



Ministry of Business,
Innovation & Employment

Evaluation of the Canterbury Temporary Villages

June 2013



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Executive summary

In 2010 and early 2011 two major earthquakes hit the greater Christchurch area causing widespread damage. The first earthquake was magnitude 7.1 and struck at a depth of 10km near Darfield on 4 September 2010. The second was magnitude 6.3 and struck at a depth of 5km, 10km south-east of the Christchurch CBD, on 22 February 2011. One of the Government's responses was to set up a temporary accommodation service. To support this, the Government also developed some temporary accommodation villages for displaced residents, located in the worst-affected areas.

In late 2012 the Ministry of Business, Innovation and Employment (MBIE) undertook an evaluation of the temporary village initiative. The focus of the evaluation was on the relevance and effectiveness of the villages from the perspective of tenants and key stakeholders (staff from MBIE, the Ministry of Social Development (MSD), Inland Revenue (IRD), and the property management company Darroch). Administrative data held by the Canterbury Earthquake Temporary Accommodation Services (CETAS) was also reviewed and analysed.

To date, the temporary villages have provided a relevant and effective service to displaced Canterbury residents with property damage resulting from the 2010 and 2011 earthquakes. Village residents interviewed have appreciated the villages for what they are: temporary accommodation while their homes are being repaired or rebuilt. Almost all tenants regard the accommodation as 'more than adequate', and the rent as 'fair'. Property management issues are quickly and efficiently dealt with; there is flexibility around end dates that gives tenants peace of mind if their repairs are delayed. The non-property management services have been useful for tenants and providers alike.

Key stakeholders report that repair work coming up is increasingly larger repairs that will take longer to complete. There is a shortage of private sector rental accommodation and providers report that as these repairs get underway from 2013 there will continue to be demand for temporary accommodation for longer periods of time.

This report presents key learnings about the development and operation of the temporary village initiative established in response to the Christchurch earthquakes.

These evaluation findings provide an opportunity to reflect on the relevance and efficiency of the villages to date, and to consider the future of the villages. Table A (over page) provides a snapshot of the evaluative conclusions, based on criteria developed at the scoping phase of the evaluation (see Appendix 4 for more information).

The report is structured as follows.

- Part 1 outlines establishment of the temporary villages.
- Part 2 presents the evaluation findings.
- Part 3 discusses the challenges ahead for the temporary villages and conclusions.
- The Glossary and Appendices 1-5 contain supporting information, with the methodology set out in Appendix 4.

Table A: ratings summary

Criteria	Rating	Description
Eligibility	Excellent	100% of tenants were affected by Earthquake.
Rent	Good	Rent is close to private market rates, but a little cheaper. Tenants report units to be 'good value'.
Property management	Excellent	Systems and processes established by the property management are highly effective.
Living in the village: Tenants access to village of choice	Excellent	Almost all tenants were able to go to their village of first choice.
Living in the village: Transition in and out of units	Excellent	Most tenants have had a smooth transition into and out of their units.
Living in the village: Duration of stay	Good	All tenants have been able to stay as long as needed.
Living in the village: Occupancy	Good	Occupancy rates in the two established villages have mostly been 75% or higher. (The 75% excludes Christmas and start-up periods.)
Non-property management services	Good to excellent	Tenants receive good support from the Earthquake Support Coordinator. Providers close to the ground, and some management, consider the service to be very helpful.

PART 1: Establishment of the villages

Background

In 2010 and early 2011 two major earthquakes hit the greater Christchurch area causing widespread damage. The first earthquake was magnitude 7.1 and struck at a depth of 10km near Darfield on 4 September 2010. The second was magnitude 6.3 and struck at a depth of 5km, 10km south-east of the Christchurch central business district (CBD), on 22 February 2011. Those areas worst-affected were the central city and the eastern suburbs. Significant numbers of people have subsequently sought alternative accommodation as their properties have been repaired.

The New Zealand Government responded with a three-stage plan:

- Stage 1 – Immediate Temporary Accommodation
- Stage 2 – Imminent Temporary Accommodation (1-12 months stay)
- Stage 3 – Temporary Housing (6 months – 3+ years stay)¹

The Stage 1 response was in two parts. The first part was the setting up a campervan village in the Canterbury Agricultural Park. However, the demand for the campervans was far less than expected. CETAS observed that applications for accommodation were predominantly for temporary homes with applicants preferring to continue with their existing arrangements until temporary homes became available.

For the second part of the Stage 1 response, one company was selected (through an international tender process) to supply 20 transportable accommodation units. These were container-type dwellings intended to be placed on properties so that people could live in them while repairs were undertaken on their homes. For a range of reasons, this initiative was not progressed.

For the Stage 2 response, a consortium of three companies was selected (through the same international tender process) to build 83 temporary housing units in three temporary villages. Each of the three companies brought specialised skills: one provided project management skills, one provided infrastructure services, and the third provided pre-fabricated dwellings.

Village development

Thirty-four sites were considered by MBIE as possible locations for the temporary villages.

The key considerations were:

- keeping people connected to their communities
- locating villages in areas of greatest need
- identifying available Crown land that was geo-technically viable.

The first village was established at Kaiapoi Domain in July 2011, followed by Linwood Park in August 2011, and Rawhiti Domain (in North New Brighton) in July 2012. Refer to Appendix 1 for a location map. The villages are designed to give each occupant a reasonable amount of space, balanced with the need to fit an optimum number of units onto the land area available. Residents can park vehicles outside their dwelling. Pets are allowed. Some units have a high level of accessibility for people with disabilities and mobility issues (eg elderly). There are some partially-furnished units. One unit at Linwood village has been used as an office facility².

¹ Stage 3 is the proposed Rangers Park development (permanent housing development).

² Originally this unit was intended to be used as a community space. Due to lack of use by residents it was decided the unit could be better utilised by having onsite property management representatives and CETAS Earthquake Support Coordinators.

In the design phase, MBIE consulted with the Christchurch City Council, NZ Police and the NZ Fire Service, and took on board advice from Australian officials who had experience of providing temporary accommodation following bush fire and cyclone disasters. As a result, features such as cyclone wire fencing, 10km speed limit, high-visibility lighting and provision for pets were included. As one respondent commented:

The houses are close to each other. But a lot of work went into the design and we got input into this. We talked to our Australian counter-parts about their experiences... and learnt what not to do. A key recommendation was to keep them [the villages] small. If there are more than 80 households in each village, you can get issues. The surrounding communities were fearful the villages might turn into ghettos etc. They are deliberately not gated. There is chain link fence so people can see through it – balancing dog control, child safety needs and crime prevention.

Figure 1: photographs of Linwood village



Cyclone fencing at Linwood Village facilitates dog control, child safety and crime prevention. The shade cloth aims to reduce dogs barking at each other. Open plan design makes for easy and accessible living.

