

COUNCIL 28. 2. 2013

CLAUSE 7

**COMMUNITY, RECREATION AND CULTURE COMMITTEE
5 FEBRUARY 2013**

**A meeting of the Community, Recreation and Culture Committee
was held in the Committee Room 1
on Tuesday 5 February 2013 at 9am**

PRESENT: Councillor Yani Johanson (Chairperson)
Councillors Peter Beck, Helen Broughton, Barry Corbett, Jimmy Chen,
Jamie Gough, and Glenn Livingstone (Deputy Chairperson).

APOLOGIES: Councillors Beck, Corbett, Chen and Gough arrived at 10.40am.

An apology for absence was received and accepted from Councillor Carter.

An apology for early departure was received and accepted from Councillor Broughton, who left the meeting at 11.51am and was absent for clauses 4 and 6.

Councillor Broughton arrived at 10.45am and was absent for part of clause 5.

The Chairperson opened the meeting at 9am, and moved that the Committee adjourn its meeting until 10.30am, to allow Councillors to attend an urgent meeting. This was seconded by Councillor Livingstone, and when put to the meeting was declared **carried**.

The meeting reconvened at 10.40am.

The Committee reports that:

PART A - MATTERS REQUIRING A COUNCIL DECISION

1. HERITAGE INCENTIVE GRANTS PROPOSED AMENDED OPERATIONAL GUIDELINES

General Manager responsible:	General Manager Strategy and Planning, DDI 941-8281
Officer responsible:	City Planning Unit Manager
Author:	Brendan Smyth, Heritage, Architecture and Urban Design

PURPOSE OF REPORT

1. The purpose of this report is to obtain approval from the Council for amendments to the Operational Guidelines of the Heritage Incentive Grant (HIG) scheme.

EXECUTIVE SUMMARY

2. The existing HIG Operational Guidelines were created for the pre-earthquake environment. The proposed amendments outlined below (and presented as **Attachment 1**) attempts to align the guidelines to the current circumstances by seeking to arrest loss of and encourage repair to the remaining heritage building stock in Christchurch following the earthquakes of 2010 and 2011. The need for this review was submitted as part of the 2012/13 Strategy and Planning Group (SPG) heritage work programme for consideration and subsequently approved by the Council.

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 2 -

1 Cont'd

3. The City and Banks Peninsula have sustained significant loss of heritage buildings (refer **Attachment 2**) and substantial damage to many of those that remain. Officer experience with many owners has shown that these buildings were rarely insured for full replacement costs, with many only being insured for their indemnity value. Recent changes in the Building Code for the Canterbury region, in particular an increase in the Zone Factor for Seismicity from 0.22 up to 0.3, have resulted in significantly higher seismic compliance costs and the extent of repair work will often trigger the requirement for full compliance with the fire and access provisions of the code. The burden of repair has fallen with owners who have possibly lost tenants and hence rental income on top of the damage and upgrade costs. This situation frequently leads to a funding gap and a serious threat to the repair and retention of the building. One way to bridge this gap is through grant applications to either the Canterbury Earthquake Heritage

Buildings Fund Trust (CEHBF) or to the Council for HIG funding. The changes proposed in this report aim to make the Council's HIG scheme more relevant to the post-earthquake environment and more able to meet the current needs of heritage building owners. As a consequence HIGs could better provide the Council with a means to persuade owners to invest in their buildings with the hoped for outcome that more are retained.

DISCUSSION OF THE PROPOSALS

4. The principal change proposed to the HIG Operational Guidelines is to remove the graded percentage limitations for the different group listings which range from 30-50 per cent. This would allow the Council to choose to fund up to 50 per cent of the approved work to any listed heritage building based on an assessment of its heritage significance post earthquake. Under the existing HIG guidelines, many building owners are eligible for less than a third of the cost of repairs, upgrades and maintenance to their buildings. The 50 per cent level of support is currently only available to City Plan Group 1 buildings and Protected Buildings in Banks Peninsula that are Category 1 with the New Zealand Historic Places Trust Pouhere Taonga (NZHPT). Banks Peninsula Notable buildings are only eligible for a maximum of 30 per cent and City Plan Group 4 buildings up to 30 per cent. However, given the dramatic reduction to the number of listed items following the earthquakes, the existing listings may not reflect the actual heritage values and significance of those remaining listed buildings. For example, it may be that a dwelling identified in the plan as a Group 4 building is now the only remaining example of its type and could be considered as having greater significance. If the Council is able to fund up to 50 per cent of approved works on all listed buildings, HIG funding would be much more attractive to the owners of heritage buildings in the lower group classifications and make it a more effective tool for preserving these at risk heritage buildings.
5. A second proposed change is that the threshold levels for covenants be raised to reflect construction price inflation over the past decade; to create parity with other grant funding streams; and to reduce Council administration costs. The Statistics New Zealand Civil Construction Index 1999 – 2012 shows cumulative inflation of approximately 65 per cent. Under the current guidelines the threshold for a Limited Conservation Covenant (historically not more than 20 years before expiring) is a grant of \$5,000 to \$49,999, and over \$50,000 in grant funding requires a Full Conservation Covenant (in perpetuity). This proposal is to increase the threshold, with grant funding of \$15,000 to \$149,999 requiring a Limited Conservation Covenant and grants of \$150,000 or more being subject to a compulsory requirement for a Full Conservation Covenant. The proposed figures have been raised relative to the minimum figure in the current HIG policy to reflect construction cost inflation, both over time and resulting from the earthquakes. This will encourage and accelerate small scale grant applications where relatively minor works will secure the repair, maintenance and ultimately retention of the listed item. The requirement for a conservation covenant on the title of a property can act as a deterrent to some applicants due to the fear that it will detract from the value of the site. In addition it brings about the need for covenant consent applications for all future alterations which may be vetoed by the Council. There is also an administrative cost for the Council in managing conservation covenants that could be reduced if relatively minor works were exempted. The requirement for a full covenant will also be brought more into line with other

