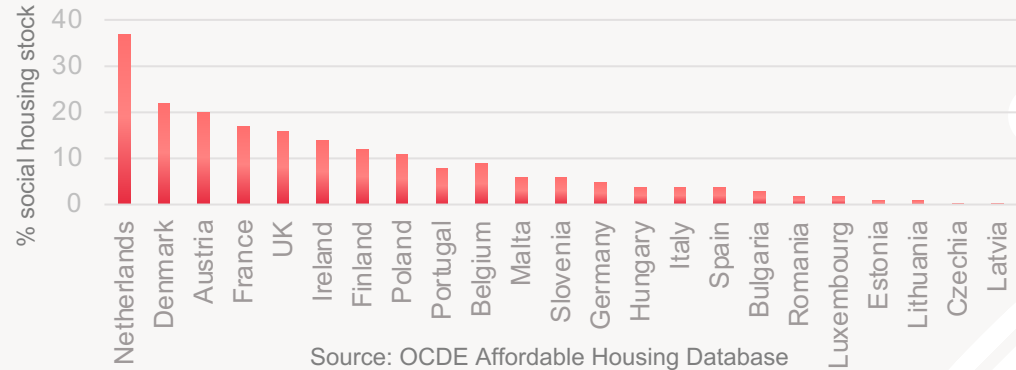
IMHAB- Ajuntament de Barcelona



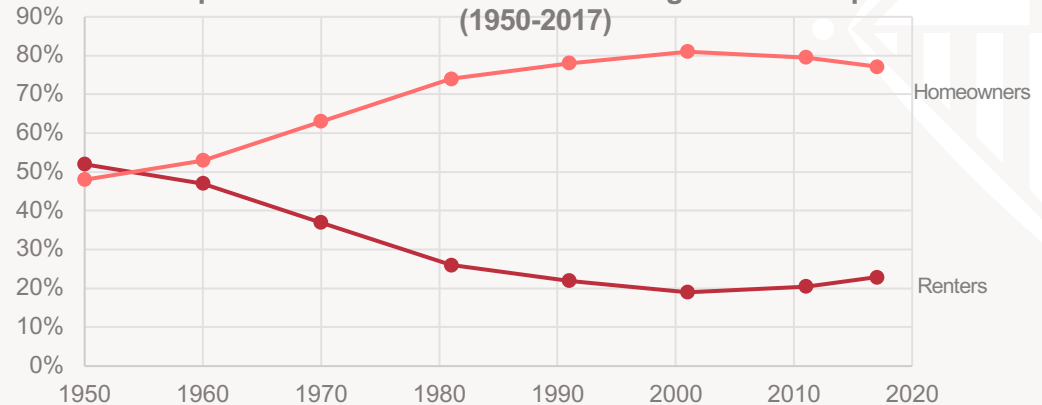
Mission-oriented approach

- Spain needs 2.6 million affordable housing units (HPO) in rental (or other alternative tenures) in order to converge with the rest of Europe (15% of the housing stock). **In Barcelona there is a 90,000 units deficit.**
- Rental public housing in Barcelona represents around **1.5% of the overall housing stock.**
- Non-market housing (public, coop, non-profit and limited profit) + rent subsidies are used by **17% of the tenants** of the city (12% in 2015).
- Policies that support homeownership have made it difficult for most of society to access housing. **We need to diversify housing tenures.**

Percentage of social housing in OECD countries



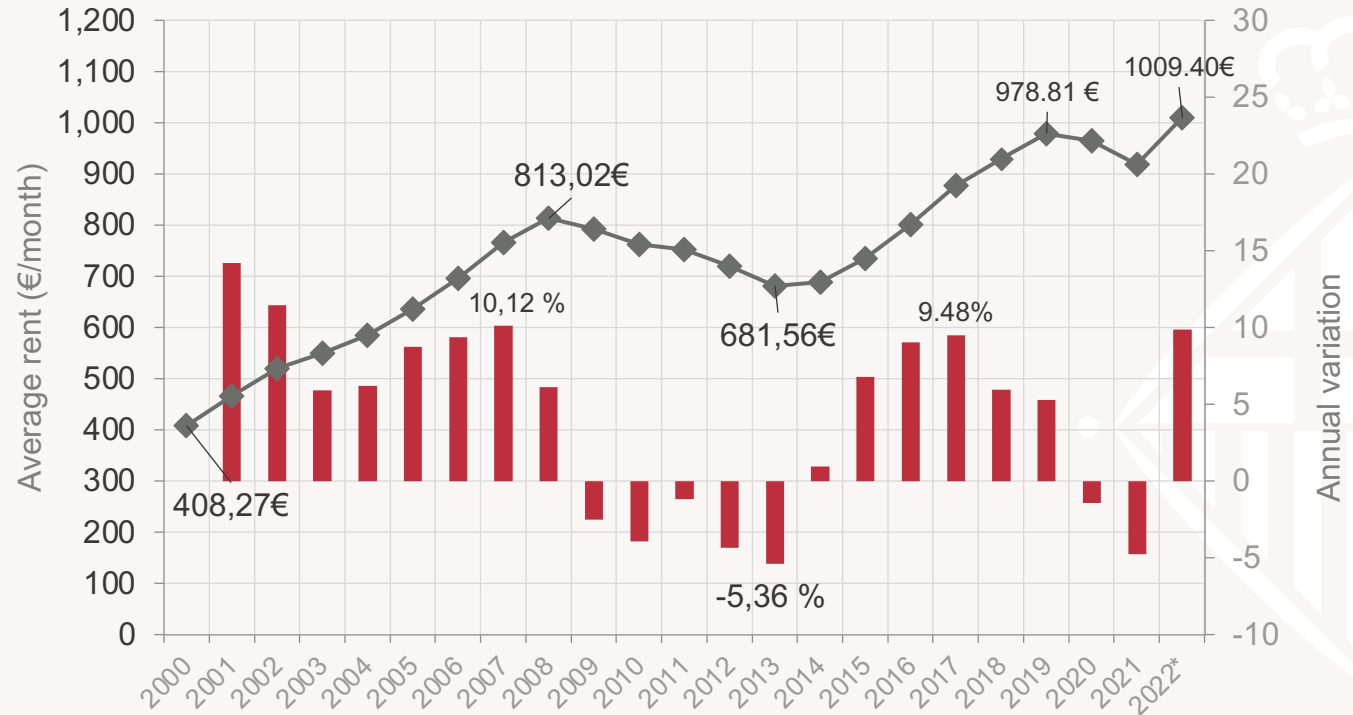
Population distribution across housing tenures in Spain (1950-2017)



Housing crisis

- ▶ Barcelona has experienced two bubbles, the **real estate bubble** and the **rental bubble**.
- ▶ Rents have risen **3 times faster** than **household incomes** in the last 20 years in Catalonia.

Evolution of rents in Barcelona



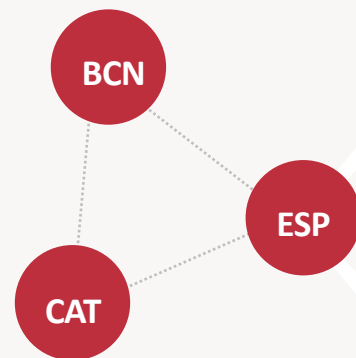
Source: Incasòl

Land and development policy



Duration of the affordability

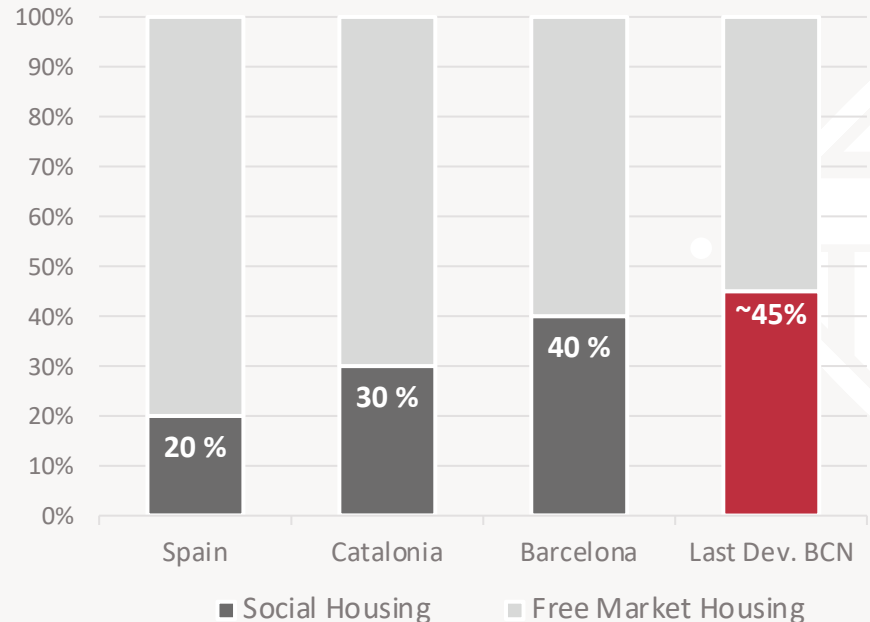
- › **Goal:** all affordable housing units (HPO) remain permanently affordable
 - Between 1940 and 2011, 12,836,692 units were built in Spain. Half of them (6,424,018) were HPO. **Almost all of them have lost their affordability and have joined the private market.**
 - Basque Country, Balearic islands, Navarra and Catalonia are the first four regions to regulate **affordable housing in perpetuity.**
 - Catalonia: Decret-Ilei 17/2019, de 23 de desembre, de mesures urgents per millorar l'accés a l'habitatge.