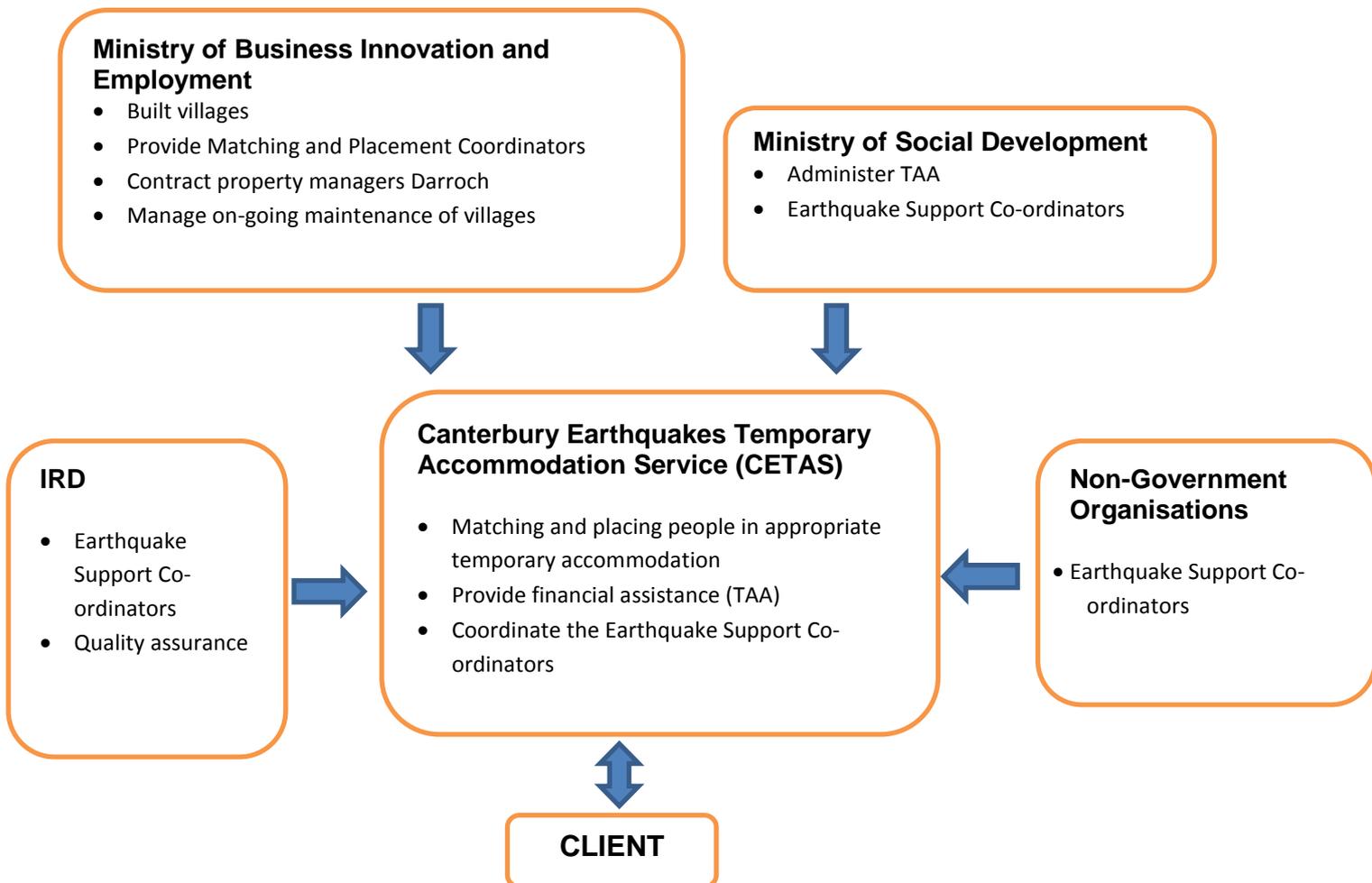
Table B: number of bedrooms

No. of units	Number of bedrooms			
	One	Two	Three	Four
Linwood (41)	0	16	20	5
Rawhiti (20)	0	20	0	0
Kaiapoi (22)	2	7	9	4

The village units are let through CETAS. CETAS is a joint venture between MBIE and MSD (lead agency). MSD is accountable for providing the overall management of the service as well as providing assessment functions, service coordination and financial assistance functions. MBIE is accountable for coordinating procurement and delivery of temporary villages. CETAS provides three key service functions:

- Matching and placing people in appropriate accommodation
- Providing financial assistance
- Providing Earthquake Support Coordinators from appropriate agencies

Figure 2: CETAS agencies and relationships



PART 2: Evaluation findings

The evaluation focuses on the relevance and effectiveness of the villages and the following key questions are asked:

- To what extent are the temporary villages appropriate for the needs of householders and renters?
- To what extent are the temporary villages achieving intended results?

Stakeholder groups in this evaluation were: village tenants, MBIE and CETAS (which is comprised of representatives from MBIE, MSD and IRD, and the property management company, Darroch). For the purposes of this evaluation, the stakeholders were divided into two groups: providers (MBIE, CETAS and Darroch) and tenants (both present and past).

There were six areas that the evaluation rated as key to the success of the temporary villages:

- Eligibility
- Rent and affordability
- Property management
- Tenants' experiences of living in the temporary villages
- Occupancy
- Non-property management services

Eligibility

All current and former temporary village tenants interviewed for this evaluation met the eligibility criteria:

...private homeowners and private renters who have property damage signified by red stickers (unsafe), or yellow stickers that have been identified as potentially uninhabitable³

The service is intended to provide short-term temporary housing to people while their houses are repaired or rebuilt. However, providers reported that some people are not able to move on in a short time-frame. The following situations were cited.

- Those renting red-zoned⁴ properties require long-term (not temporary) accommodation - as they have no property to return to.
- Those renting properties that need repairs could find that the landlord wants to increase the rent post-repairs because the property has now been refreshed. These tenants may not be able to find alternative affordable accommodation.
- Some village tenants have no end (or start) dates for repairs or rebuilds as they are still working through or awaiting insurance issues/decisions.

These complications have resulted in some tenants residing long-term in the villages. Providers take the view that the village accommodation is available for short-term tenancies. When people stay longer-term in the villages, they perceive this prevents them from helping more people.

³ Eligibility criteria are set out in Cabinet paper ACE(11)27 (the Ad Hoc Cabinet Committee on Canterbury).

⁴ Areas in the flat land residential red zone have area-wide land and infrastructure damage, and an engineering solution to repair the land would be uncertain, costly, and is likely to be highly disruptive. Refer to www.cera.govt.nz for definition of Port Hills red zone areas.

This is particularly the case in the Kaiapoi village. Appendix 1 shows that earthquake damage in Kaiapoi resulted in houses either being red-zoned or 'OK' (so less repair work was required). Many of those moving into the Kaiapoi village in the early days were from red-zoned properties. Often people had no end (or start) dates for repairs. In addition, Kaiapoi has a high proportion of elderly/retired residents. The providers commented that older residents sometimes had less motivation to move or struggled to make plans or big decisions to move on with life. However, the interviews conducted for this evaluation highlighted some complex situations. For example: one elderly resident interviewed owned a unit in a block of six that was on cross-leased land, and was waiting for other unit owners to decide whether or not they wanted to repair their unit. Until these decisions are known it is not possible to plan for repair dates. This tenant would prefer to be in their own home, but circumstances prevent this.

