

Central City Residential Programme (Project 8011)

Reference: 18/752636

Presenter(s): John Scallan, Senior Planner (Urban Regeneration)

1. Purpose and Origin of Report

- 1.1 The purpose of this report is for the Strategic Capability Committee to be updated on:
 - 1.1.1 The development of the ten year Central City Residential Programme (the Programme), which may also be identified by the short-hand title “Project 8011”, and
 - 1.1.2 The work plan for the first three years of the Programme.
- 1.2 The origin of this report follows the Council Resolution CNCL/2017/00368 of 20 December 2017, arising from the report of the Development Forum 29 November 2017. This report specifically addresses numbers 1 and 2 of Resolution CNCL/2017/00368:
 1. *Notes that a Central City Residential Programme is currently in development and is intended to accelerate delivery of Central City residential development.*
 2. *Strongly endorses the emerging aims of the Central City Residential Programme which focuses on:*
 - a. *Identifying the barriers to residential development and recommending interventions and tools to support housing delivery in the Central City.*
 - b. *Encouraging new and more diverse housing models.*
 - c. *Enhancing the Central City living experience, including improving the standard of street maintenance.*
 - d. *Coordinating marketing of the Central City as a place to live.*
 - e. *Site specific and neighbourhood scale enabling of Central City housing.*

2. Staff Recommendations

That the Strategic Capability Committee:

1. [Receives the Central City Residential Programme \(Project 8011\) report, overview and details of first three year work plan for the Programme.](#)

3. Key Points

- 3.1 The Christchurch Central City Residential Programme (the Programme) is a key action of the Council’s strategic priority: *Maximising opportunities to develop a vibrant, prosperous and sustainable 21st Century City*. It is one of the tools by which the Council will achieve the Liveable city Community Outcome: *Vibrant and thriving Central City*. It will also likely be a key aspect of the developing city action plan resulting from Regenerate Christchurch’s review of central city progress. Detail of the Programme’s strategic position, aspiration, goals and outcomes are set out in **Attachment A**.
- 3.2 The Central City has already attracted significant post-earthquake investment (especially commercial, office, retail, and civic facilities), confirming its importance to the region and country. The overall objective of the Programme is to now increase the number of people living in the Central City, taking advantage of this existing investment, and leading the city with a confident response into a new era of development.
- 3.3 The aspiration for the Programme is to increase the residential population of the Central City from 6,000 in 2018 to 20,000 people in 2028.

- 3.4 The Programme is a long term commitment to achieve six overall goals:
 - 3.4.1 **More people.** More people choose to live within the Central City.
 - 3.4.2 **Housing choice.** There is housing choice that meets the diverse needs of a wide range of households.
 - 3.4.3 **Liveable neighbourhoods.** Central City neighbourhoods are rated highly liveable by their residents.
 - 3.4.4 **Encourage delivery.** The risks of development are reduced, feasibility is improved.
 - 3.4.5 **Support delivery.** Effective support and advice is provided to and used by Central City housing developers.
 - 3.4.6 **Accelerate delivery.** Delivery of Central City housing is accelerated and sustained.
- 3.5 Priority actions have been identified for the first three years of the Programme. These actions will put in place the processes, tools and mechanisms to increase and sustain housing delivery for the full ten years of the Programme, and will also identify the early, high-potential opportunities to increase housing delivery.
- 3.6 The geographical focus for the Programme shall be the Central City as defined in the Christchurch District Plan — the area contained within Bealey, Fitzgerald, Moorhouse, Deans and Harper Avenues. However, the wider context and connections will be considered and addressed where important to do so.

