

# Community Housing Strategy

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2021–2031



Vision:

**Community housing as  
a foundation of housing  
and wellbeing in Ōtautahi  
Christchurch**



The Christchurch City Council’s Community Housing Strategy takes its lead from the Council’s overall Housing Policy, which prioritises housing as a human right. Underpinned with collaborative leadership for a city wide outlook, it frames community housing as central to the city’s fabric and wellbeing with the following goals:



### Foundation

Community housing is a key infrastructure ingredient to community wellbeing



### Integration

Community housing is part of a mixed housing, mixed-tenure approach in housing developments



### Capacity

Support Council and community provider capacity to deliver community housing



### Provision

Community housing provision meets human-rights-based ‘housing adequacy’



### Prevention

Undertake preventative action to ensure secure, stable tenancies to build community connections and wellbeing



# More inclusive community housing

For a long time in Aotearoa New Zealand central and local government delivered safe and secure public housing. That worked well when there were high levels of home ownership, strong investment in public housing and new first homes, and superannuation certainty.



From 2006 to 2018, the number of **renting households rose from 32% → 37%**



The **public housing register** in Christchurch grew from **721** in March 2018 to **989** in March 2020



In 2017, 53% of private renting households were paying more than **30% of their income on rent**



**1,181** units of Council stock have been **repaired following the earthquakes**



**227** units of housing are still required to restore previous Council stock **lost to the earthquakes**



**2,381** **heat pumps** have been installed in Council and OCHT stock via \$16m of Council funding



**99%** of the Council's stock has undergone work since July 2019 to meet **new Healthy Homes Standards**

Changes in economic and social policy in a market economy setting have placed increasing demand on public and affordable housing that the market alone cannot meet. With the commodification of housing and its role in driving wealth inequality, public housing has become a more marginalised entity which cities like Ōtautahi Christchurch are now playing catch-up to provide and meet this core need.

This strategy seeks to reframe public or social housing more inclusively as community housing, to place it as a central housing requirement (i.e. as a cornerstone of our communities and as key social infrastructure, at the forefront of our housing provision and ongoing urban regeneration).

Linking in and relating public housing to other forms and tenures of assisted affordable housing means we view community housing in a broader, more connected way when we plan and provide for housing in our city.

Specifically, 'community housing' is: **A form of assisted or non-market housing working alongside private housing in the open market, meeting housing need through a range of social and affordable rental and home ownership options. Community housing complements and includes the public (or social) housing traditionally provided by central or local government, and other community providers.**

## Our direction

Christchurch City was the first local authority in Aotearoa New Zealand to provide social housing and has been providing affordable accommodation to low-income residents of Ōtautahi Christchurch for over 80 years. The first units were built in 1938 – 16 pensioner units in Sydenham.

Over time, with Government and other support, the Council's social housing stock grew to 2,649 units. One quarter was built in the 1960s and approximately half of the portfolio in the 1970s. With only 9 per cent of the stock developed since 1990, the Council has an ageing stock profile to address.

As a key response to the earthquakes, the Ōtautahi Community Housing Trust (OCHT) was formed as a community housing provider (CHP) to lease the Council's social housing. Crucially, OCHT (as a CHP), unlike the Council, is able to access the Government's Income-Related Rent Subsidy (IRRS), which will gradually allow for the Council's stock replacement.

The Council has also capitalised OCHT through the gifting of a 'loan' of \$50 million of its social housing assets, mostly via a \$45 million loan including 438 units. The

Council's portfolio now consists of 1,948 units in 85 complexes, which are predominately bedsit, studio or one-bedroom units.

Council supports the CHP sector via its local body, Te Waipounamu Community Housing Providers Network, and its 'parent' body, Community Housing Aotearoa. Overcoming current Government policy, funding and subsidy exclusions for councils, the Council in a facilitation role has loaned OCHT a total of \$55 million to build 215 new units and develop plans for a further 54.

Future directions for the provision of community housing will require central and local government partnerships and coordination, and partnerships with others especially runanga in the delivery of kainga nohoanga as an example of future best practice.