Operational rules have since been added to the original criteria. Tenancy agreements are renewed every four months for those residents who need an extension or have no timeline. Potential tenants are now required to have a start and end date for the completion of repairs, and red-zone renters are encouraged to find private sector accommodation with support from CETAS. Those from rental properties must provide a letter from their landlord stating that the tenants will be returning to the property, and provide a copy of their tenancy agreement. Despite having introduced these operational rules, placement officers noted that there is some flexibility around the criteria, with individual circumstances taken into account.

Administrative data to December 2012 shows 76% of village residents have been homeowners, and the remaining 24% have been tenants. Most village residents (89%) are waiting for repairs to be done, and the remaining 11% are awaiting a rebuild.

Rent and affordability

Rents levels were set to be the same as the average (mean) rent across Canterbury at the time the Kaiapoi and Linwood villages were established. The aim was to be competitive with the private market. The rent levels maintain a broad parity with the Temporary Accommodation Assistance (TAA) package. As an example, a one-bedroom property is \$190 per week and the TAA for a one person household is \$180.

Rents are set at the same level in each of the villages. The only variation is by number of bedrooms as shown in Table C below.

Table C: village rents

	Unfurnished (per week)	Furnished (per week)
One	\$190	
Two	\$271	\$335
Three	\$337	\$425
Four	\$423	\$515

Providers reported that in the early days, tenants often commented that the village rents were high, considering they do not have garages and there is little privacy. Now, due to rapid inflation in the private rental market in Christchurch, the units are considered relatively more affordable.

By far the majority of tenants interviewed either had no preference about whether their temporary accommodation was in the private market or in the villages, or would have preferred private market accommodation. CETAS administrative data for December 2012 shows 60% of those registering had a preference for private market accommodation.

However, village tenants quickly came to the realisation that this was unlikely to be viable for a variety of reasons, including rent levels. Tenants found private landlords were not interested in short-term rentals, were offering properties in poor condition for high rents, and dogs were not allowed. Tenants also commented that the competition was fierce and properties for rent were snapped up immediately.

Affordability of housing is an issue in Canterbury⁵. Providers noted that tenants sometimes have trouble finding bond money for the villages⁶. Village tenants who come from rental properties have their rent payments suspended while they are out of their usual accommodation, but the providers reported that many are living from week-to-week. Homeowners often have insurance which covers temporary accommodation for a period, but this can run out relatively quickly, and does not cover bond payments. Some people were receiving the TAA, which helped in situations where the tenant was still making mortgage and rate payments.

In some cases, the property managers have taken one week of rent as bond payment, or in cases where the new bond is higher than the old bond, they do not make tenants pay the difference. This flexibility is very helpful to the tenants, but CETAS staff highlighted risks in having different rules for different tenants. It was also noted that many tenants may be eligible for financial assistance to help pay the bond through MSD.

At the time the rent levels were set, no allowance was made for future rent reviews. This was doubtless due to the expectation at the time that the villages would be in existence only for a short period. Overall, the village rents are currently not in line with the private market (the average rent for a one-bedroom property in Canterbury was \$205 per week in January 2013, compared with \$190 in the villages).

Property management

This section includes information about early management of the villages, as well as the current set-up, and tenants' experiences of property management.

Background

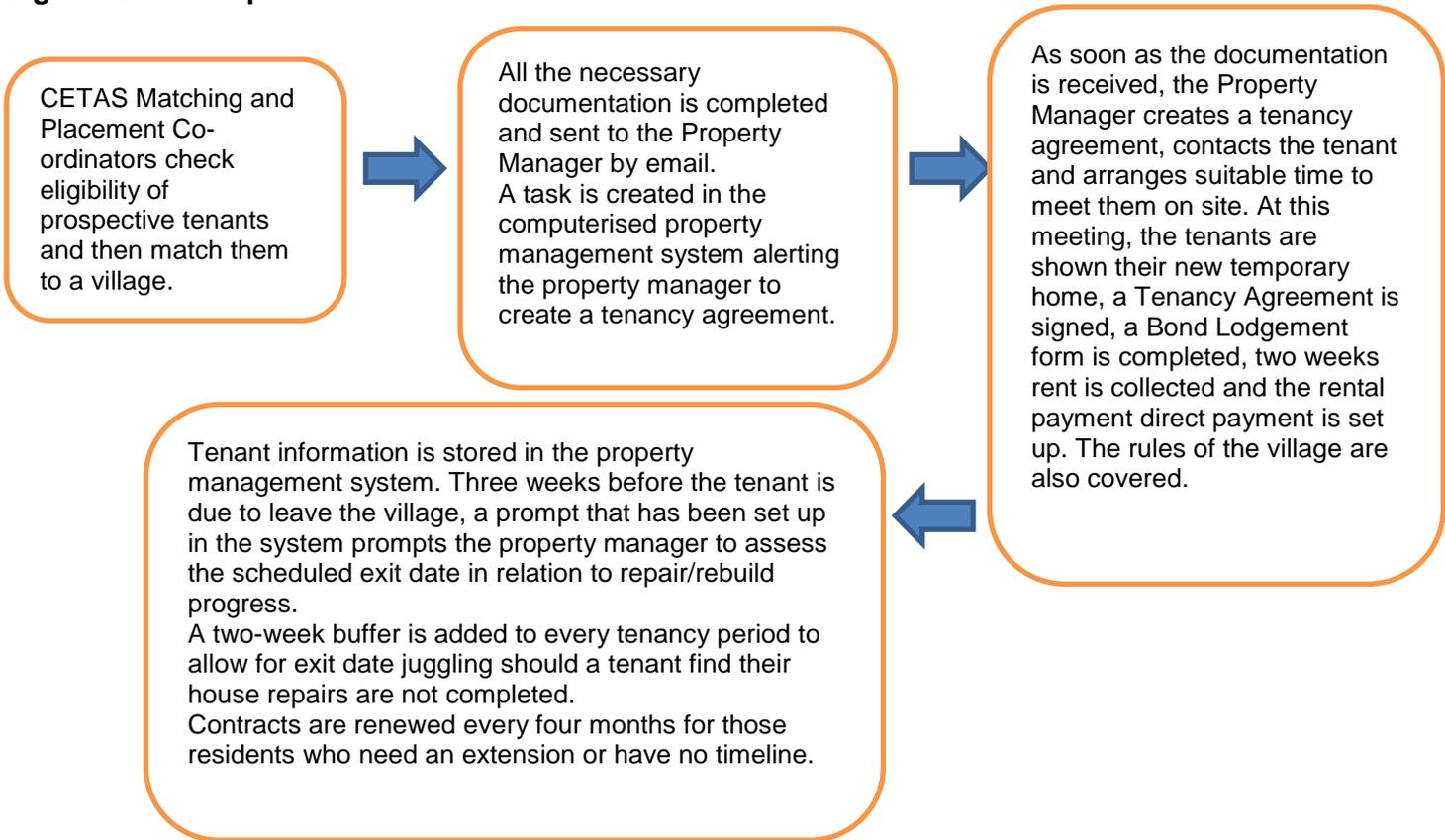
Initially, MBIE managed all aspects of the village operations. This was done by one MBIE employee in addition to their regular role. In October 2011, professional property management company, Darroch, took over this function. Figure 3 describes the current process⁷. The majority of providers acknowledged that there were teething problems with the initial management of the villages. Several providers commented that the financial management of the rental and bond payments of the first temporary villages had been a challenge, particularly during the period of handover from MBIE to Darroch. Most providers also acknowledged the enormity of the task that was undertaken by MBIE at the beginning, and that all things considered, they did a good job getting the villages up and running.