Affordable housing zoning requirements

- › **Goal:** increase land reserves for HPO to promote social mixing and avoid segregation.
- › Additionally, promote that at least half of the affordable units are in rental.
- › Barcelona and the Metropolitan Area (AMB):
 - **HPO requirements in brown fields: 40% (20% in rental).** The minimum statewide is 20%, with no minimum in rental.
 - **HPO requirements in existing buildings or plots: 30%** (no rental requirement). There is no minimum statewide. Pioneering instrument at the State level.

Percentage of social housing in brown fields

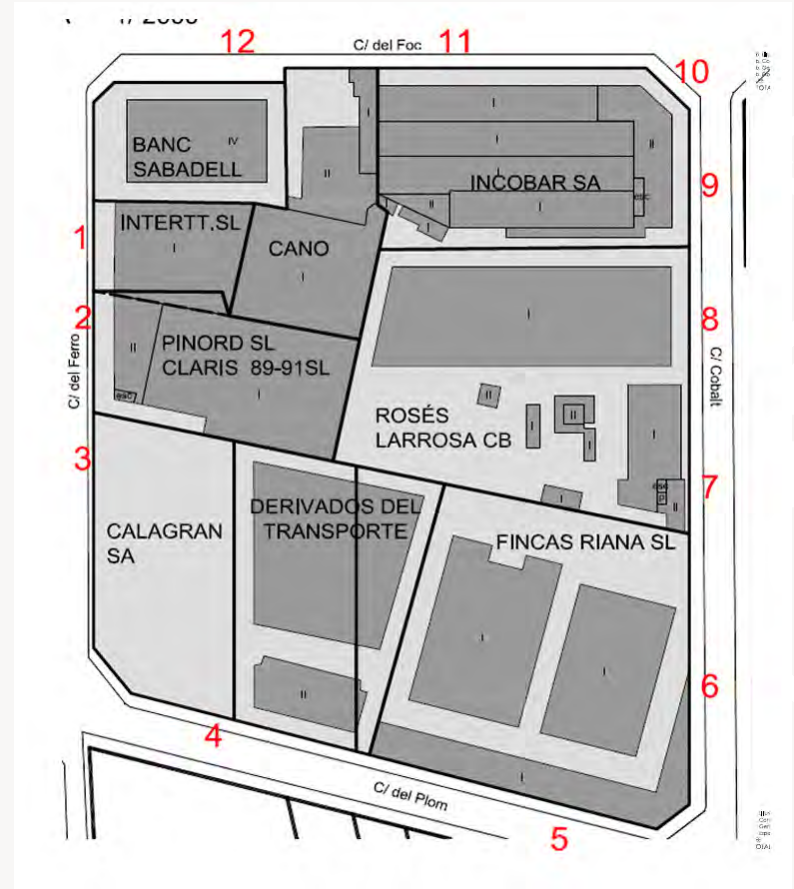


Affordable housing zoning

› In two minutes...



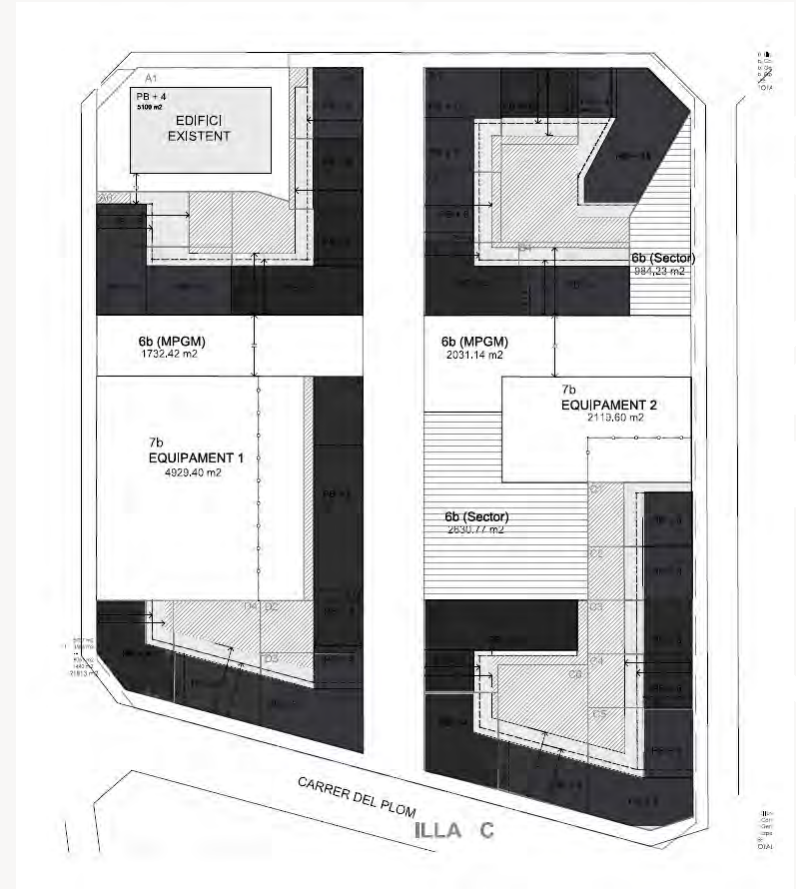
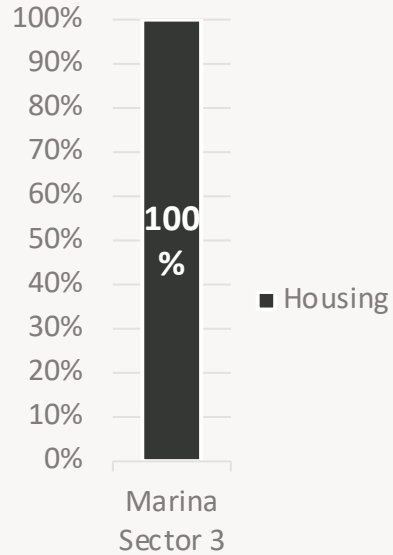
Affordable housing zoning



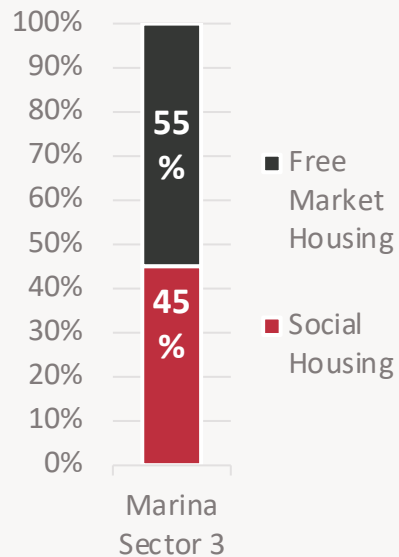
Affordable housing zoning



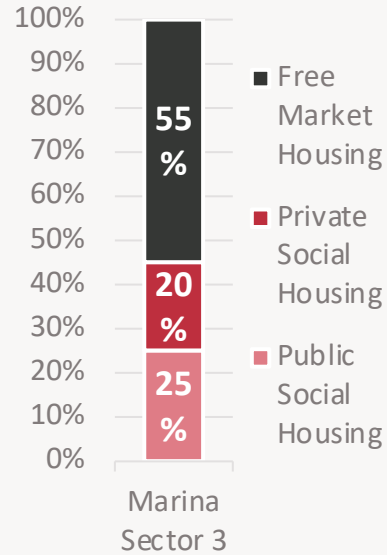
Affordable housing zoning



Affordable housing zoning



Affordable housing zoning



Municipal Land

› Municipal institute. Rental

 Institut Municipal
de l'Habitatge
i Rehabilitació

› Metropolitan 50% PPP.
Rental

 Habitatge
Metròpolis
Barcelona

› Non profit: Right of use
cooperatives

 
FEDERACIÓ DE COOPERATIVES
D'HABITATGES DE CATALUNYA

› Non profit: Rental


coordinadora Fundacions
habitatge social
cohabitatc



Municipal Land

- Public Land – Public Institute
- Non-onerous assignment

 Institut Municipal
de l'Habitatge
i Rehabilitació

- Long-term leases: 99 years
- Ground lease fee: 100€ year/unit

 Habitatge
Metròpolis
Barcelona

- Long-term leases: 99 years
- Ground lease fee:

  **yes**
FEDERACIÓ DE COOPERATIVES
D'HABITATGES DE CATALUNYA

- First 25 years : 0€/year
- Next 25 years (or loans paid): 1,43€/ m² year.