## Community housing in Ōtautahi Christchurch

Provider	No. units
Kainga Ora (March 2020)*	6,160
Christchurch City Council**	1,948
OCHT (owned)	498
Community Housing Providers***	647
<b>Total****</b>	<b>9,253</b>

\*Owned by, or leased to, Kainga Ora

\*\*1,936 units leased to OCHT

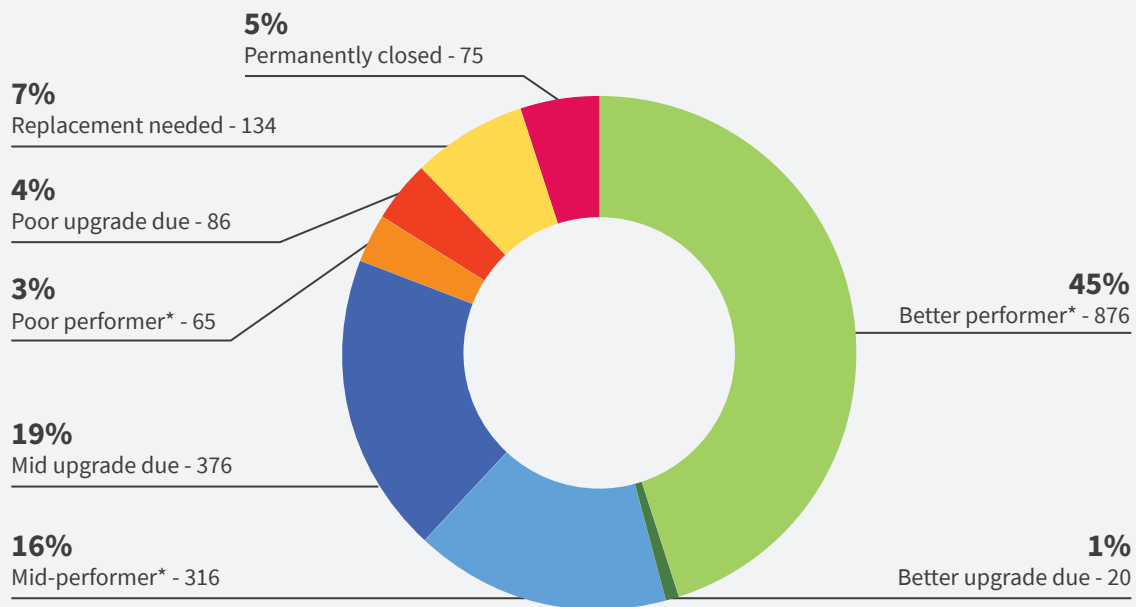
\*\*\*Owned or managed, excluding OCHT

\*\*\*\*18 per cent of rental housing in Christchurch (Census 2018)

# Restoring, rebuilding and renewing Council housing

There are 209 units of Council housing stock that are either closed (75) or are ageing (134) and no longer fit for purpose (Figure 1), and so need replacing. This is estimated to cost \$62.7 million.

## CCC stock condition (Figure 1)



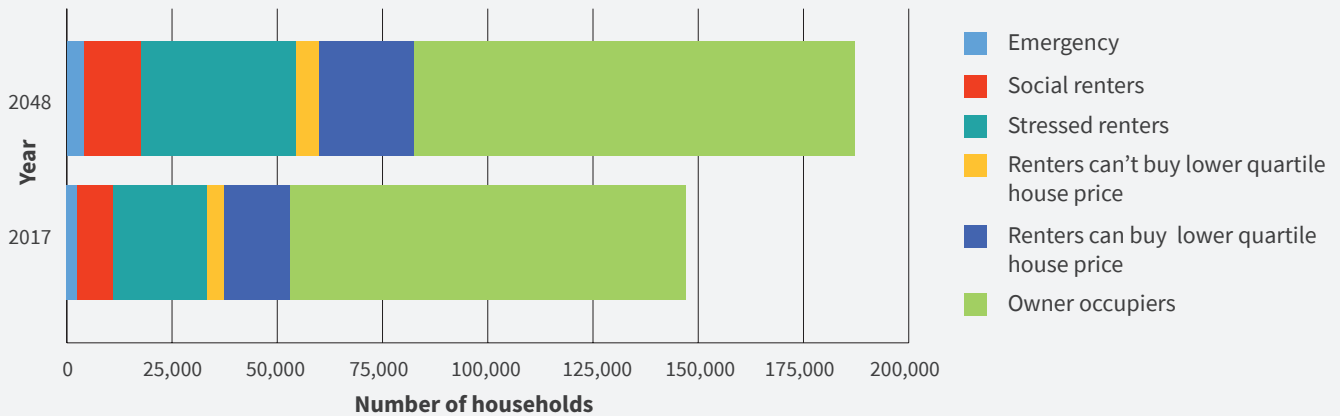
\*'Performer' is mostly about financial efficiency (i.e. income and expenditure).