4. Discussion

Goals

- 4.1 The six goals address both the demand for and supply of housing in the Central City.
- 4.2 For demand, the focus will be on encouraging more people to consider the Central City as a place to not only visit, but also to live. Demand will increase by ensuring that there are the right type of housing options available and that facilities and amenity on offer in the Central City provide an attractive living environment. It will also be about building neighbourhood identity and addressing some of the concerns around higher density living.
- 4.3 For supply, the focus will be on making Central City housing development more attractive through identifying process improvements, offering advice and support, through the provision of incentives, and by exploring ways to reduce risk and deliver comprehensive development. There will also be an emphasis on supporting alternative approaches to development that can help to provide housing across a range of typologies and tenures to meet a range of housing needs across a range of price points.
- 4.4 The relationship of the goals to the Programme aspiration, and to the work programme are set out in Attachment A.

Implementation and resourcing

- 4.5 The implementation of the Programme's first three years will be led by Council and resourcing is currently being confirmed. However, there is a strong emphasis on partnership with other agencies to help deliver the Programme.

Monitoring

- 4.6 Monitoring of progress with the Programme will have both quantitative and qualitative components. Progress towards the aspirational total population will be measured through population estimates and building consent data. Surveys and other monitoring methods will

measure qualitative improvements (e.g. the perceptions of the Central City living environment). Progress will be reported with reference to a number of Key Performance Indicators, to be developed as an early priority for the Programme.

Governance and reporting

- 4.7 Management oversight of the Programme will be through the existing arrangements of the Regeneration Steering Group, with elected member progress reporting (at the current juncture) via the biannual Central City report to the Innovation and Sustainable Development Committee. There will also be an interface with broader cross-agency and reporting processes for various Central City actions. In addition, progress with Key Performance Indicators will be informally reported as part of a central repository of information for the Programme.

Attachments

No.	Title	Page
A	The Christchurch Central City Residential Programme (Project 8011). An Overview.	

Signatories

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Approved By	Carolyn Ingles - Head of Urban Regeneration, Design and Heritage Brendan Anstiss - General Manager Strategy and Transformation

Project 8011: The Christchurch Central City Residential Programme An Overview

Kaupapa Rautaki/A Strategic Priority

People, are the key ingredient missing from our recovering Central City.

The Christchurch Central City Residential Programme (the Programme) is a key action of the Council's strategic priority: *Maximising opportunities to develop a vibrant, prosperous and sustainable 21st Century City*. It is one of the tools by which the Council will achieve the Liveable city Community Outcome: *Vibrant and thriving Central City*. The Central City has already attracted significant post-earthquake investment, confirming its importance to the region and country. The overall objective of the Programme is to increase the number of people living in the Central City, taking advantage of this investment and leading the city with a confident response into a new era of development.

It is a ten year Programme that will provide opportunity, with cross agency collaboration and in partnership, to undertake a wide range of interrelated actions that will increase the demand for Central City living and unlock housing supply to meet this demand.

The Programme actions are focused on working with partners, developers, landowners and other interests to build consensus that will consider the feasibility of development, improve the potential of local areas for housing, and align developers with buyers to lower development risk.

The Programme is dependent on the success of both public and private investment, including investment that creates jobs and services, as well as facilities and attractions. As such, a step change beyond what has been done previously is required.

Takenga/Programme Origins

There has been a growing appreciation within Council, regeneration agencies and in the wider development community that while commercial recovery in the Central City has been moderate, sustaining the recovery and future growth as a whole requires greater and more active effort to get more people living in the Central City. This has to be done by increasing demand, and matching this demand with supply, which has led to the development of the Programme.

Ngā Awhero/Programme Aspiration — Project 8011

The overall aspiration of the Programme is to achieve, or to put in place the conditions necessary to achieve, in excess of 8000 households, or more than 20,000 people, living in the Central City within ten years. To achieve this aspiration will require a significant increase in the rate of home building in the Central City.

To encourage and accelerate housing delivery in the Central City the ten year programme intends to:

- Unlock housing supply.
- Build momentum in the market and increase demand for Central City living.
- Align with existing and proposed strategies, programme influences and funding.
- Be sustained over the next decade with partner leadership and support.
- Provide a platform for cross agency/partner collaboration and decision making, and an integrated action plan.
- Monitor and clearly report on progress.

The Programme's alternative Title: *Project 8011*, is both a geographical identifier (being a Central City postcode) and is also approximately the number of homes that will be needed for 20,000 people.