 **cohabitac**
coordinadora Fundacions
habitatge social



Public development

- › Innovation through **industrialized construction** (more than 500 units, 10% already finished) is allowing to:
 - **Minimize the environmental impact** of the buildings through their life cycle.
 - **Reduce time**, from 5 to 2 years on average.
 - **Reduce costs**.
 - **Improve the quality**, control and efficiency of the construction works.
- Development has also accelerated thanks to the use of **joint project + construction procurement**.



APROP Ciutat Vella



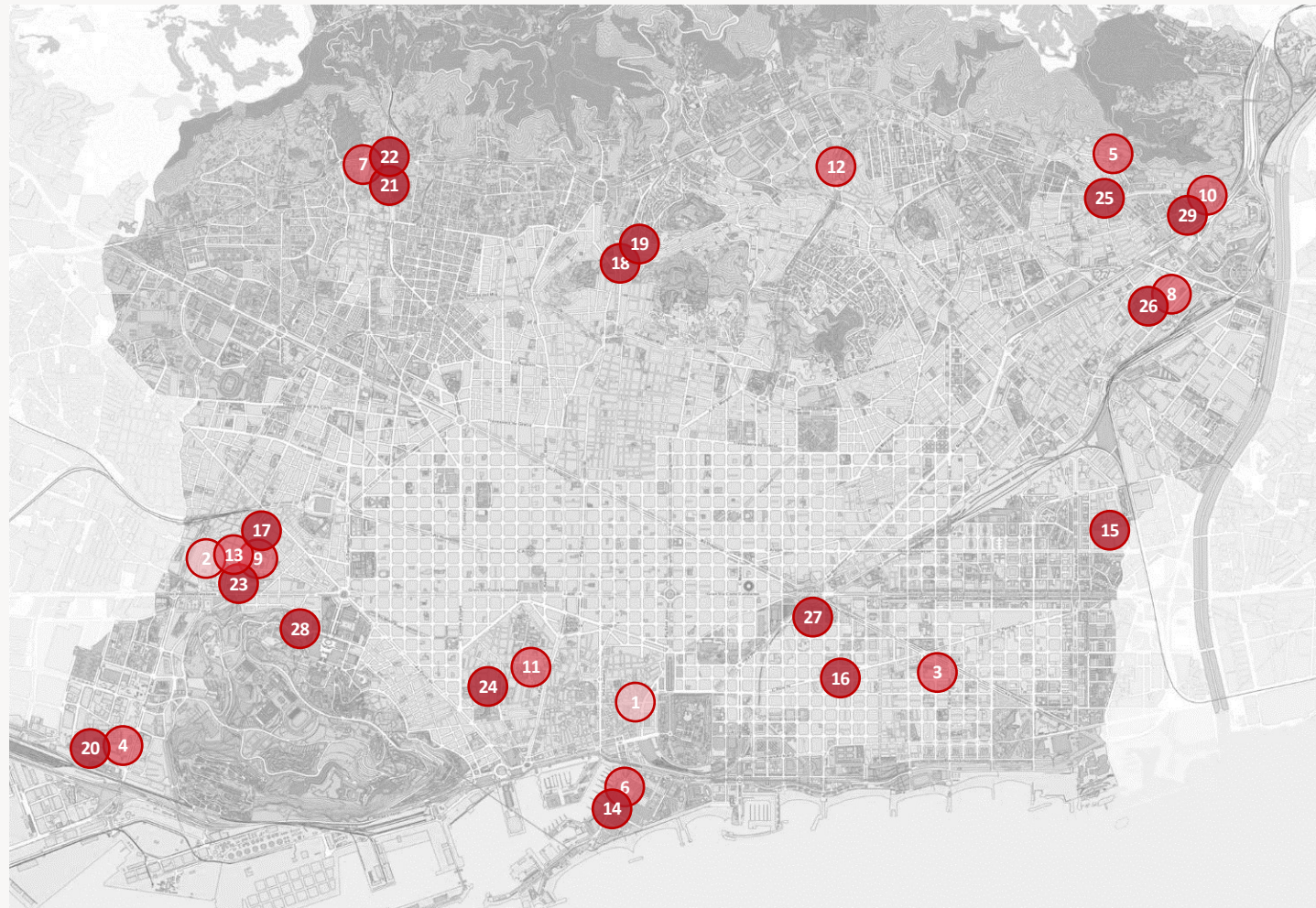
Casernes de Sant Andreu

Public-private-community partnerships

Framework Agreement with Social Providers (ESAL)

- › Cohousing development through 3 phases:
 - **Bilateral agreements** for 2 pilot projects (2014 and 2015): 33 units.
 - **Competitive tenders** (2016 and 2019): 217 units.
 - **Partnership between City Council-Cooperatives-Foundations** (2021): 1.000 units in 10 years.
 - Long-term lease on municipal land (99 years).
 - 60% rental, 40% cooperative.
 - Municipal returnable subsidy (7-16%).
 - Framework Agreement with ICF and ICO to provide **140M€ in financing**.
 - End goal: *Community Land Trust*.
- B** 130 households are already living in these cooperative projects.





Address	#Units
1 C. Princesa, 49	5
2 C. Constitució, 83-89	28
3 C. Espronceda, 133	20
4 C. Ulldes, 26-28	32
5 C. Pla dels Cirerers, 2-4	29
6 Pg. Joan de Borbó, 11	8
7 C. General Vives, 4-6	17
8 C. Teresa Boronat i Fabra, 10	35
9 C. Constitució, 43	31
10 C. Aiguablava, 74-76	27
11 Pl. de la Gardunya, 5	39
12 Av. Estatut de Catalunya, 15-17	105
13 C. Constitució, 49	48
14 Pg. Joan de Borbó, 44-45	18
15 C. Binèfar, 18	46
16 C. Pere IV, 115	23
17 C. Rossend Arús, 36 i 38	7
18 Av. de Vallcarca, 110X	37
19 C. de Gustavo Bécquer, 11X	24
20 C. Ulldes 11.X	84
21 Via Augusta, 375 i 383	26
22 Via Augusta, 389-393	14
23 C. Mossen Amadeu Oller, 17-21	40
24 C. Sant Martí, 12-16	43
25 Mont-Ral -Letamendi	38
26 Pg. de Torras i Bages, 126-128	80
27 C. Bolívia, 23-27	74
28 C. Gessami, 13	8
29 C. Palamós, 55-63	59
Total	1,045

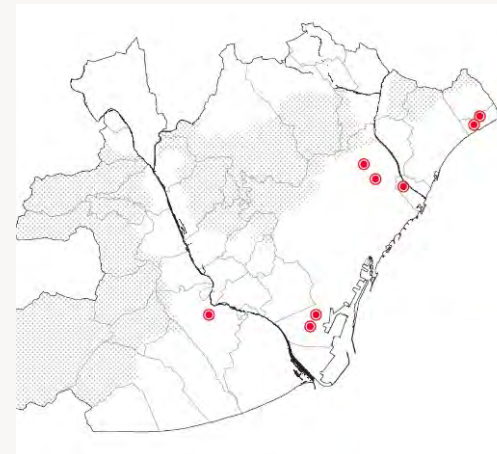
Instrument	#Units
PILOTS	33
CONCURSOS	391
CONV. ESAL	621
Total	1,045

Public-private-community partnerships

Habitatge Metròpolis Barcelona



- PPP between the City Council (25%) the Metropolitan Area of Barcelona (AMB, 25%) and private partners selected through a public tender (50%):
- **Private partners** –NEINOR and CEVASA – selected in 2021.
- Total parity in rights and obligations between private and public partners.
- Goal: **4,500 rental HPO** (8€/sqm) in 8 years.
- Public land provided in 75-year leasehold.
- Non-performing units covered by the Administration.

Neinor y Cevasa ganan el concurso para promover 4.500 VPO en Barcelona

El primer loteado de Casas Daniel Mallo

Función del mercado estiman que el proyecto supondrá una inversión de hasta 700 millones

D. Trialet / D. Gual

Neinor y Cevasa son los ganadores del concurso para promover 4.500 viviendas de protección oficial (VPO) de alquiler en Barcelona en un año de alquiler. Este anuncio es un hito en la política de vivienda de la ciudad catalana, ya que supone el primer loteo de este tipo de viviendas en la historia reciente de la ciudad.