A further 136 units will need to be added, at a cost of \$40.8 million (yet to be funded or financed, and subject to the Long Term Plan process), to restore the original pre-quake levels of Council stock (the Council has facilitated partial restoration of the number of units to pre-stock levels via loans to OCHT). This is an opportunity to move the Council's complexes to a broader community housing mix while keeping previous overall levels of social housing stock.

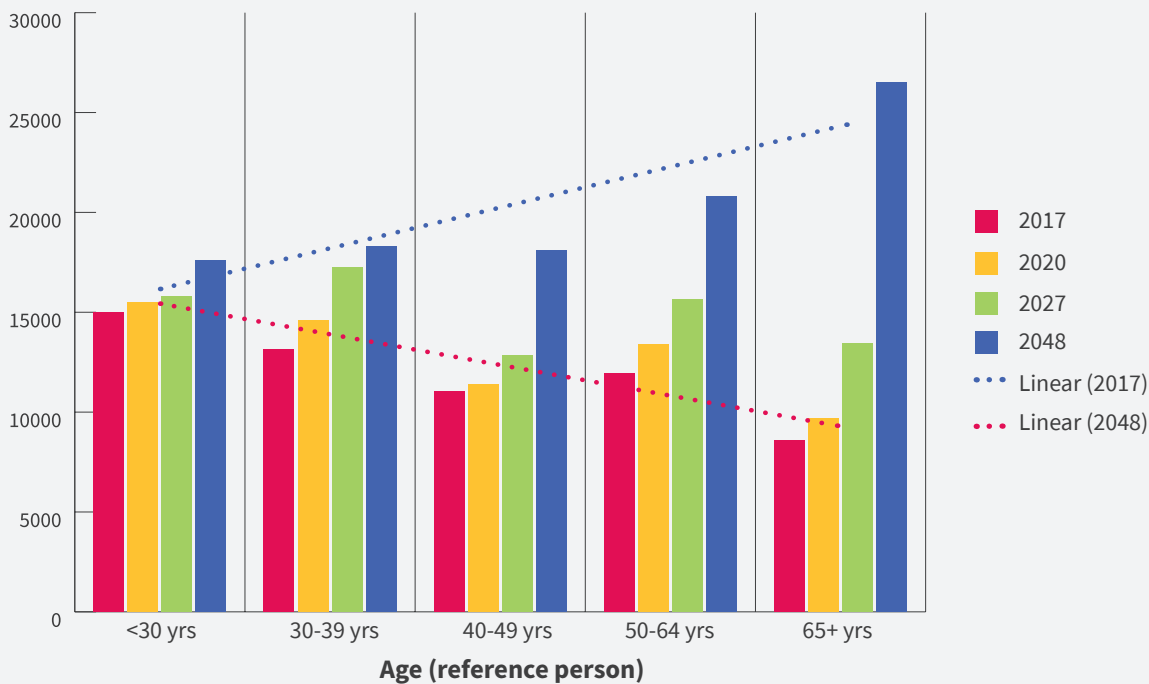
Further stock that is anticipated to be due for upgrading during the next Long-Term Plan period amounts to 482 units, at a cost of \$14.3 million, which is provisionally budgeted for pending further scoping of works (upgrades and renewals are budgeted, but replacements are not).

# Our city's expected future challenges

Christchurch housing continuum, numerical change 2017-2048 (Figure 2)



Renting households 2017-2048 (Figure 3)



Research carried out for the Greater Christchurch Settlement Pattern Update (Our Space) has forecast a 62 per cent increase over the period 2017 to 2048 in those people requiring social housing (Figure 2), with Māori and Pacifika being especially impacted. This is an additional demand for 200 to 230 extra social housing dwellings per annum between 2017 and 2048 if the current proportion of social housing is maintained, let alone increased.

This additional demand is especially a reflection of the projected increase in the number of older one-person and couple-only renting households aged 65 years and older. As noted in Figure 3, this is expected to change from the

smallest to the largest demographic group from 2017 to 2048.

Ideally, the location of such additional social housing would be in mixed-tenure communities close to major employment centres, transport routes and with access to a range of social services.

The Our Space research also points to there being 14,000 more households who are 'stressed renters' (i.e. paying over 30 per cent of their income in rent), reinforcing the need to take a broader community housing approach in providing secure, affordable housing, both rented and owned.



# Resourcing the future challenge

If the Council’s pre-quake stock levels are restored, it will own (or have facilitated) 20 per cent of all public housing in the city.