Whāinga/Programme Goals

Six Programme goals are the building blocks for the Programme aspiration. The goals are interrelated, overlap and support each other. Considered broadly, goals one to three focus on demand, and goals four to six focus on supply.

1. More people. More people choose to live within the Central City.
2. Housing choice. There is housing choice that meets the diverse needs of a wide range of households.
3. Liveable neighbourhoods. Central City neighbourhoods has rated highly liveable by their residents.
4. Encourage delivery. The risks of development are reduced, feasibility is improved.
5. Support delivery. Effective support and advice is provided to and used by Central City housing developers.
6. Accelerate delivery. Delivery of Central City housing is Accelerated and sustained.

The Challenge

Pre-earthquake the Central City resident population was approximately 8,000. In the immediate aftermath of the earthquakes the number of residents fell below 5,000. The availability and choice of homes was significantly reduced, in particular the choice of affordable homes.

The post-earthquake period has seen the rebuilding of many new office and commercial buildings, with a steady recovery in the Central City workforce and the number of visitors. However, while there has been some recovery in the Central City resident population, housing have not been delivered at the quantity or pace anticipated. Should the current rate of housing development and population growth continue, a population of 20,000 people is unlikely to be achieved within thirty years. To improve this outlook, the pace of development of housing in the Central City needs to more than triple from the current rate.

Gathering Momentum - Programme Years 1-3

A detailed work programme for the first three years identifies the activities that Council will lead. These activities are grouped into Project Areas. Broadly, the focus for the first three years of work will be on:

- Better utilising existing Council and partner resources, including staff expertise and landholdings.
- Working on achieving tangible short term development outcomes with partners, landowners, developers and other interests.
- Building demand for housing and supporting the delivery of housing to meet diverse needs.
- Investigation of development feasibility and land supply, with an aim of building a pipeline of development opportunities for the full ten year Programme.
- Improving the investment potential and desirability of Central City neighbourhoods.

Programme Priority Actions

The first three years of projects and activities are:

Project Area	Project Code	Project Focus
Evidence base	A1	Develop Evidence (research) Base/Christchurch Development Wiki
Supporting the Central City offer	B1	Prioritise Public Realm Maintenance & Upkeep
	B2	Funding Opportunities and Incentives
	B3	Provide a Residential Service
	B4	Market the Central City
Bringing diversity and innovation to housing delivery	C1	Support Alternative Housing approaches and Projects
Growing the pipeline of residential development sites	D1	Identify Site Development Opportunities
	D2	Undertake Site Investigation, Evaluation and Feasibility
Improving the investment proposition of neighbourhoods	E1	Neighbourhood level planning and engagement

Appendix 1 shows the relationship between the Programme Aspiration, Programme Goals, the outcomes that will be sought to meet those goals, and how each project will work towards these.

Appendix 2 provides further detail of each of the first three year projects.

A Ten Year Programme

The Programme structure will be fluid; individual actions or projects may be brought forward in order to take advantage of new opportunities or new actions may be identified. The first three years have a focus on Council-led actions, however new actions and Projects can be suggested, initiated and led by partners in the Programme.