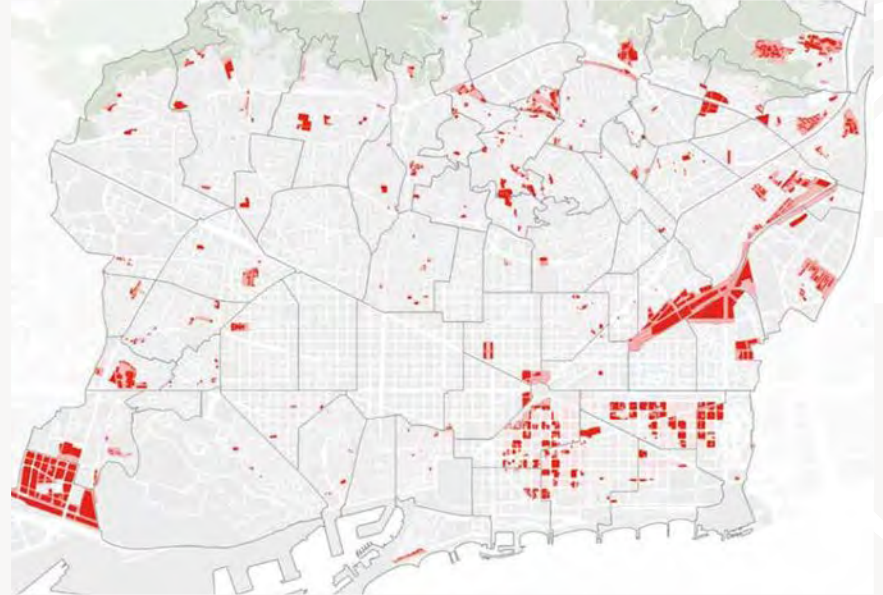
El primer loteo de Casas Daniel Mallo, un proyecto de viviendas de protección oficial (VPO) de alquiler, se ha adjudicado a Neinor y Cevasa. Este loteo supone un hito en la política de vivienda de la ciudad catalana, ya que supone el primer loteo de este tipo de viviendas en la historia reciente de la ciudad.

El cálculo de la inversión total del proyecto se estima en unos 700 millones de euros. Este proyecto se enmarca en el plan estratégico de vivienda de la ciudad de Barcelona, que prevé la construcción de 100.000 viviendas de protección oficial (VPO) de alquiler en los próximos años.

Neinor, liderado por Roger Gual, y Cevasa, liderada por Daniel Mallo, son las empresas ganadoras del concurso. Este loteo supone un hito en la política de vivienda de la ciudad catalana, ya que supone el primer loteo de este tipo de viviendas en la historia reciente de la ciudad.

Inclusionary zoning in consolidated urban land

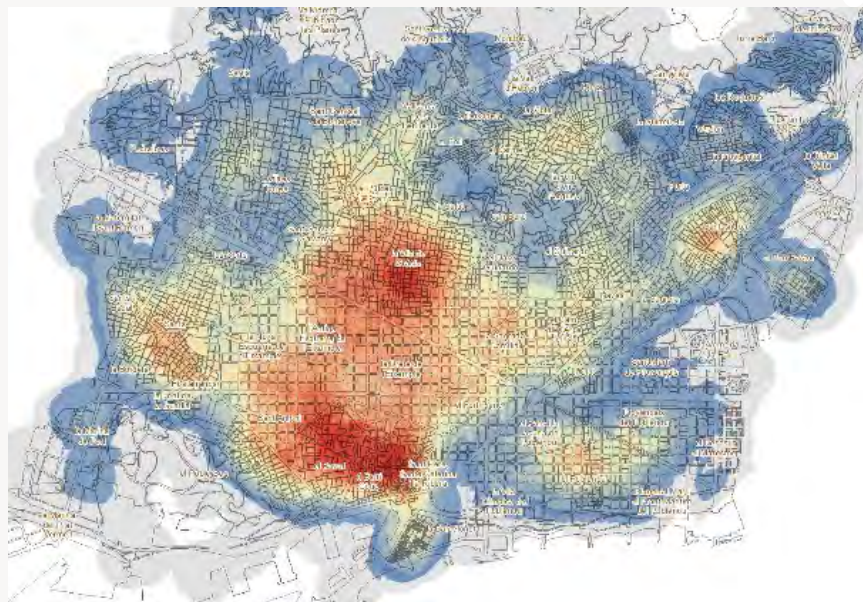
- Barcelona is a highly consolidated city with few areas under transformation, and urban land for residential use is near to being exhausted.
- This limits the potential to increase the stock of affordable housing through future growth of the city.
- Barcelona only has land to provide 26,000 additional affordable homes
- The context of land scarcity and high demand for housing — both of which impact housing prices — makes it extremely difficult to guarantee access to adequate housing in Barcelona.
- Barcelona has extended the use of inclusionary zoning to consolidated urban land.



Land transformation takes place in peripheral neighborhoods. Most of municipal land coming is therefore situated there.

Inclusionary zoning in consolidated urban land

- ▶ 30% affordable housing requirement in most major building renovations and new constructions in existing plots.
- ▶ Game changer, in a context in which the city cannot grow outwards and needs to focus on urban regeneration processes. Pioneering instrument at the State level.
- ▶ It applies to all multifamily projects citywide bigger than 600sqm of buildable surface, with some exceptions. No rental requirement.
- ▶ Preliminary results (2018-2022):
 - The number of building licenses is similar to that of previous years.
 - There has been a significant increase in the % of HPO units built.



The central neighborhoods are the ones with the highest potential for generating new affordable units through this policy

Thank you for you attention!

Ivan Gallardo Ruiz

IMHAB- Ajuntament de Barcelona

AGENDA



13:25-13:35 | Public land management that drives innovation – the Vienna model

Bernd Riessland, Austrian Federation of Limited-Profit Housing Associations (GBV)

ISHF

7. – 9. June

Barcelona



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GEMEINNÜTZIGEN

Land Policy in Vienna and housing-market effects

Bernd Riessland riessland@gbv.at

Austrian Federation of Limited-Profit Housing Associations (GBV)

www.gbv.at www.gbv-aktuell.at

Vienna

An aerial photograph of Vienna, Austria, taken during the golden hour of sunset. The city's dense urban landscape is visible, with numerous buildings and a prominent church spire in the distance. The sky is a mix of soft orange and pale blue, and the overall scene is bathed in a warm, low-angle light.

Capital of Austria

- 2023 reaching 2 million inhabitants
 - (2nd largest german-speaking city, after Berlin)
- plus 300,000 inhabitants since 2010 (approx. +15%)
- 925,000 main residences
- Total area: 415 km² (~45,8 inh./ha)
- 23 districts

Why we need land policy in metropolitan areas



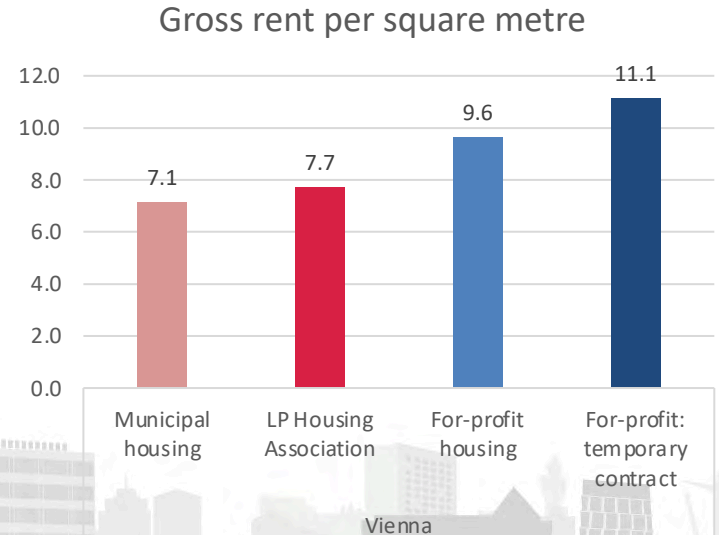
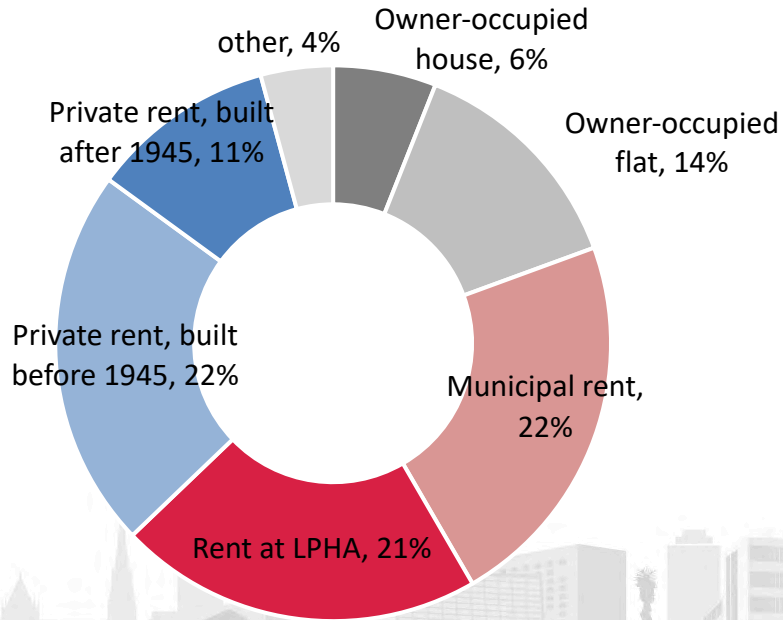
- ⇒ Without land policy, affordable housing gets priced out of the market
- ⇒ Increase of land prices in the last 10 to 15 years 500%