For the Council to maintain this overall share of public housing then, to help meet the forecast demand it will need to build (and lease either to a CHP, or to another entity if it became eligible for any Government funding or rent subsidies) 460 units of housing for the next 10 years. This is estimated to cost \$13.8 million per year, with funding yet to be sourced or accessed.

Over the long term, the maintenance and replacement of the Council’s stock can just be met if its ring-fenced Social Housing Fund is only used for operations, maintenance, renewals and upgrades.

## Our roles

The redevelopment of the Council’s stock and other urban growth or regeneration provide opportunities for community housing of a range of types and tenures. The Council will have a range of roles as a provider of community housing stock and as a supporter, enabler, advocate and leader for it. Co-ordinated, collaborative partnerships with Government, iwi, the community housing provider and development sectors will be key in creating funding and provision models for locally led community housing. The Greater Christchurch Partnership is a clear integration pathway to help give effect to the Strategy.

Stronger regulatory and financial policy settings are needed to address both current oversubscribed community housing supply and expected future need. These include both supply and demand-side funding at the local level, stronger planning and zoning requirements for affordable housing, overcoming growth barriers, and identifying pathways for building and retaining community housing as an enduring component of our communities.

Locally, it is the Council that has the community wide and long-term interest in the wellbeing of its people, including how they are housed. Any eligibility for Government supply and/or demand funding will broaden its ability to meet community housing supply and replacement issues.

The Council will need to strategically consider its ability and willingness to contribute resourcing and funding, directly or indirectly, for a range of community housing in the redevelopment of its stock. This includes a recognition of the wider social and economic benefits arising from community housing as a part of Ōtautahi Christchurch’s growth and regeneration in the Council’s decision-making.

To encourage and facilitate better mixed housing and tenure outcomes, examples would be affordable rental and home ownership such as leasing, rent-to-buy, or shared equity (the latter for which the Council has recently funded for modest-income households).



## Providing and retaining community housing

Public housing is being increasingly developed in a mixed-tenure way for a range of households. The Council should strive to achieve something similar in the replacement and redevelopment of its stock.

A greater range of tenures, such as leasing and co-operative models, are more likely to provide more integrated, secure housing outcomes for households where the gap between traditional social housing and even ownership models, such as shared equity, is too great.

Central to the best use of public resources for community housing is its long-term retention and perpetual provision, by and for the community for its ongoing benefit, including the public land element. As public housing is redeveloped

with an urban regeneration focus to provide for broader community housing opportunities, the loss of such land to market housing needs to be avoided if enduring affordable housing outcomes are to be achieved (Saville-Smith, 2015). Mixed tenure is more likely to be positive where it can maintain kinship and other social networks, which will be less likely if market housing is allowed to encroach into public housing areas at the expense of a greater range of tenure options.

## Mixed community housing in Ōtautahi Christchurch

In 2012 the Council sold 1.4 hectares of land at Goulding Avenue, Hornby, at below-market valuation to a consortium of community housing providers. They built 44 units of community housing across a range of tenures, including shared ownership, affordable rental, social rental, and a 12-room residential group home for seniors.

The Goulding Avenue development was seen as being a successful example of delivering a mixed-tenure model of social and affordable housing using publicly sourced land. The scheme was found to have created more value than any one party could have achieved on their own.

Requirements for a mix of housing types and tenures is recommended for future projects utilising public land, including clear policies on land sales and valuation for social benefit to provide clarity, and more streamlined development processes for community housing providers.

## Wider challenges: climate change, pandemics and resilience

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Climate change impacts will need to be addressed in the provision of community housing. For example, it is estimated that within about 100 years, and based on current projections and with no mitigation, about 6,800 households mainly in eastern parts of Christchurch could be affected by inundation during a one-in-one-hundred-year flood event.

Emerging lessons from the global Covid-19 pandemic point to overcrowding, unaffordable housing, and social and economic disparities as risk factors for pandemic spread.

Taking into account these existential threats, as well as housing-related social inequality stress, ongoing resilience will be delivered by developing more well-located mixed assisted housing types and tenures, improving the community ability to absorb future shocks or disruptions. Council has a clear leadership role in this area.

Community housing contributes towards community resilience by addressing housing-related social equity stress, as noted in the Resilient Greater Christchurch Plan. This establishes the foundation for a better life for people needing help accessing secure and affordable housing.