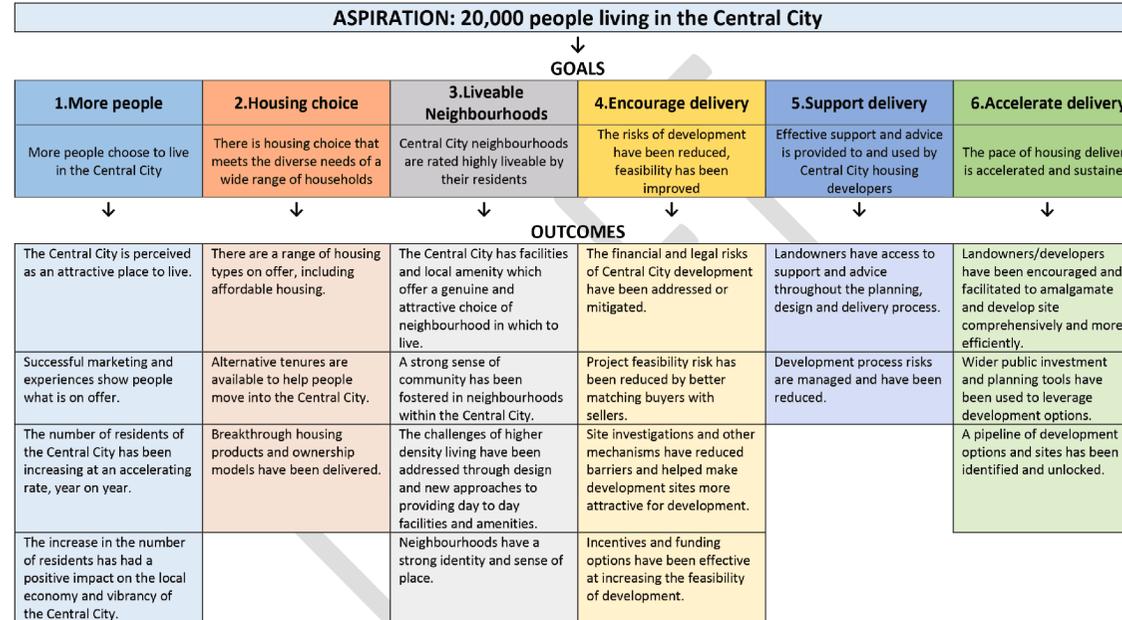
Timeframes for commencement of future projects are dependent on alignment with available resources (both in Council and other organisations) and confirmation of priority areas as the Programme moves forward.

Arotahi Matawhenua/Geographical Focus

The Programme shall be for the Central City as defined in the Christchurch District Plan. Specifically, this is the area contained within Bealey, Fitzgerald, Moorhouse, Deans and Harper Avenues. With Hagley Park excluded, the western boundary to the Programme's geographical focus area is effectively Park Terrace/Rolleston Avenue and Hagley Avenue.

The actions and tools that will form part of the Programme are directed towards the Central City. It is anticipated that the approaches, processes and services established as part of this Programme may be adopted and applied elsewhere in the city to increase housing supply more widely. This would be a separate future programme of work.

Appendix 1: Relationship between Programme Aspiration, Goals, Outcomes and First Three Year Projects



PROJECT WORK PROGRAMME					GOAL ASSOCIATION						
Project Area	Code	Project Focus	Timeframe (Year)			Directly supports goal Contributes to goal					
			1	2	3	1	2	3	4	5	6
			More people Housing choice Liveable Neighbourhoods Encourage delivery Support delivery Accelerate delivery								
Evidence base	A1	Develop Evidence (research) Base/Christchurch Development Wiki				C	C	C	C	C	C
Supporting the Central City offer	B1	Prioritise Public Realm Maintenance & Upkeep				D		C			D
	B2	Funding Opportunities and Incentives				C	D		D	D	C
	B3	Provide a Residential Service					D		D	D	C
	B4	Market the Central City				D		C			D
Bringing diversity and innovation to housing delivery	C1	Support Alternative Housing approaches and Projects				C	D	C	D	D	C
Growing the pipeline of residential development sites	D1	Identify Site Development Opportunities					D	C	D	C	D
	D2	Undertake Site Investigation, Evaluation and Feasibility					C		D	D	D
Improving the investment proposition of neighbourhoods	E1	Neighbourhood Level Planning & Engagement				C	C	D	D	C	D

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Appendix 2: Projects: Years 1 to 3 detail.

Project Area A: Developing the Evidence base

A Central City evidence base, information and research source – the Christchurch Development Wiki – is to be established in Year 1. This is of importance not only to the Programme timeframes, but over the longer term.