⁵ The Ministry's Key Indicator Reports for Canterbury show rent and house prices are increasing at a faster rate than the national average, which is likely to be causing affordability issues for renters and house buyers.

⁶ Tenants are required to pay two weeks' bond money and two weeks' rent in advance before moving into the villages.

⁷ Refer to Appendix 3 for detail of the documentation that is required to determine client status. Darroch employ 2.5 full-time staff who are responsible for everything that happens within the village boundaries. One full-time staff member is based at Linwood village during office hours.

Figure 3: current process



All but one provider commented that the villages are now well-managed and well-run. This provider noted that the property managers have three staff managing 83 properties where normally one property manager might manage 150 properties. It is noted that the point of difference with the Christchurch temporary villages is that they have a high turnover of short-term tenancies and the property managers juggle a lot of uncertainty about end dates, all of which requires a lot more work. There was general acknowledgement that valuable lessons were learnt from the development of the first village. The following suggestions were made by providers.

- **The RFP for a Property Manager** needs to go out when the villages are being built, not after opening as was the case in Canterbury.
- **The scope (size) of roles** needs to be outlined as accurately as possible.
- **Rent payment processes** (who pays who, frequency and payment process) needs to be worked out at the start using a purpose-built system.
- **A transition plan** is necessary if there is an interim management structure.

Property maintenance

Most residents interviewed considered the property maintenance to be of a very good standard. The majority of problems were with fixtures and fittings. A minority of residents reported problems with neighbours. Problems were reported either in person, by phone or email and residents reported that they were dealt with promptly and fairly.

Tenants' experiences of living in the temporary villages

This section reports on 20 current and past tenants' experiences of living in the village, from entry to exit.

Entry into a village

Transitioning people into the villages is a combined effort between Property Manager, Darroch, CETAS Matching and Placement Coordinators and (sometimes) the Earthquake Support Coordinators. All providers commented that the coordination between providers works well. There is an element of juggling dates with some tenants. However, the systems, checks and processes that are in place, and the flexibility that has been built into the system help to facilitate an easy transition into a village for tenants.

The majority (19) of tenants moved into the village of their choice. This enabled them to remain in their existing communities and continue their daily lives with minimal disruption. Most tenants (16) also reported that their experience of getting in to the village was straight forward; the arranging of dates and the process of signing up was easy.

Most tenants were able to move into the village unassisted. A minority (2) received assistance from their Earthquake Support Coordinator or insurance company to arrange the moving process.

Living in a village

Most village residents appreciated the villages for what they are: temporary accommodation while their homes are being repaired or rebuilt. They were grateful to have somewhere to live and enjoyed the experience of living there.

This one little thing has made such a difference... no idea what we would have done if we had not had this place to move into.

The majority of residents interviewed considered the villages to be 'more than adequate' places to live. A majority reported that the villages provided a well-located and pleasant environment to be living in with accommodation that was warm, clean, comfortable and very tidy, with fencing and the lawns being mowed regularly. Several residents commented that the villages were great for dogs, safe, neighbourly and had the feel of camping /being on holiday.

One former tenant said:

Awesome, met a lot of nice people. It was absolutely beautiful, could live there forever. People would come to see us to get the rent and things. It was a wonderful experience.

Several residents had suggestions for improvements and these included: larger garden sheds, better ventilation (houses too hot), heat pumps instead of panel heaters as they are cheaper to run and provide air conditioning in summer, more car parking and improved indoor-outdoor flow.

Figure 4: photographs of Rawhiti village



Rawhiti Village illustrates the close proximity of the houses and the convenience of the adjacent park amenities.

Longer-term residents appeared to see their surroundings through a slightly different lense and were seeking more permanence from their surroundings. They were dissatisfied with some aspects of life at the village, particularly the lack of facilities for children. The following vignette illustrates the experience of a family in this situation.

Family X moved nine times before they arrived at Y Village. They would prefer to be in private accommodation but everything they have looked at is too expensive. Their home is zoned TC3 (blue) and is to be demolished and rebuilt. However, they have not been given a time line for when the rebuild will start, so may have to stay in the village for some time yet. One adult is a beneficiary and the other works part time. They have two children. In the past year, three of the family had pneumonia. While they described the village as 'adequate', they said they would like to create a garden and put up their own shade sail. They have been told they are not allowed to do this. There is a public recreation area adjacent to the village but they have concerns about the type of people who hang out there. They would prefer a play area inside the village boundary.

Exiting a village

The computerised property management system enables the property managers to keep track of the repair/rebuild progress for each resident. Three weeks before the tenant is due to leave the village, a prompt appears in the system to signal the tenancy is due to expire and this alerts the property manager to assess the scheduled exit date in relation to repair/rebuild progress. A two-week buffer is added to every tenancy period to allow for exit date juggling. Those residents who do not have an exit date have their contracts renewed every four months.

Most past tenants interviewed (7) left the villages early or on time and their experiences of the actual move were good. One person stayed longer than planned in the villages. Three past tenants reported problems with completion of work to their properties. They moved back to their property only to find that the repair work was incomplete:

There were hassles with the repairs – things not done right or not done at all. Originally the builders said three weeks but they got to six and there were still issues. But we moved in in November anyway. We are still in the process of getting things fixed. There is a lot more work to be done.

It wasn't long enough. We were supposed to move in 14/15 December but the builders hadn't finished. The builders just said 'move in'....we moved in but had no bench top, and we had to get the builders back to put all the plugs back in (they were all hanging out).