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# Community Housing Strategy Implementation plan

Vision - **Community housing as a foundation of housing and wellbeing in Ōtautahi Christchurch**

## Principles



Community housing is vital to the **wellbeing of people and their communities**



Community housing is **critical social infrastructure in Christchurch**



Community housing is **part of the city's fabric**



The Council has an **advocacy and leadership role** in community housing



**Collaborative partnerships** are key to successful community housing outcomes



Goal one

**Foundation: Community housing is a key infrastructure ingredient to community wellbeing**

Objectives	Actions	Measures	Timeframes
<b>Community housing provision is a key consideration in Council plans and policies</b>	• Social and economic sustainability is a key consideration in community housing provision and maintenance	• Evidencing how sustainability has been taken into account	Ongoing
	• Continue to include community housing as a key priority in climate change 'just transition' planning	• Identification of stock at risk from climate change impacts	Next three years
	• Future proof new developments with respect to climate change and other environmental and health hazards	• Evidence of how future proofing is taken into consideration	Ongoing
	• Identify minimum community housing requirements in housing developments	• Requirement levels identified	Next three years
	• Prioritise locating new community housing developments close to community hubs, transport and services	• Evidence of how such prioritising is taken into consideration	Ongoing

Continuing action

New action

Objectives	Actions	Measures	Timeframes
Identify and demonstrate the co-benefits of community housing	• Carry out a 'wellbeing' benefit-cost assessment	• Wellbeing Cost-Benefit assessment tool	Ongoing
	• Promote the benefits of community housing	• Documented tools and guidelines	Ongoing
	• Advocate for multi-tenure outcomes in housing regeneration	• Number of multi-tenure developments built or supported	Ongoing
Deliver community and tenant involvement in decision-making on housing redevelopments	• Ensure engagement with the community during housing redevelopments	• Number of groups/people involved during key project stages	Next three years



Goal two

**Community Integration: Community housing is part of a mixed housing, mixed-tenure approach in housing developments**

Objectives	Actions	Measures	Timeframes
Advocate for the requirement of community housing and affordable housing in housing developments	• Work with central government and LGNZ to develop affordable housing guidelines	• Our contribution to the development of affordable housing guidelines and/or planning proposals	Next three years
	• Work with other forums in the housing sector	• Our contribution to the development of affordable housing guidelines and/or planning proposals	Next three years
Encourage and incentivise a range of tenure and housing models by the community housing and private sectors	• Identify and determine support for successful and emergent models such as community land trusts	• Mixed housing/mixed tenure occurring in redevelopments	Next 12 months
	• Incentivise the community housing and private sectors	• Incentives developed	Next three years
	• Identify patient capital opportunities	• Number of proposals investigated	Next three years
	• Ensure the utilisation of Council land and resources supports and retains a range of community housing	• Method of how housing is retained long term	Ongoing

Continuing action

New action





Goal three

**Capacity: Support Council and community housing provider capacity to deliver community housing**

Objectives	Actions	Measures	Timeframes
A sound understanding of community housing need at the local level	<ul style="list-style-type: none"> <li>In co-ordination with others, take a lead role in identifying and monitoring a sound evidential base of current and future community housing need</li> </ul>	<ul style="list-style-type: none"> <li>Evidence from primary and secondary sources</li> </ul>	Ongoing
	<ul style="list-style-type: none"> <li>Understand and report on current provision</li> </ul>	<ul style="list-style-type: none"> <li>Accessible, up to date data on provision and plans of the local CHP Network</li> </ul>	Ongoing
Restore the amount of Council's housing stock to its pre-quake level	<ul style="list-style-type: none"> <li>Sustainably fund and/or support new Council and/or CHP units</li> </ul>	<ul style="list-style-type: none"> <li>Number of CCC units replaced</li> <li>Number of CCC assisted CHP units</li> </ul>	Ongoing
Promote delivery models for the provision of community housing at scale	<ul style="list-style-type: none"> <li>Investigate local authority options such as CCO models</li> </ul>	<ul style="list-style-type: none"> <li>Number of options promoted</li> </ul>	Next three years
	<ul style="list-style-type: none"> <li>Develop capital models that support CHPs</li> </ul>	<ul style="list-style-type: none"> <li>Capital models developed</li> </ul>	Next three years
	<ul style="list-style-type: none"> <li>Identify and evaluate funding and financing options to support the increased supply of community housing to meet current and expected demand</li> </ul>	<ul style="list-style-type: none"> <li>Funding options developed</li> </ul>	Next two years
Actively support community housing providers through a range of development models	<ul style="list-style-type: none"> <li>Identify partnerships and models that support delivery of community housing</li> </ul>	<ul style="list-style-type: none"> <li>Number of models developed and supported</li> </ul>	Ongoing
Advocate for reducing and streamlining planning requirements for community housing	<ul style="list-style-type: none"> <li>Identify consenting guidelines and checklists that encourage community housing</li> </ul>	<ul style="list-style-type: none"> <li>Guidelines developed</li> </ul>	Next 12 months
	<ul style="list-style-type: none"> <li>Apply wrap-around consenting and compliance services that minimise building timeframes</li> </ul>	<ul style="list-style-type: none"> <li>Services developed</li> </ul>	Next 12 months
	<ul style="list-style-type: none"> <li>Develop fast-track processes to progress community housing consents to 'shovel ready' status</li> </ul>	<ul style="list-style-type: none"> <li>Processes developed</li> </ul>	Next 12 months