Active Land Policy by City of Vienna



- Historical big share of land ownership by the city or Limited Profit Housing Associations (cost-based price-setting regulated by national law)
- Further land acquisition and high quality land development on cost-based long term regulation:
 - Active land acquisition by buying schemes – Wohnfonds-Wien
 - Zoning politics to acquire privat owned land by LPHA

Measure 1: Ownership and tenure structure in Vienna



Measure 2.1: Active Land Policy by Wohnfonds Wien



- Founded in 1984 as Fund for Land Management and Urban Renewal
- Tasks:
 - **Land acquisition and land development:** provision of building land for subsidized housing
 - **Organisation of developers' competitions** as instruments of quality assessment in subsidized housing
 - Co-ordination and handling of subsidized **urban renewal** and renovation measures

Measure 2.2: new land use category: Building land for subsidized housing



- **2019:** revision of the building regulations and introduction of the new “subsidized housing” zoning category
- **Goals:**
 - provide land for long term affordable housing
 - Prevent real estate speculation

The new land use category „building land for subsidized housing“

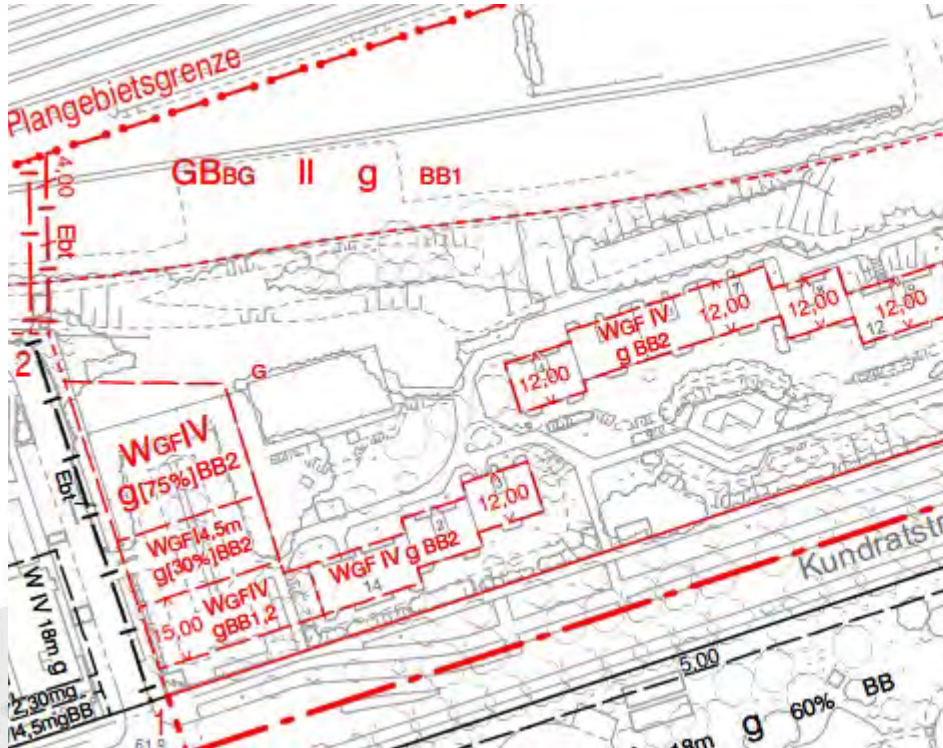
- **Where?**

- All over Vienna, for each re-zoning of areas $>5000 \text{ m}^2$
- For greenfield and brownfield developments as well as for larger densifications

- **How?**

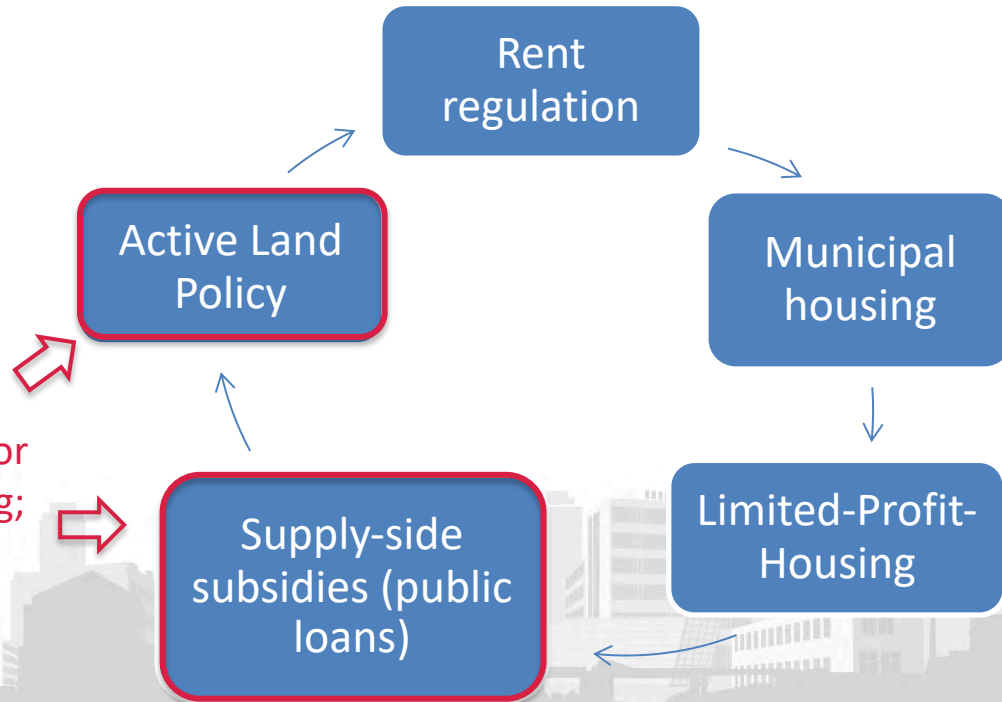
- Two thirds of the spaces allocated to “subsidized housing” zone must be used to build subsidized apartments
- Land price limit at 188 €/m^2 gross floor space according to the regulations in subsidized housing (alternative: land lease for max. $0.68 \text{ € per m}^2 \text{ GFS per month}$)
- Ban on selling for 40 ys, recorded in land register

The new land use category „building land for subsidised housing“



- First effects on land development:
 - co-operations between commercial and „cost based“ providers are increasing
 - Areas become accessible for social providers where they have been priced out before
 - land lease (instead of land acquisition) gains importance (not always favourable!)
 - Fear that land owners might be reluctant to sell (no evidence yet)

The Pillars of Austrian/Viennese Housing Policy



Land acquisition for
subsidized housing;
Land use planning

Actors on the housing market



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Type of provider	Price-setting	Allocation of homes	Use of surpluses/profits
Private (for-profit) provider	Profit-oriented Market-based?	via the market	Unregulated
Public provider	Administered / cost-oriented	Social criteria	Unregulated/ Budget
Limited-Profit Housing Associations	Cost-based / administered Market based?	Via the market / Respecting income limits	Re-invested

LPHA and faire value pricing

Classification of housing providers by type of provider



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Type of provider	Price-setting market-share	Income distribution effect	The Quality of the housing stock
Private (for-profit) provider	Profit-maximising imperfect market 40% - 50%	Income redistribution from the less to the more prosperous	Primacy to profit than to quality
Public provider	Administered / cost-oriented 0% - 10%	Income redistribution from the more to the less prosperous	Maintenance and improving following budget-constraints
Limited-Profit Housing Associations	Faire value 50% - 60%	no income redistribution, GDP-growth	Maintenance and improving fund secures quality

Key principles of Austria's/Vienna's LPHA



Mission: provision of affordable housing for current and future generations

-> set out in a sector-specific law: Limited-Profit Housing Act (Wohnungsgemeinnützigkeitsgesetz, WGG). „Gemeinnützige Bauvereinigung/GBV“ is a status awarded by regional governments