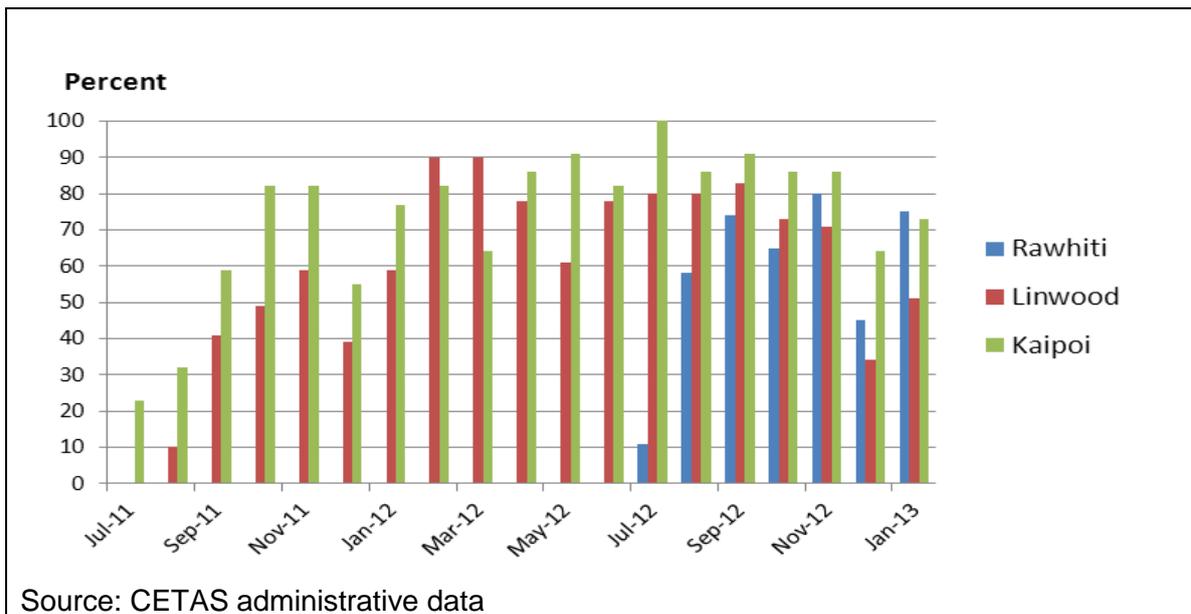
Occupancy

Figure 5 shows the occupancy rates (at month end) in each village. Overall, the occupancy rate for Kaiapoi and Linwood is 75% or higher when the Christmas period is removed (when builders and potential residents are on holiday) and removing the start-up months of the two established villages.

The higher occupancy rate for Kaiapoi is likely to be related to its lower turn-over, as noted in the section on Eligibility. In comparison, occupancy rates for Linwood are generally lower due to higher turn-over and the two-week buffer that is built onto the end of each tenancy. The buffer is designed to allow for flexibility should the tenant find their house repairs are not yet completed, which providers report occurs relatively frequently.

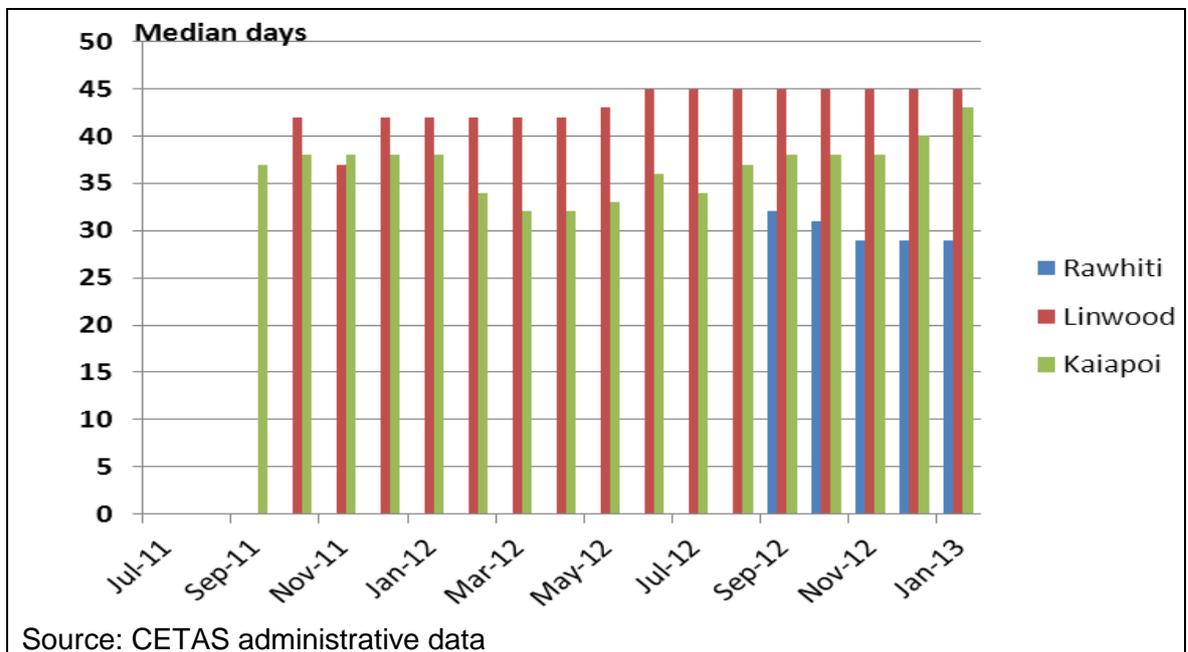
Rawhiti has been open since July 2012, but providers report that it will be operating at capacity by early-mid 2013.

Figure 5: Occupancy Rates (as at month end)



The median length of stay at the villages was 37 days (Figure 6). The maximum length of stay in Linwood (344 days) and in Kaiapoi (328 days) both reveal some long-term tenants in these villages. In contrast, the maximum stay in Rawhiti was 69 days.

Figure 6: median length of stay



The initial Cabinet paper⁸ outlined who the temporary accommodation was for but did not provide a definition of the term ‘temporary’. The focus at the beginning was to get people into the villages. Tenancies at the villages were intended to be short-term and the statistics to date do indicate that tenancies are currently turning over for the majority of residents. The flexibility the two-week buffer provides enables tenants to stay for shorter or longer periods of time as necessary.

⁸ Eligibility criteria is set out in Cabinet paper ACE(11)27 (the Ad Hoc Cabinet Committee on Canterbury).

Most providers commented that as the larger repair jobs and rebuilds get under way, and as people on TC3 land move into the villages, it is likely that people are going to need temporary accommodation for longer periods of time:

As the rats and mice jobs are being completed, people will now need to be out of their homes for longer as the larger repair jobs get under way. Temporary housing during 2013/2014 will be required for longer periods of time.

Several providers commented that the whole concept of temporary accommodation has changed and the need is now shifting from shorter to longer term. An increase in the length of stay in the villages could push the occupancy rates to full capacity.

Non-property management services

As noted in the Background section, CETAS provides ESCs to anyone registering with the temporary accommodation service who indicates they would like support⁹. The role of the ESCs is to help people work through difficulties with insurance, repairs, or understanding land-zoning. As well as providing information and support, the ESCs also connect people to other services (eg financial, health, legal or insurance)¹⁰. This service is provided through a partnership between MSD/CETAS and approximately 15 non-government organisations (NGOs). There are currently 47.05 FTE ESCs working for CETAS.

The role of the Coordinators has evolved over time. In the early days, everyone was assigned a coordinator whether they needed one or not. Now people are offered the service and can choose to take it up if they wish to. In addition, there is more coordination and communication between the Coordinators and providers at the ground level. The Coordinators meet weekly to share information, and receive regular training and information updates.