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 3 -

1 Cont'd

grant fund requirements such as the CEHBF which sets its minimum for a covenant at \$150,000.

6. A third proposed change is that the temporary stabilisation of parts of buildings, where it clearly relates to a longer programme for retention, be eligible for HIG grant support. This is particularly relevant where façade retention is the only option to save part of a building. This was not identified in the original guidelines as it was not considered to be best practice conservation; however, in the post earthquake environment it would mean that HIG funding could provide a tool for supporting partial retention of badly damaged listed buildings as part of a phased programme of works.
7. Finally, to ensure high quality design and appropriate detailing with regards to work on heritage buildings, it is proposed that grants can be used for the professional fees for NZ Institute of Architects (NZIA) registered architects, Institute of Professional Engineers (IPENZ) professional structural engineers and NZ Institute of Quantity Surveyors (NZIQS) registered quantity surveyors where the work relates to the approved scope of work. Heritage buildings are frequently highly complex structures with complex architectural and engineering detailing required to ensure repairs and changes are undertaken with minimal damage to the fabric. This change to the guidelines will help to ensure that the appropriate professional skills are employed to undertake the design and monitoring of grant funded works to heritage buildings.

FINANCIAL IMPLICATIONS

8. There are no financial implications from these changes for the Council. The annual HIG fund will remain the same. The only difference will be that greater discretion will be allowed by Council Staff, the Community, Recreation and Culture Committee and when required full Council, to recommend and approve proportionately larger grants to buildings within Groups 2 to 4 and for Banks Peninsula 'Notable' Buildings.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

9. Yes. The Heritage Incentive Grant budget is an annual fund provided for in the 2009-19 LTCCP.

LEGAL CONSIDERATIONS

10. Limited Conservation Covenants would still be required under the Heritage Conservation Policy for properties receiving Heritage Incentive Grants. However the limits would be raised to take into account significant construction cost inflation in the past ten years and particularly since the earthquakes of 2010 and 2011. The new thresholds for Limited Covenants would be for grants between \$15,000 and \$149,999 and for a Full Covenant the threshold would be for grants above \$150,000.

Have you considered the legal implications of the issue under consideration?

11. Yes. Covenants generally are a more comprehensive form of protection of the buildings because they are registered against the property title, ensuring that the Council's investment is protected.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

12. The Heritage Incentive Grants Scheme is aligned to the Community Outcome '*An attractive and well-designed City*' (LTCCP 2009-19, page 50). 'Community Outcome 9. Development' provides for, among other things, ensuring "*our lifestyles and heritage are enhanced by our urban environment*" (page 54). One of the success measures is that "*Our heritage is protected for future generations*" (page 54). "*Progress will be measured using these headline indicators ... number of heritage buildings, sites and objects.*" (page 54). Heritage Incentive Grants

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 4 -

1 Cont'd

contribute towards the number of protected heritage buildings, sites and objects, which is the measure under the outcome.

13. Within the 'Activities and Services' section of the LTCCP, is 'City planning and development' which aims to help improve Christchurch's urban environment, among other things. One of the activities included in 'City planning and development' is 'Heritage protection'. *"A city's heritage helps to sustain a sense of community identity, provides links to the past, and helps to attract visitors. The Council is committed to protecting the heritage of our city and works with developers, landowners and other stakeholders to conserve heritage buildings, areas and other items"* (page 187).
14. 'Heritage Protection', requires the Council to *"Research and promote the heritage of Christchurch and Banks Peninsula. Work with developers, landowners and other stakeholders to conserve heritage areas, buildings, and other items. Promote development that is sensitive to the character and heritage of the city and existing communities."* (page 192). The Council provides information, advice and funding for city heritage and heritage conservation, and will be expected to continue to do so, as part of its objective to retain heritage items.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

15. Yes.

ALIGNMENT WITH STRATEGIES

16. Alignment of the requirement for Heritage Incentive Grants and Conservation Covenants stems from the Heritage Conservation Policy which in turn is relevant to:

Greater Christchurch Urban Development Strategy (UDS)

17. Heritage development projects provide opportunities for increased commercial and residential activity in the City while at the same time enhancing the heritage townscape. The UDS considers heritage as an integral part of Christchurch and an aspect of growth management provided for is through the protection, maintenance and enhancement of heritage.