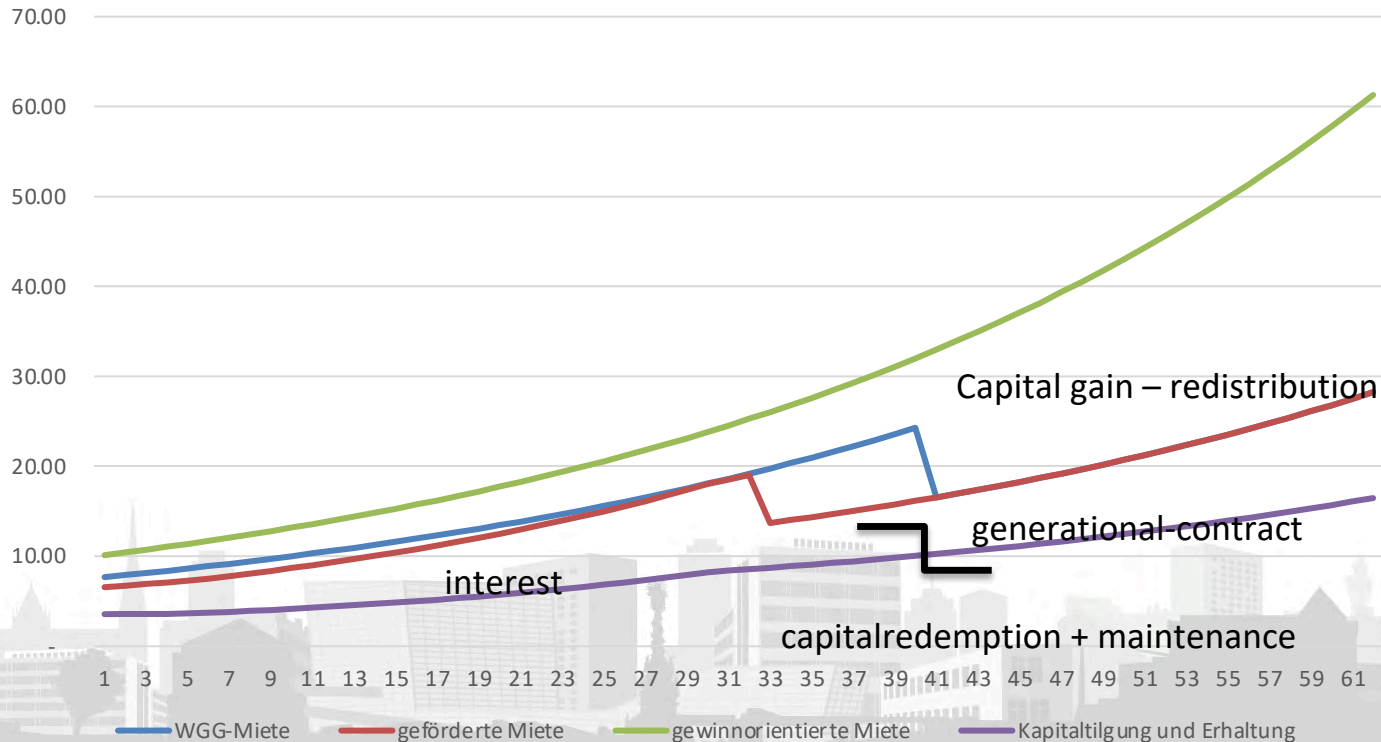
- Exemption from corporate tax for (limited) surpluses
- Cost-based calculation during repayment of loans + lower base rent after repayment
- Limitation of profits and business activity
- Revolving funds (obligation to reinvest surpluses) – „generational contract“
- Two-tier auditing system (Auditing Association + Regional Govt)

Long term finance of rental housing



DIE
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rent, cost of finance and speculativ capital gains
€ per m2 and month



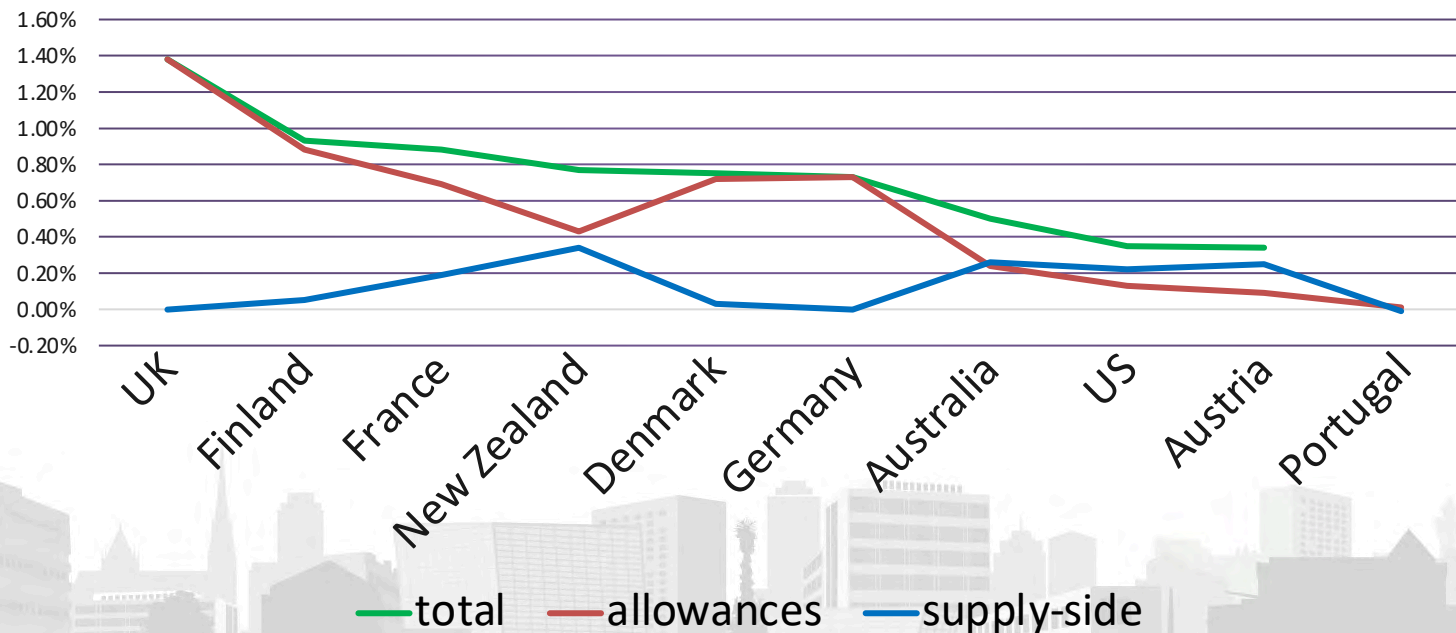
Comparison of different effects of housing politics

demand and supply-side subsidies in different countries

in % of GDP - OECD-data



DIE
GEMEINNÜTZIGEN



The 4-pillars assessment model for subsidized housing



Economy



Social Sustainability



Architecture



Ecology



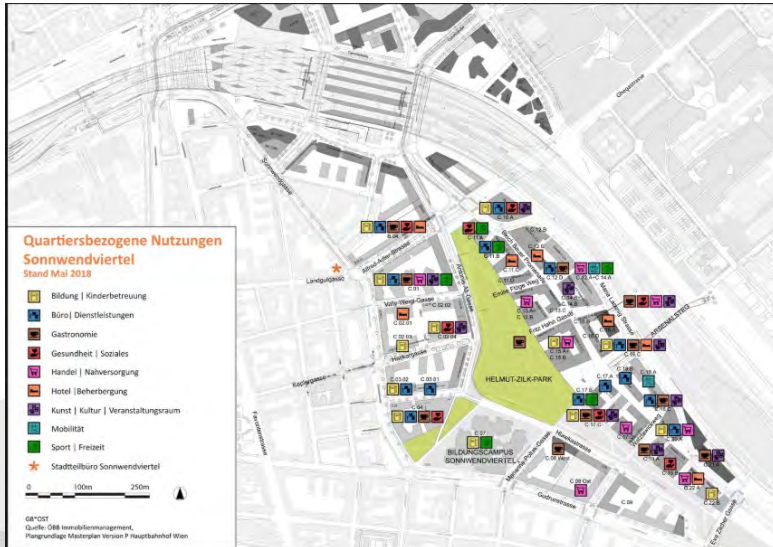
Selected projects: Aspern Seestadt, Vienna

- Mixed-use development area with 10,500 apartments (20,000 inhabitants)
- 20,000 workplaces
- Underground line U2
- Mix of different financing models (subsidized + non-subsized)



Selected projects: Assisted living in Sonnwendviertel - GESIBA

- Housing for all generations
- Medical and social assistance available
- Neighbourhood activities, communal facilities
- 100% Barrier-free



<https://www.gbv-aktuell.at/wien/news/72-gemeinsam-statt-einsam-betreibbare-wohnungen-in-mehrgenerationen-wohnanlagen?highlight=WyJzb25ud2VuZHZpZXJ0ZWwiXQ==>



Urban development area „Sonnwendviertel“ with Helmut-Zilk-Park, close to Vienna’s main railway station
© G. Gutheil

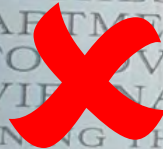
Why we need land policy in metropolitan areas



DIE
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*You don't need to own your
apartment to love Vienna.
Living there will do.*

~~YOU DON'T
HAVE TO LIVE
IN THESE
APARTMENTS
TO LOVE
VIENNA.
OWNING THEM
WILL DO.~~



Links and further information



- www.gbv.at Austrian Federation of Limited-Profit Housing Associations GBV
- www.gbv-aktuell.at GBV News in German
- <https://socialhousing.wien> The Viennese Model of social housing
- www.wohnfonds.wien.at Wohnfonds Wien

AGENDA

13:35-13:45 | Public land management in a housing system in transition

Mojca Štritof-Brus, *Housing Fund of the Republic of Slovenia*



Event: The Land Beneath Our Feet – public land use and the delivery of affordable housing

Public land management in a housing system in transition - Case of Slovenia

Time: 7 June 2023: 12.40 to 14.00



Presentation by
MSc.Mojca Štritof-Brus, Head of Legal Sector, HFRS

Slovenia and the transition time.....