A1. CHRISTCHURCH DEVELOPMENT WIKI	
Description	The Christchurch Development Wiki, an online portal, will provide a central information store; a repository for statistics, research and guidance, with an associated compendium for easy access and use.
Stakeholders	Christchurch City Council, developers, prospective purchasers, development consultants, community.
Deliverables	An online portal.

Project Area B: Supporting the Central City offer

This group of activities is aimed at providing the environment, support and services needed to establish a sound business case for developing in the Central City.

B1. PRIORITISE PUBLIC REALM MAINTENANCE AND UPKEEP	
Description	A monitoring and review programme of the management and delivery of Central City contracts to best allocate resources and prioritise improvements, including to contract delivery and infrastructure improvements.
Stakeholders	Existing and potential residents, commercial operators, developers, Christchurch City Council units and contractors.
Deliverables	Regular monitoring, evaluation and reporting programme. Briefs of work for identified enhancement opportunities.

B2. FUNDING: OPPORTUNITIES AND INCENTIVES	
Description	Identify a range of investment, incentive and funding options to support development. This will include a review of existing Christchurch City Council delivered funding and incentives schemes. In addition, there will be an evaluation of a range of alternative incentives and funding options to: identify policy approaches; advocate approach to government for alternative funding mechanisms; work with financial institutions to develop new funding products; and develop options to de-risk philanthropic or not-for-profit housing investment. There will be a particular focus on assisting new and alternative development approaches which may make use of, for example: Patient capital, low equity loans, development contributions rebates and Superfund investment.
Stakeholders	Developers and prospective developers, residents and future residents, government and 3 rd sector housing providers, Christchurch City Council.
Deliverables	Incentives and funding options; feasibility and research report. Trial schemes.

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	Policy development for ongoing provision. Funding opportunities are put in place. Alternative investment mechanisms are available.
Example	Viva Project, potentially located on a Christchurch City Council site (an example of using patient capital), backed by a potential Government funded low equity loan.

B3. PROVIDE A CENTRAL CITY RESIDENTIAL DEVELOPMENT SERVICE

Description	Provide a Central City focused development support and advice service for land owners, prospective land owners and developers. The service will provide information, advice and support on housing development in the Central City — offering a tailored approach to suit customer needs, including early opportunities and concept advice (the what and where of development opportunities), pre-application advice (how to get development off the ground) and on-going support through the development processes, formal consenting or otherwise. Advice will be available on potential project resource requirements, development and financial approaches or strategies, and the planning process in general. This project shall include an analysis of current design / consenting services and arrangements to seek better alignment with the Programme objectives.
Key stakeholders	Christchurch City Council consenting services, developers, investors, development consultants.
Deliverables	Audit report of existing services and recommended options for an extended service. Service established.
Example	Auckland Housing Project Office, Christchurch City Council's Rebuild Central service (pre-application focused) and <i>Partnerships Approvals Service</i> (consent process focused).

B4. MARKET THE CENTRAL CITY

Description	Work collaboratively with marketing and promotions partners to ensure the consistent marketing of the Central City as a destination to play, stay and live. The first of these, <i>Explore Christchurch</i> , is underway.
Key stakeholders	Developers, regeneration partners, Central City businesses.
Deliverables	Marketing strategy and action plan. Monitoring and response reporting.
Example	<i>Absolutely Positively Wellington</i>

Project Area C: Bringing Diversity and Innovation to Housing Delivery

This group of activities supports diversification in the housing market. Diversity in this context means:

- Diversity in delivery mechanisms — explore and help to share knowledge about innovative approaches to housing delivery including construction, financing and ownership models. The intention is that the Programme supports these development projects (without distorting the commercial model) and then shares the learning and fundamental development economics of these approaches.
- Diversity of tenure – helping to broaden the spectrum of ways in which people own or access housing through a variety of tenures, for example: shared equity, leasehold, co-living and communal housing. While there is no expectation that these models will provide the majority of Central City housing stock,

- there is currently an imbalance between the cost of homes provided using a more traditional building approaches and some potential significant areas of demand for housing.
- Diversity of type and size of homes (different housing types: townhouses, apartments, studios and supported accommodation) will help to ensure that the needs of different groups can be accommodated and the widest range of demand is met.
 - As opportunities are identified or presented, the Programme provides for a more proactive approach in supporting proposals, ranging from specific technical guidance and consenting support (and discretionary incentives), through to joint ventures involving public land or partnering with housing providers.