Tenants who have had contact with an ESC, or a CETAS coordinator (which was around half of those interviewed), praised the service they had received. Coordinators had helped in various ways: liaising between Fletchers/EQC/builders, helping people to get the TAA, and to find accommodation. As the following comments illustrate, there was a general sense of relief that someone was working on their behalf:

Just piecing everything together, it was very helpful

The ESC is happy to do the liaison with Fletchers / EQC /builders, and she is great

An ESC helped with the TAA [Temporary Accommodation Assistance] - excellent, would recommend them to anyone

The ESC 'phoned them regularly, and helped move things along...they were excellent'

The CETAS case manager 'helped a lot'. They had been 'going round the bend'.

Two tenants interviewed reported negative experiences, such as the coordinator forgetting about them for long periods, or having to deal with different coordinators. In two cases, tenants sought more specialised assistance by engaging an insurance provider on their behalf.

⁹ So the service is available to village tenants and a much wider group of people.

¹⁰ See <http://www.quakeaccommodation.govt.nz/sites/default/files/files/temporary-accommodation-service-brochure.pdf>

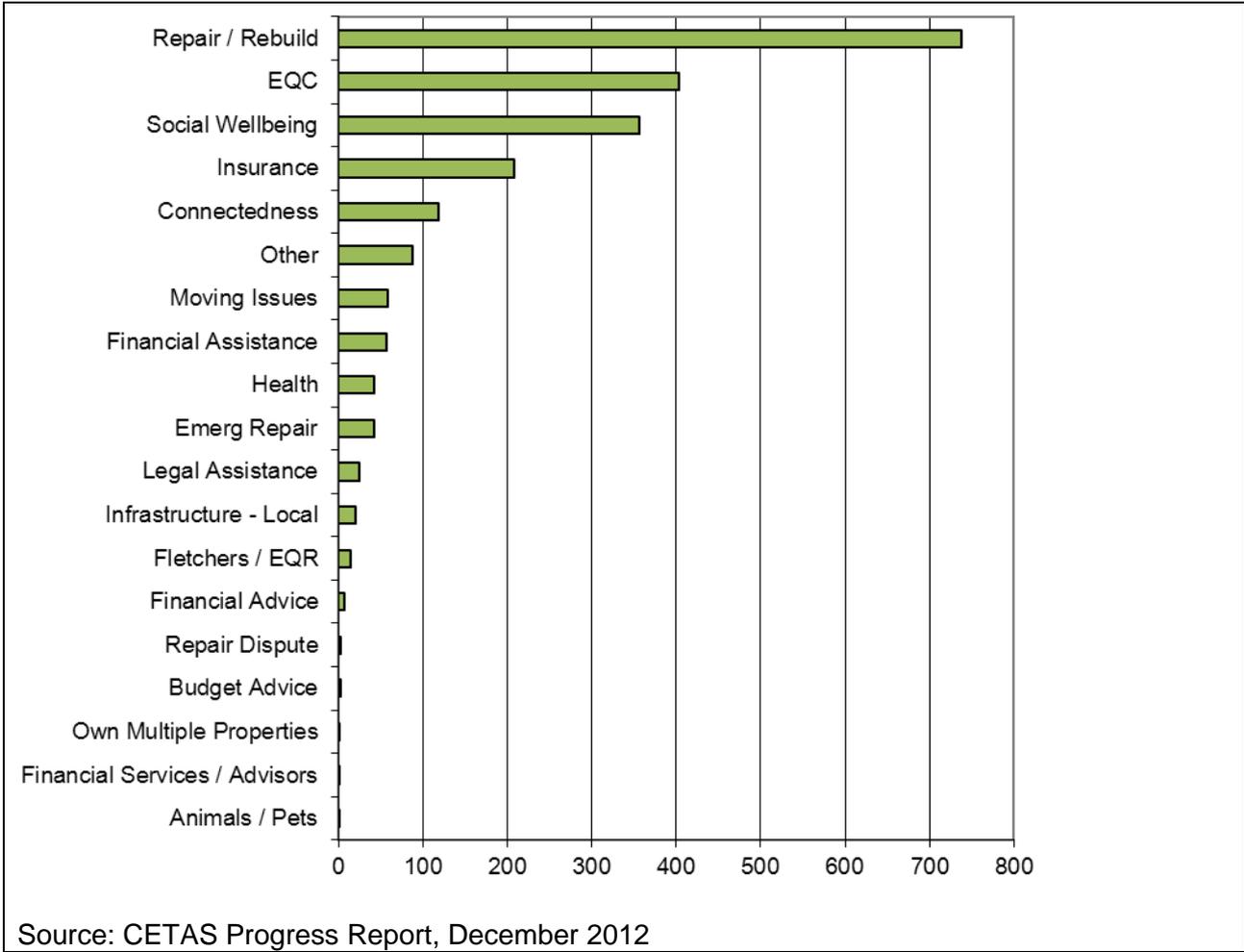
At a managerial level, MBIE providers noted there is a lack of clarity around the role of the ESCs. However, all other providers interviewed regarded the Coordinators as a valued service, and at the ground level, the relationship between CETAS and the coordinators' seems to work well. One operational provider commented:

These services are vital... the earthquake support coordinators are an integral part of the temporary accommodation service.

People from different agencies respect each other's roles, and there is recognition that no one person has all the information, but by using their combined networks they have a greater ability to help people. This unusual partnership between government and non-government agencies is working well, and providing a useful service to people affected by the Canterbury earthquakes – including village tenants.

Figure 7 below shows the variety of needs and issues identified by the Earthquake Support Coordinators. The greatest needs have been related to repairs and rebuilds.

Figure 7: needs and issues identified (active ESC steps only)



PART 3: Challenges and conclusions

Looking to the future, there are two options for the temporary villages.

One option is to wind-up the villages at the end of the two-year period that Councils' granted for use of the Crown land on which the villages sit.

The second option is to keep the villages going, recognising that there will be an on-going need for temporary accommodation. The private rental market has reduced stock because of the earthquakes, and it is currently experiencing pressures and price increases. The temporary villages could continue to help alleviate the Canterbury housing shortage and overall pace of the residential rebuild programme. The Stage 3 Temporary Housing (ie the proposed Rangers Park development) could be up to 6-8 months away from being ready, and would provide an additional 40 homes.

These options raise a question for the Government about the best way to support people's on-going temporary housing needs through the rebuild period. If the villages are to continue to operate, then they will need to continue to evolve. Three areas in particular require attention: length of stay, rent and eligibility.

The mixture of short-term and long-term repair and rebuild work will mean that people will continue to need temporary accommodation, some of them for considerable periods of time. This may require a re-think of the definition of 'temporary' accommodation. This would mean accepting reduced tenancy turn-over and accepting that there will be social consequences to people living long-term in temporary accommodation that will need to be managed. From interviews with some long-term tenants in this evaluation, it was clear that these people had less tolerance for the temporary nature of the villages. The providers will need to consider steps that could be put in place to make living long-term in the villages more comfortable. Providers may want to consider allowing people to plant gardens and erect shade-sails, or providers themselves may need to consider establishing community gardens, playgrounds, use of one of the Linwood office rooms for community activities etc. Additionally, the vetting of tenants and/or enforcement of village rules may become more important.