- Slovenia is young country that has been existing since June 25th, 1991. Along with the declaration of independence, it also changed political and economic systems. Socialism was replaced with the parliamentary democracy, market economy and private property. **The transition began....**
- In October 1991 The Housing Act (Stanovanjski zakon) was enacted, defining the housing policy in new era. The basic principle of the act (and following acts) is that every individual must see to settle one's housing situation on his own, whereas the state must arrange a system to help those citizens that are unable to do so by themselves.
- Since the previous system of housing funding was abolished, there had been no other form of finance and home building decreased so HFRS was established on 19 October 1991, as financial housing support was immediatly recognised a priority. At fist it was a financial fund, but in 2001 became also a real estate fund and started to devellop realestate calls.
- **Apart from this, the 1991 Housing Act initiated the process of privatization of dwellings.** It abolished social property over dwellings. Prior to this process, there were 652,422 dwellings (among which there were 400,066 individual houses (66.9%) and 225,000 social rental apartments (33.1%)). At the end of the process the ratio of individuals' dwellings to rental ones was 88%:12%. Out of these 12%, there were 23,652 municipal dwellings: 17,224 defined as non-profitable and 5,236 defined as social.

Slovenia entering the European Union



- In 2004, Slovenia became a member of the European Union.
- Due to all this, the spatial planning system, previously based on the so called community planning – spatial plans were an integral part of long-term and medium-term community plans in the Socialist Republic of Slovenia – had to be changed as well.
- However, the transition of the spatial planning to a new system has proved to be challenging and complex, which is also reflected in extensive regulation in this area.
- In the course of thirty two years the planning law has been replaced four times The current Spatial Management Act (ZUreP-3) was adopted on 9.12.2021 and is in use since 1.6.2022.
- Slovenia now days operates under a hierarchical system of plans: The highest level planning document is the Spatial Development Strategy of Slovenia, which outlines the main objectives for spatial development. It focuses on the description and development of spatial systems of national importance and considers settlements, transport, infrastructure, and environmental and landscape protection.
- The current Spatial Development Strategy of Slovenia was approved in 2004 and it is since than under revision.

The Governance of Land Use – case of Slovenia



Slovenia is a unitary country with 2 levels of government:

- the national level and
- the local level with 212 municipalities, of which 12 have urban (metropolitan) status.

As in most unitary countries, the national government adopts the framework legislation that structures the spatial planning system. It also conducts most land-use related work through the Ministry of Natural Resources and Spatial Planning, which is responsible:

- for the preparation of national level spatial plans,
- for environmental impact assessments,
- for the designation of nature conservation areas,
- for land surveys and for the provision of land and cadastre data.

HFRS has no special rights, exemptions or positions in land management in rural or urban areas as it is not spatial planning management rights carrier.

The Governance of Land Use – case of Slovenia



In addition to the Ministry of Natural Resources and Spatial Planning, **other ministries may also propose the preparation of National Spatial Plans** if necessary (example: Ministry of Infrastructure, Ministry of Agriculture, Forestry and Food; Ministry of the Environment, Climate and Energy).

Furthermore, **the national government influences land use through its responsibility** for national roads, railways and other structures of national importance, for agriculture and for heritage protection.

HFRS:

- can not change land use and it is left to national or local level of government's „mercy.“ The planning acts procedures are complicated, long, expensive and in most case hinder or even prevent the projects, „crush“ the economics of the rental housing units building projects.
- must acquire land for its projects on the open market (through own public calls, on public auctions, has no permanent state financing or financing for using the pre-emption right, all that taking into account strict processes determined by law and without stable financing from its owner - the state).

The Governance of Land Use – case of Slovenia



Municipalities have the right to manage the spatial development – local level plans in their jurisdiction except for those aspects that are under the direct control of the national government. They adopt municipal land-use plans in accordance with national guidelines that aim at creating rational, mixed and sustainable land-use patterns.

Their interests are in most cases torn between private projects, own projects or projects of their local housing funds and HFRS housing projects.

No regional level of government exists in Slovenia, but Regional Development Agencies exist to support economic development at the subnational level. These agencies may also initiate the preparation of inter-municipal Regional Spatial Plans although local communities should mainly initiate their preparation (see below).

Municipalities are allowed to form inter-municipal associations to prepare their Regional Spatial Plans, but this is rare in practice.

The Governance of Land Use – case of Slovenia

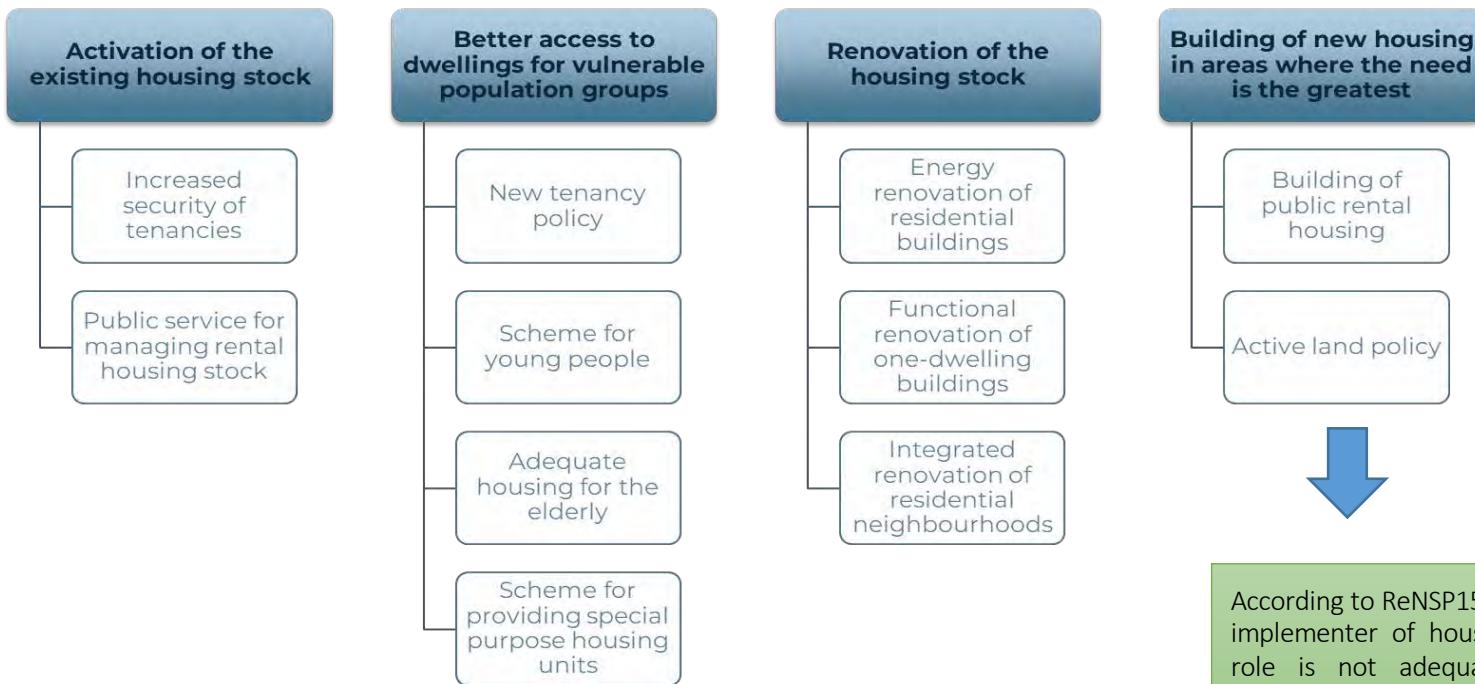


Through Ministry of Natural Resources and Spatial Planning and Administrative units, the national government is also responsible for issuing building permits:

- **The Ministry of Natural Resources and Spatial Planning** is responsible for the management of the natural environment, water resources and physical space. It promotes and coordinates efforts towards sustainable development based on the efficient and economical use of natural resources and ensuring social wellbeing. The Ministry strives to raise the awareness of the inhabitants of the Republic of Slovenia about the shared responsibility for the preservation of natural resources and the management of the physical space.
- **Administrative units** are established to carry out the tasks of the state administration, which must be organized and implemented uniformly in any of the total of 58 administrative units across the country. The areas of administrative units are therefore determined in such a way as to ensure the rational and efficient performance of administrative tasks. As a rule, the area of an administrative unit includes the area of one or more local communities.

HFRS has no special rights in the administrative procedures by Housing Act 2003 and Resolution on the National Housing Programme 2015–2025 (ReNSP15–25) although it is a national housing fund and a main actor in housing filed in the state.

