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Post-socialist housing meets transnational finance: Foreign banks, mortgage lending, and the privatization of welfare in Hungary and Estonia

Dorothee Bohle

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ABSTRACT

This paper asks how public policies have shaped the build-up of crisis-prone housing finance markets and whether they have mitigated or reinforced the associated risks for citizens in East Central Europe. Analyzing the mortgage lending booms and busts in Hungary and Estonia, the paper finds that different policy priorities did not matter too much for the build-up of the mortgage boom and the associated risks households had to face. Rather, early decisions for encompassing house privatization and the non-existence of mortgage markets have led to a pent-up demand for housing finance, while the transnationalization and EU convergence of the financial sector have provided the supply for mortgage lending from the early 2000s on. Policy-makers in both

countries, albeit to different degrees, have supported the mortgage boom and have by-and-large failed to correct for the risks of their population. In the wake of the global financial crisis, however, policies started to sharply diverge. While the Estonian government has relied on market mechanisms and private market actors to cope with the crisis, the Hungarian government engaged in far-reaching interventionist policies to unmake some of its devastating consequences for indebted house-owners. The paper explains its findings by the combination of different welfare state traditions and patterns of party competition.

KEYWORDS:

Financial crisis

banks

mortgages

welfare state

Eastern Europe

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Notes

1. Until November 2011, it depreciated even 66 per cent relative to the Swiss franc. Since then, the forint has rallied somewhat, but the exchange rate has been very volatile.
2. The Visegrád countries are Hungary, Poland, and the Czech and Slovak Republics.
3. János Kádár was communist leader and General Secretary of the Hungarian Socialist Workers' Party from 1956 until 1988.
4. While housing could be purchased as early as 1969 in Hungary, many restrictions made it unattractive to do so (Hegedüs and Szemző, [2010](#)).
5. MDF (Hungarian Democratic Forum) was FIDESZ junior partner.
6. In Hungary, the role of commercial and other special banks are distinct. Mortgage banks underlie strict control, but they also have access to special privileges. There are three mortgage banks: OTP Jelzálogbank, then FHB which was set up by the government, and the Unicredit mortgage bank (Molnár, [2010](#): 14-17).
7. For Hungary, a study finds that: 'Between 2001 and 2007, households' exchange rate exposure changed by almost 10 per cent of GDP, as they assumed the majority of the foreign exchange exposure arising from the growth in external debt. In fact, they are the real foreign currency risk-takers' (Király et al., [2008](#): 230).
8. From 2001-2008, Hungary pegged its currency with a flexible band to the euro. After that, it turned to a floating exchange rate regime.
9. For instance, while Prime Minister Ferenc Gyurcsány already back in 2005 issued a warning on his blog that it would not be good if foreign currency lending increased because of the exchange risk attached to it, opposition leader Viktor Orbán announced in the public TV in 2006 that while it is true that there are risks attached to foreign currency lending, he thinks this should not be of concern for the government, as it was a decision made by the Hungarian people (Free Hungary, [2011](#)).
10. This interpretation is offered by the parliamentary subcommittee on the causes of indebtedness (Committee... of the Hungarian Parliament [2012](#)).
11. It is interesting to see that after transnational banks, Orbán has now declared war on transnational energy providers. In January 2013, his cabinet implemented a 10 per cent reduction in energy prices. When a court revoked part of this bill, Orbán declared

that he has no intention whatsoever to accept this 'scandalous ruling'. It is probably not by chance that the government focuses on energy prices. According to a recent study by Tarki ([2011](#)), households are much more likely to be in arrears with the payment of utility bills than with mortgages.

12. I borrow this title from Kattel and Raudla ([2012](#)).

13. This argument runs somewhat against the influential thesis of Timothy Frye that party polarization on the left-right space hinders economic reforms (Frye, 2011). Further research is needed to establish whether my argument indeed holds in the area of macroeconomic and welfare policies.

Additional information

Notes on contributors

Dorothee Bohle

Dorothee Bohle is an associate professor in the Department of Political Science at Central European University. She is the author of *Capitalist Diversity on Europe's Periphery* (Cornell University Press, 2012, with Bela Greskovits) and *Europas Neue Peripherie: Polens Transformation und Transnationale Integration* (Muenster, Westfaelisches Dampfboot, 2002). Her recent work has also appeared in *Capital and Class*, *Studies in Comparative International Development*, *West European Politics, Competition and Change*, *Journal of Democracy*, and *European Journal of Sociology*.

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