Continuing action

New action



Goal four

**Provision: Community housing is provided in Christchurch that meets the human-rights-based ‘housing adequacy’ threshold**

Objectives	Actions	Measures	Timeframes
Promote good urban design of community housing including universal design principles that recognise physical accessibility, mobility and independence	<ul style="list-style-type: none"> <li>Lead the ongoing development of best practice standards, e.g. accessible ready housing such as Lifemark</li> </ul>	<ul style="list-style-type: none"> <li>Number of leading practice units built e.g. incorporating Lifemark principles</li> </ul>	Ongoing
Housing Adequacy is a key consideration in investing in Council’s housing	<ul style="list-style-type: none"> <li>Carry out asset management planning to ensure prudent investment contributes to meeting housing adequacy</li> </ul>	<ul style="list-style-type: none"> <li>Stock numbers cost-effectively upgraded and/or replaced</li> </ul>	Ongoing
Lead by good practice example the development of warm, dry and safe housing	<ul style="list-style-type: none"> <li>Taking opportunities to support, advocate, and lobby for improved quality of community housing</li> </ul>	<ul style="list-style-type: none"> <li>Number of opportunities taken</li> </ul>	Ongoing
	<ul style="list-style-type: none"> <li>Take a leading role in wider policy changes and legislative change where there are community and sector-wide benefits</li> </ul>	<ul style="list-style-type: none"> <li>Number of submissions/ inputs into legislative change</li> </ul>	Ongoing
	<ul style="list-style-type: none"> <li>Delivering warm, dry and safe housing</li> </ul>	<ul style="list-style-type: none"> <li>All our units are warm and dry, e.g. meets or exceeds the Healthy Homes Guarantees Act</li> </ul>	Ongoing
Research and identify specialised housing for specific demographic groups	<ul style="list-style-type: none"> <li>Work with the community housing sector to promote specialised housing models</li> </ul>	<ul style="list-style-type: none"> <li>Number of specialised models promoted</li> </ul>	Next three years

Continuing action

New action



Goal five

**Prevention: Preventative action to ensure secure, stable tenancies which build community connections and wellbeing**

Objectives	Actions	Measures	Timeframes
Support the provision of a range of models for more immediate access to emergency and transitional housing	<ul style="list-style-type: none"> <li>Work with the community sector to identify and support related housing models</li> </ul>	<ul style="list-style-type: none"> <li>Number of models identified and supported</li> </ul>	Next three years
Support people to foster secure tenancies and maintain sustainable communities	<ul style="list-style-type: none"> <li>Identify best practice to support people to live in their communities across a range of tenures</li> </ul>	<ul style="list-style-type: none"> <li>Documenting best practice</li> </ul>	Ongoing
	<ul style="list-style-type: none"> <li>Identify opportunities for people to articulate their housing and location preferences</li> </ul>	<ul style="list-style-type: none"> <li>People are engaged and participate in consultation processes</li> </ul>	Next three years
	<ul style="list-style-type: none"> <li>Develop the Council's position on tenure security for urban regeneration and redevelopment projects</li> </ul>	<ul style="list-style-type: none"> <li>Articulation and documentation of Council's position</li> </ul>	Next two years
Advocate for housing need which is not always addressed by community housing policy settings	<ul style="list-style-type: none"> <li>Identify the extent of community housing need that does not fit within current policy settings</li> </ul>	<ul style="list-style-type: none"> <li>Dialogue with government, CHPs, and housing advocates</li> </ul>	Next three years
Ensure that income based affordable rental guidelines are applied in Council owned or leased housing	<ul style="list-style-type: none"> <li>Establish and monitor affordable rental guidelines in alignment with Government policies</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of policy alignment</li> </ul>	Next two years

Continuing action

New action

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