C1. SUPPORT ALTERNATIVE HOUSING INITIATIVES AND PROJECTS

Description	The promotion and delivery of alternative development and housing tenure models, including: <ul style="list-style-type: none"> - Working with other agencies to prepare a range of information and advice. - Understanding the capacity of potential partners for different tenure/ownership models (financial, human, and political), including models to provide security of tenure. - Map potential projects to scope what support would be most appropriate. - Provide an advisory and coordinator role to help curate and support delivery of these types of homes in partnership with developers (public or private). - Information provided to Christchurch Development Wiki.
Key stakeholders	Community Housing Aotearoa, New Zealand Housing Foundation, Otautahi Community Housing Trust, charitable sector and social enterprise providers, developers, financial institutions, residents and potential residents.
Deliverables	Information and advice package Criteria established for project support Projects identified and initiated Funding opportunities identified and available
Example	<i>Nightingale Village</i> with Moreland City Council, Australia

Project Area D: Growing a Pipeline of Residential Development Sites

This group of activities lies at the heart of the Programme. Without sustained growth in the number of sites coming forward for development, the current rate of delivery of Central City housing will remain static.

Projects under this grouping concern the identification of sites, understanding their potential and subsequent processes of dialogue and partnership building, to help bring them to market.

Results and learnings of the projects and initiatives from Project C1 will also need to be applied to this work. Incentives or other work to de-risk sites can encourage interest from landowners and developers. Individual sites will have their own specific challenges; grouping and progressing tranches of sites will reflect their immediate market readiness. Decisions will also need to be informed by the area-wide neighbourhood building activities considered in Project E1.

D1. IDENTIFY SITE DEVELOPMENT OPPORTUNITIES

Description	Land use activities and development opportunities are identified and reported using annual site surveys.
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	An overall picture of land supply / development opportunities for future years of the Programme emerges.
Timeframe	A continuation and advancement of work that commenced in 2016 – surveys will be completed every 12 months.
Stakeholders	Developers, community, housing providers.
Deliverables	Data and mapping of development sites and opportunities. Visualisations of trends in land use change. Reporting of annual survey results.
Example	Existing biannual survey.

D2. SITE INVESTIGATION, EVALUATION AND FEASIBILITY

Description	Investigations and development modelling activities aimed at understanding the potential of development sites across the Central City. This action will act on the findings on Project D1, with consideration of how the outputs of Project B2 may be appropriately applied to encourage development. This will be primarily a desktop based assessment process using existing knowledge and data, supplemented by targeted investigation as required.
Stakeholders	Developers, land holders, regeneration partner organisations.
Deliverables	Site evaluations, site packages with accompanying delivery plans.
Example	<i>Christchurch City Council social housing programme:</i> Work included the identification of priority sites, typology feasibility analysis, context analysis and planning framework. This information was prepared in advance to assist developers in preparing tenders for projects. Fletcher Living, Colombo Street – Housing Accord site.

Project Area 5: Improving the Investment Proposition

The focus for this project area is to target the right tools to the right place. The first step will be to understand the qualities of the existing Central City neighbourhoods. Then, through a variety of mechanisms and approaches, the next step will be to deliver the amenity, infrastructure and social support to increase liveability, increase demand and ultimately make neighbourhoods a better development proposition.