Extensions will also need to be sought in order to continue using the land on which the villages sit. The majority of providers interviewed for this evaluation considered that the villages will be needed for another 3-5 years at least, and a minority felt they would be needed longer than this as one provider commented:

Two years was unrealistic, the rebuild is just beginning.

In terms of rent, providers will need to decide whether to keep the level on a par with the private market by increasing rent levels, or whether to leave the rent levels as they are. Increasing rent levels could lead to calls for an increase in the TAA, in order to avoid hardship. On the other hand, if rent levels stay as they are, this is likely to increase demand, and it is likely that some tenants will reap a financial gain from the differential between village and market rents. In addition, the villages could be seen to be competing with the private rental market (by offering a cheaper option).

Finally, in terms of eligibility criteria, the researchers noted that the introduction of the operational rules around the eligibility criteria have tended to favour some groups and exclude others. The villages seem to be serving home-owners well (three-quarters of village tenants have been homeowners), but not renters (who make-up one-quarter of village tenants). The operational rules work against renters because they often have no end-date for repairs (particularly in the early days), or they can find that the landlord wants to increase the rent once the repairs are finished, which leaves renters with no property to return to if they cannot afford the higher rent.

Conclusion

Overall, the villages are providing a more than adequate service which is valued by tenants, and they are well-run thanks to the combined efforts and skills of the agencies involved. The villages have effectively met the needs of households whose properties were damaged by the Canterbury earthquakes. In terms of relevance and eligibility, homeowners in particular have been well-served by the villages, although a question remains around what is happening for renters (particularly low-income and beneficiary renters).

The service has evolved since the villages were established, and should continue to evolve if the villages are to be retained, particularly in the areas of length of stay, rent and eligibility. As the Canterbury rebuild continues, the need for temporary accommodation remains.

Acknowledgement

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MBIE also wishes to thank Mathea Roorda from Evalue Research Ltd for mentoring the researchers through the evaluation process.

Glossary

CETAS : Canterbury Earthquake Temporary Accommodation Service

The Temporary Accommodation Service assists homeowners and people in rented accommodation whose homes are uninhabitable or who need help finding suitable rental accommodation while their house is repaired. Temporary accommodation is provided either within the private rental market or at one of the temporary accommodation villages.

ESC : Earthquake Support Coordinator

Earthquake Support Coordinators are available to support individuals and families directly affected by the earthquakes. They help people navigate their way through the wide range of services involved in rebuilding their homes and lives, dealing with housing, financial, health and legal matters. They also act as a liaison between home-owners and builders, EQC and insurance companies.

EQC : Earthquake Commission

EQC provides insurance cover for residential contents, land and buildings (if buildings are insured) in the event of a natural disaster.

Red zone

Residential property has been zoned red when the land has been so badly damaged by the earthquakes it is unlikely it can be rebuilt on for a prolonged period.

Green zone

Green zone areas are generally considered to be suitable for residential construction.

Technical category

Greater Christchurch's green zone has been divided into three foundation technical categories: TC1 (grey), TC2 (yellow) and TC3 (blue).

The foundation technical categories are defined as follows:

TC1: Future land damage from liquefaction is unlikely, and ground settlements from liquefaction effects are expected to be within normally accepted tolerances. Once the TC is confirmed, shallow geotechnical investigations may be required (depending on the degree of damage, and in particular for a rebuild). If the 'good ground' test is met, NZS 3604 foundations (as modified by B1/AS1) can be used.

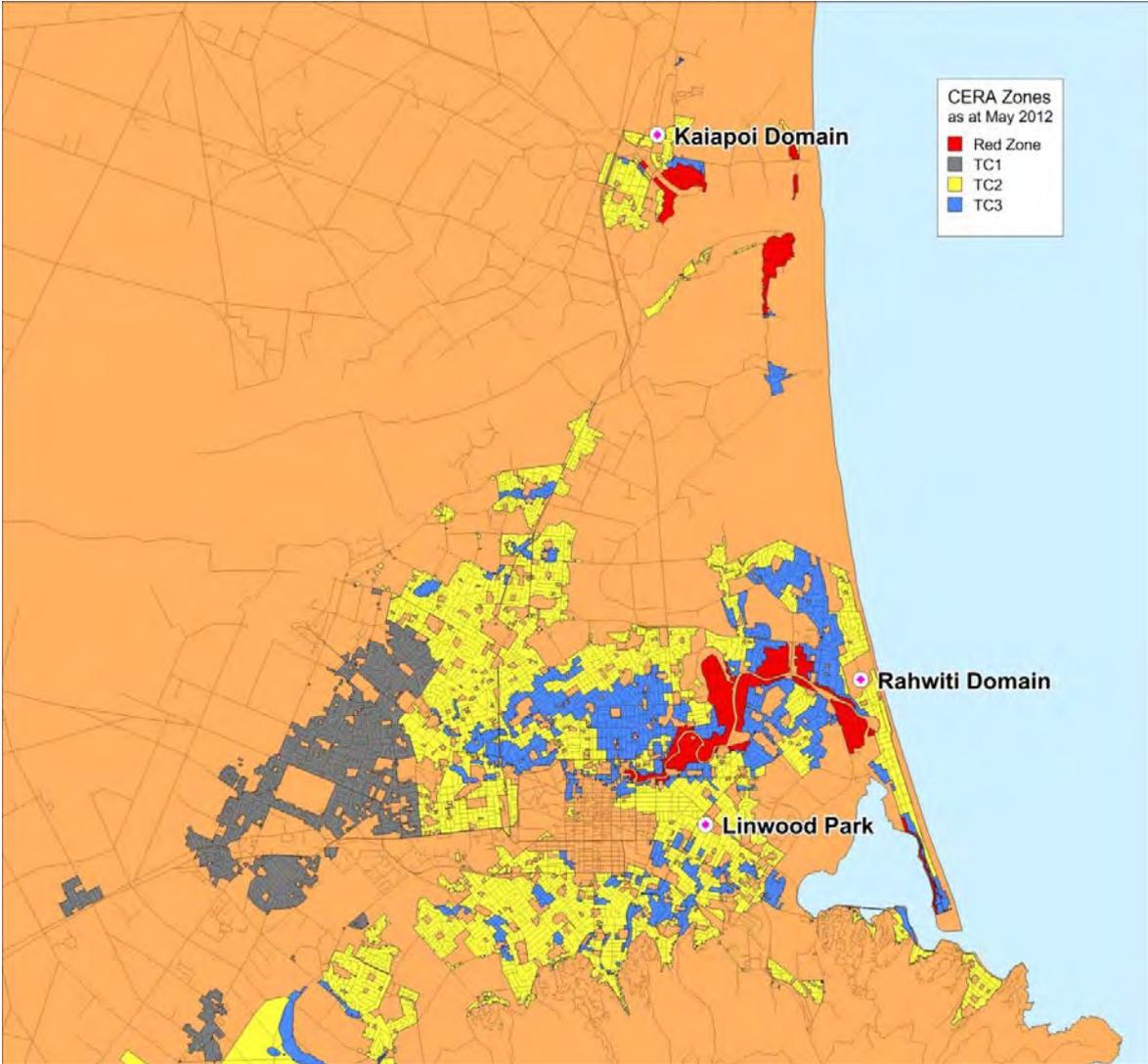
TC2: Liquefaction damage is possible in future large earthquakes. Once the TC is confirmed, shallow geotechnical investigations may be required (depending on the degree of damage, and in particular for a rebuild) and, subject to establishing minimum bearing capacities, suspended timber floor or enhanced slab foundation options per section 5 can be used.