ReNSP15–25 is programme of key projects in the period 2015-2025



According to ReNSP15-25 HFRS is the main implementer of housing policy – but its role is not adequately transposed in legislation and state budget framework.

Land use as an economic factor of development



Slovenian spatial plans are organized hierarchically and are divided into **strategic and implementation plans, at the state, regional and municipal levels:**

- **strategic spatial plans** **should** contain the vision and concept of future spatial development,
- meanwhile the **executive or implementation planes** **should** serve to the implementation and represent the basis for issuing building permits.

With land policy, the state and municipalities **should** coordinate public benefits and private interests in space. **With the measures**, **they should** create the conditions for efficient real estate management, the operation of the land market and, as a result, sustainable spatial development would occur.

Land policy is one of the key levers with which can be ensured the implementation of spatially bound strategies and development programs. With land policy, spatial conditions for efficient real estate management are established, the operation of the land market is stable and, as a result, sustainable spatial development.

Land policy can be implemented actively if it is supported by **mutually coordinated:**

- administrative and legislative measures,
- financial measures and
- Spatial planning measures.

From HFRS projects perspective „sadly“ often the coordination part is just a letter on a paper.

Measures for active land policy



Instruments for the implementation of active land policy and administrative and financial measures that enable the implementation of development decisions in the area are designed and developed at the Ministry of Natural Resources and Spatial Planning.

With land policy measures at the national and municipal level, is enabled the realization of the goals of spatial development and directs the development of settlement and ensure efficient management of space as a resource.

Land management in the public interest is essential, as this complements spatial planning and ensures that the supply of building land is in line with development needs. This enables the national and local governance to meet the needs of the population, the economy and other interests.

There are several measures for the implementation of an active land policy that municipalities and the state can use:

1. Development of building land - building land development includes:

- development stages
- communal and other equipping of land
- consolidation of lands

With the development of building land, sufficient quantities of arranged building land suitable for the construction of buildings (residential, business, economic, social purpose, etc.) should be ensured. Building plots should be developed in such a way that they are equipped with appropriate utilities, the plot structure is adapted to the planned spatial arrangements and, as a result, they are classified into appropriate development stages that demonstrate the potential of individual plots of land and the possibility of carrying out the planned investments.

But in reality almost all municipalities lack financing, knowledge and stimulation so HFRS must to finish the projects in respected time frame provide the actual communal and other equipping of land for its projects, although it is not exempt of communal charges as local housing funds or municipality itself.

Measures for active land policy

2. Land protection measures:

- construction work approving system that is linked to building plot instrument
- consent to change the plot boundary

With measures to protect building land, state primarily protects acquired rights. Thus, through the building plot instrument, it legally connects buildings with the land needed for the operation.

HFRS is often exposed to municipality's desires regarding the usage of the land it owns, intended for housing (example: due to flooding on other land, municipality wished HFRS to shrink its housing projects).

3. Acquisition of land and rights that includes:

- supply plan
- right of pre-emption
- expropriation

Through administrative measures for the acquisition of land and rights on them, municipalities and the state can acquire ownership and other rights on land for the purposes of implementing **spatial arrangements in the public interest**.

One of the instruments is the right of pre-emption of the state or municipality under Spatial planning legislation or under article 154 of Housing Act also for HFRS, but no funds were provided to HFRS to exercise his pre-emption right. HFRS can't propose the expropriation.

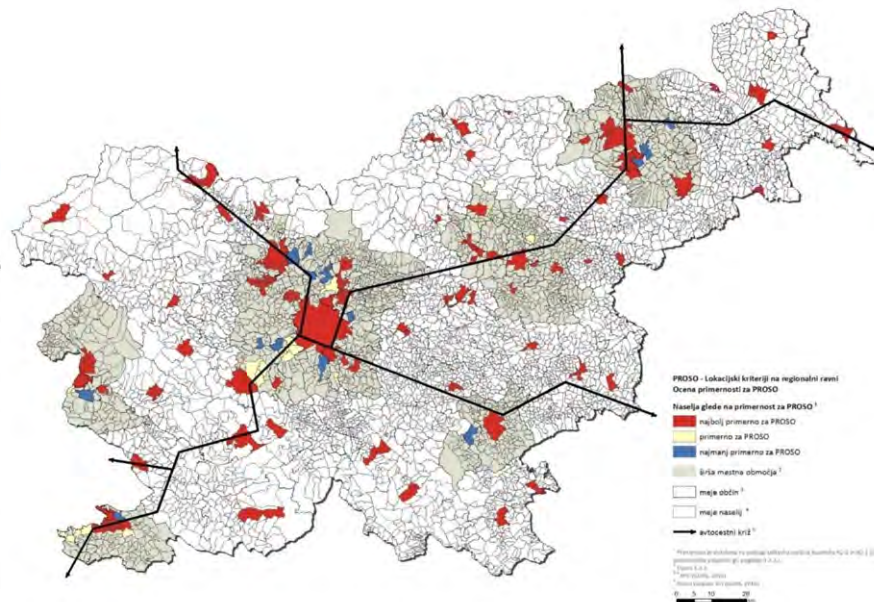
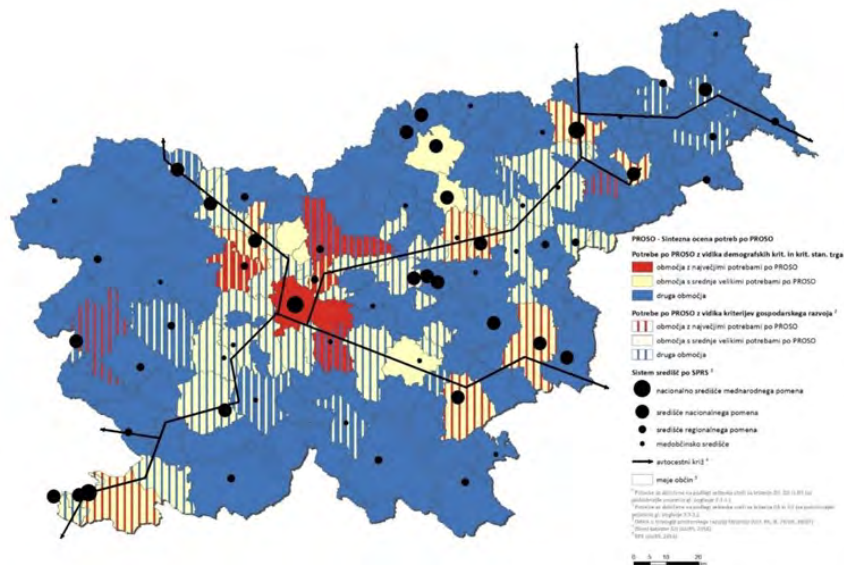
Main role of HFRS – public rental housing



The HFRS provides a public rental housing as:

- **the investor of own construction projects** for building of rental housing units for different target population groups as it has real-estate investments, projects and operations across all of Slovenia (using also Design and Built);
- **the co-financier and co-investor in cooperation with municipalities and other applicants or providers** under the Program of co-financing the public rental housing units and accommodation units and co-financing Program for the Elderly (Public Public Partnership and Private Public Partnership according to Housing Act 2003);
- **the buyer of housing units and accommodations** on the basis of a public call for the purchase of housing units and **buying of land for housing construction** (own investment projects, using also Design and Built);
- **by buying land for housing construction** by exercising the pre-emption right to municipalities according to Housing Act 2003 or taking part in

Priority development areas for the housing supply (PROSO) according National Housing Policy of Slovenia



Investments HFRS – recently completed

As part of its investments, the Fund has:

- in 2021 completed 607 public rental apartments **on his own land**

(of which 109 accommodation units for young people and 25 serviced apartments for the elderly)

- in 2022 completed 440 public rental apartments **on his own land** (of which 60 serviced apartments for the elderly)

- The apartments are of different sizes
(on average from 35 to 85m² of living space).



Investment HFRS - present

By 2025, the Fund intends **to build on his own land another 684 public rental apartments** (of which 28 serviced apartments for the elderly) at various locations in Slovenia (Koper, Novo mesto, Jesenice, Kranj, Lukovica, Nova Gorica, Lendava and Ljubljana).



Investment HFRS- present

The Fund is also preparing long-term investments **on his land** for the **acquisition of 1.280 public rental apartments** (of which 90 serviced apartments for the elderly) at various locations across Slovenia (Ljubljana, Novo mesto, Lendava, Maribor, Kranj, Jesenice) successively with the start of construction 2025+.





„WE CARE FOR ALL GENERATIONS“

„TRUST AND OPPORTUNITIES“

MORE THAN

30 YEARS OF
**BEING CLOSER
TO NEW HOME**

Contact: mojca.stritof-brus@ssrs.si

www.ssrs.si

AGENDA

13:45-14:00 | Q&A with the speakers

Moderated by Dara Turnbull,
Housing Europe

www.menti.com

Code: 4609 4683



Thank you for attending today's event

Gracias por asistir al acto de hoy