E1. NEIGHBOURHOOD LEVEL PLANNING & ENGAGEMENT

Description	Area wide investigation, cataloguing and mapping to identify neighbourhoods within the Central City suitable for place based development evaluation and analysis, community engagement and neighbourhood-based planning. Design-led master planning of neighbourhood development and enhancement. Planning and engagement will consider and lock-in mechanisms, including regenerations plans, to enable the land purchase, infrastructure or public realm improvements that will support comprehensive and coordinated housing development. The focus will be on encouraging the use of land for good quality medium to high density housing within attractive neighbourhood environments.
Stakeholders	Communities, developers, landowners.
Deliverables	Neighbourhood evaluation and prioritisation report(s). Tranche 1 draft neighbourhood plans complete.
Example	<i>Christchurch Central City South Master Plan</i>

Memos

Christchurch
City Council 

Memorandum

Date: 28 August 2018
From: Development Forum
To: Christchurch City Council
Cc:
Subject: Development Forum - 27 August 2018
Reference: 18/896937

1. Purpose of this Memo

- 1.1 On 22 August 2018 the Strategic Capability Committee considered a report on the Central City Residential Programme (Project 8011) and made a series of recommendations to the Council. The Committee also passed the following resolution requesting the Development Forum's consideration of the matter:
Refer these resolutions and the paper to the Development Forum so that they can add their proposed programme for the year together with a proposal to review the Development Forum make up, terms of reference, scope and focus to ensure alignment with the Council priorities and those of the development community, central city residents associations and central city business associations (including the Canterbury Employers Chamber of Commerce).
- 1.2 The Development Forum considered the report and the Strategic Capability's recommendations on 27 August 2018.
- 1.3 The Development Forum put forward alternative recommendations for the Council to consider. The Forum's full recommendations are copied in section 2. below.
- 1.4 The differences between the Strategic Capability Committee's recommendations and the Development Forum's recommendations are as follows:
 - 1.4.1 Clause 5. of the Strategic Capability Committee's recommendations was removed.
 - 1.4.2 In its place, the Forum added clauses 6. and 7. as set out below, which incorporate Development Christchurch Limited into the reporting and widen the scope of potential incentives and disincentives so the report does not focus solely on financial instruments.

2. Development Forum Recommendations

That the Council:

1. Receives the Central City Residential Programme (Project 8011) report, overview and details of first three year work plan for the Programme.
2. Notes that increasing residential activity in the central city is a current strategic priority and has been a consistent priority for the City and Greater Christchurch for many years, as reflected in the 2007 Greater Christchurch Urban Development Strategy.
3. Notes that the importance of a prosperous and vibrant central city to the success of the sub-region has been recognised by the Greater Christchurch Partnership Committee (GCPC) and Chief Executives Advisory Group (CEAG) and is a priority for the Future Development Strategy currently being prepared by the Partnership.
4. Requests that the Chief Executive proceed to provide a central city residential development service as soon as possible, the details of which are to be developed in collaboration with the range of central city stakeholders.

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5. Request further information on the promotion and delivery of alternative development and housing tenure models.
6. Requests Development Christchurch Limited (DCL) and the Chief Executive to report back and provide advice to the Development Forum within 3 months on a range of tools, incentives and disincentives for landbanking/undeveloped land, giving timeframes for each action, to fast track residential development and the regeneration of the Central City to assist in achieving the goal of 20,000 people living within the Central City by 2028.
7. Requests the Chief Executive to advise on the monitoring and review programme on the public realm maintenance and upkeep contracts.

3. Terms of Reference

- 3.1 The Development Forum also discussed potential updates to its terms of reference.
- 3.2 The amendments that the Development Forum proposed are:
 - 3.2.1 Removing the Forum's responsibility for considering development in suburban centres, allowing the Forum to focus on the Central City.
 - 3.2.2 Amending the reporting line so that the Forum reports directly to the Council.
 - 3.2.3 Widening the Forum's membership, including additional Councillors and Central City Residents Associations.
- 3.3 The Forum also discussed the importance of identifying the appropriate bodies to support development of suburban centres, most likely to be local Community Boards.
- 3.4 Amended Terms of Reference will be provided to the Council for approval in a separate report.

Attachments

There are no attachments to this report.

Signatories

Author	Aidan Kimberley - Committee and Hearings Advisor
Approved By	Leonie Rae - General Manager Consenting and Compliance