TC3: Liquefaction damage is possible in future large earthquakes. Deep geotechnical investigation (or assessment of existing information) may be required (depending on the degree of damage, and in particular for a rebuild) and depending on the geotechnical assessment, might require specific engineering input for foundations.

TAA : Temporary Accommodation Assistance

Temporary Accommodation Assistance is available for homeowners, including those in the Red Zone, whose homes are uninhabitable and their insurance cover for temporary accommodation has or is about to run out. Temporary Accommodation Assistance can help with rent, board or motel stays. This is available to all eligible homeowners, regardless of income. The programme expires on 1 March 2015.

Appendix 1: Temporary village locations



Appendix 3: Documentation required by matching and placement coordinators

The documentation that is required differs for homeowners and tenants:

For homeowners:

- Proof of ownership - can be rates demand
- Copy of the builder's letter confirming start and end dates and that the house has to be vacant for repairs
- Possibly a copy of Sale and Purchase Agreement (either for a new house of land)
- Copy of purchases of new property or land
- Some type of information of what is happening with their settlement and plans to move on.

For tenants:

- Copy of the builder's letter confirming start and end dates and that the house has to be vacant for repairs
- Copy of Tenancy Agreement
- Letter from landlord confirming they are returning to the tenancy
- Copy of new Tenancy Agreement if in between tenancies.

Appendix 4: Evaluation methodology

The main source of data was qualitative interviews with 20 current and past tenants, and 13 staff of providers. Interviews were conducted face-to-face (all staff and most current tenants) or by telephone or email (all previous tenants). Interviewing took place in January 2013 for tenants, and between December 2012 and January 2013 for providers. Telephone interviews were on average about 10 minutes in duration. The interviewers were able to develop rapport early in the face-to-face interviews (in a way that was not possible with the telephone interviews) and this resulted in richer, more in-depth information being provided by respondents. Biscuits were taken as koha for face-to-face interviews with current tenants. All respondents were provided with information about the evaluation and current/past tenant respondents were asked to sign a consent form.

The sample of tenant respondents was drawn by CETAS staff based on criteria provided by the researchers. The aim was to interview a mixture of current and former tenants from each of the villages with the characteristics of being elderly, working, in family units, and renters. These categories are not mutually exclusive and interviewees often fitted into more than one category. The tables below show the target sample for tenants. The figures in brackets are the achieved sample.

Current residents	Linwood	Rawhiti	Kaiapoi
Elderly		1 (1)	2 (2)
Working	2 (2)	1 (1)	
Family	1 (1)	2 (1)	
Renter	1 (1)	1 (1)	
TOTAL	4 (4)	5 (4)	2 (2)

Past residents	Linwood	Rawhiti	Kaiapoi
Elderly		1 (1)	2 (3)
Working	2 (2)	1	
Family	1	2 (1)	
Renter	2 (2)	1 (1)	
TOTAL	5 (4)	5 (3)	2 (3)

Providers	MBIE	MSD	IRD	Other
Management	3	1		1
Non-management	3	2	1	2
TOTAL	6	3	1	3

Qualitative data was supplemented with quantitative information from CETAS administrative data, sourced reports and data holdings. CETAS sends out service evaluation questionnaires to former village tenants soon after they have left the village. However, the researchers did not use this data source due to concerns about quality (response rate) and time series consistency of the data.

A merit determination rubric was developed (Appendix 5). Merit determination in the process of setting standards, for example what constitutes excellent, good and poor in relation to the criteria chosen. The researchers developed the benchmarks for the merit determination, as there were no existing benchmarks in place. These standards were applied across the provider and tenant data sources in order to evaluate the relevance and effectiveness of the villages.

Appendix 5: Evaluation rubrics

Criteria: Relevance

Rating	Dimension	Descriptor
Excellent	Eligibility	100% of village tenants fit the criteria
	Tenants access village of choice	The majority of people were able to get into the village in their preferred location (within or near their existing community, schooling etc)
Good	Eligibility	90-99% of village tenants fit the criteria
	Tenants access village of choice	Tenants usually able to get into the village in their preferred location (within or near their existing community)
Poor	Eligibility	Fewer than 90% of village tenants fit the criteria
	Tenants access to village of choice	Tenants hardly ever able to get into the village in their preferred location (within or near their existing community, schooling etc)

Criteria: Effectiveness

Rating	Dimension	Descriptor
Excellent	Occupancy	Overall average monthly occupancy rates is 90% + (excluding December)
	Transition in and out of house	For the majority of tenants there is a smooth transition between Fletchers starting and ending work and moving into and out of the temporary villages.
	Duration	Tenants are nearly always able to stay in the villages for as long as they needed to, until repairs were completed on their usual residence. 90% of tenants stay in the villages less that 12 weeks
	Property Management	Properties are of a high standard. Tenants do not report any problems with a unit when they move in.
	Non-property management services	Most tenants that use the Earthquake Support Coordinators (or CETAS Placement Coordinators) find the service to be very helpful. Majority of providers find the ESC and CETAS placement coordinators provide a useful service.
	Rent	Rental is on par with private market rates
Good	Occupancy	Overall average monthly occupancy rates are 75-89% (excluding December)
	Transition in and out of house	Fewer than 75% of tenants do not have a smooth transition between Fletchers starting and ending work and moving into and out of the temporary villages.
	Duration	75-89% stay in the village for less than 12 weeks.
	Property management	Maintenance issues are dealt with in a reasonable time-frame
	Non-property management services	The majority of tenants that used the Earthquake Support Coordinators (or CETAS Placement Coordinators) find the service useful Approximately half of the providers find the ESC and CETAS placement coordinators provide a useful service.
	Rent	Rent is close to private market rates, but a little cheaper.
Poor	Occupancy	Overall average monthly occupancy rates were < 74% (excluding December)
	Transition in and out of house	For the majority of tenants there was not a smooth transition between Fletchers starting and ending work and moving into and out of the temporary villages.

	Duration	Tenants were hardly ever able to stay in the villages for as long as they needed to, until repairs were completed on their usual residence
	Property management	<p>The temporary village accommodation regarded by tenants as very basic, uncomfortable, limited sunlight and most services and facilities were not in working order. Maintenance issues were rarely dealt with in a reasonable time-frame.</p> <p>Property manager reports major damage to properties.</p>
	Non-property management services	<p>Majority of tenants that used the Earthquake Support Coordinators (or CETAS Placement Coordinators) find the service unhelpful/not useful.</p> <p>Majority of providers do not believe the ESC and CETAS Placement Coordinators provide a useful service.</p>
	Rent	Rent is significantly below or over current market rates

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