Christchurch City Plan

18. Heritage redevelopment projects are consistent with the Heritage provisions of the City Plan: Volume 2, Section 4, City Identity, Objective 4.3 Heritage Protection provides for objectives and policies in relation to Heritage protection. It recognises that Christchurch is a cultural and tourist centre, a role mainly dependent on its architectural, historic and scenic attractions. Much of its distinctive character is derived from buildings, natural features, other places and objects which have over time, become an accepted part of the cityscape and valued features of the City's identity. Protection of heritage places includes cultural, architectural, areas of character, intrinsic or amenity value, visual appeal or of special significance to the Tangata Whenua, for spiritual, cultural or historical reasons. This protection may extend to include land around that place or feature to ensure its protection and reasonable enjoyment. A heritage item may include land, sites, areas, buildings, monuments, objects, archaeological sites, sacred sites, landscape or ecological features in public or private ownership.

Banks Peninsula District Plan

19. Heritage protection is consistent with the Cultural Heritage provisions of the Banks Peninsula District Plan. These are detailed in chapter 14, Cultural Heritage, Objective 1, and Policies 1A and 1B, p.74.

The Christchurch Central Recovery Plan

20. The Plan is a critical statutory document. From the time of notification (31 July 2012) of this Recovery Plan, those exercising functions or powers under the Resource Management Act 1991 must not make decisions that are inconsistent with the Recovery Plan. If there is an inconsistency, the Recovery Plan prevails.

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 5 -

1 Cont'd

New Zealand Urban Design Protocol

21. Heritage projects improve the quality and design of the urban environment by protecting the heritage of the city, which is stated in the Protocol as being an attribute of successful towns and cities. The Limited Covenants will contribute towards the implementation of the New Zealand Urban Design Protocol of March 2005 of which the Council is a signatory body.

Heritage Conservation Policy

22. The Heritage Incentive Grants are provided for under section 8 of the Heritage Conservation Policy. As noted above under the LTCCP heading, the Heritage Conservation Policy aligns with the Community Outcome "An attractive and well-designed City" through the indicator "Number of heritage buildings, sites and objects".
23. The Heritage Grants Policy is aligned with the ICOMOS New Zealand Charter 1993 for the Conservation of Places of Cultural Heritage Value, which the Council has adopted. The concept of places incorporates landscape, buildings, archaeological sites, sacred places, gardens and other objects. ICOMOS considers that countries have a "general responsibility towards humanity" to safeguard their heritage for present and future generations.

Christchurch Recovery Strategy

24. This Recovery Strategy is the key reference document that guides and coordinates the programmes of work, including Recovery Plans, under the CER Act. Retention and conservation of restorable heritage buildings, places, archaeological sites and places of cultural significance, and restoration of access to heritage collections, will help recreate that distinctive sense of place and identity that has defined the region and contributed to its economic development.

Do the recommendations align with the Council's strategies?

25. Yes.

CONSULTATION FULFILMENT

26. There is no requirement for community consultation for Heritage Incentive Grants or Covenants.

STAFF RECOMMENDATION

That the Council amend the Operational Guidelines of the Heritage Incentive Grants (HIGs) scheme as follows:

- (a) Allowing all groups and classifications of listed heritage buildings in both the City Plan and the Banks Peninsula District Plan to be awarded Heritage Incentive Grants of up to 50 per cent of the cost of approved works to heritage fabric.
- (b) Raising the threshold levels for the requirement of a conservation covenants to the levels of between \$15,000 and \$149,999 for a Limited Covenant and for a Full Covenant the threshold would be above \$150,000.
- (c) Allowing the temporary stabilisation of parts of buildings to be eligible for HIG grant support where this work relates to a longer programme for retention.
- (d) Allowing professional fees to be included in a grant when the professionals are registered with the NZIA, IPENZ and the NZIQS.

COMMITTEE CONSIDERATION

During the discussion of the report, the Committee queried whether staff had evaluated the response to heritage recovery post earthquake, and requested that a Committee workshop be held on this matter.

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 6 -

1 Cont'd

COMMITTEE RECOMMENDATION

That the staff recommendation be adopted.

2. **HERITAGE INCENTIVE GRANTS SIX MONTHLY REPORT**

General Manager responsible:	General Manager Strategy and Planning, DDI: 941-8281
Officer responsible:	City Planning Unit Manager
Author:	Brendan Smyth, Architecture, Heritage and Urban Design

PURPOSE OF REPORT

1. The purpose of this report is to update the Council on the Heritage Incentive Grants and Covenants approved during the period 1 July 2012 to 30 December 2012. Also to advise the Council of any covenants that have been removed under the delegated authority of the General Manager, Strategy and Planning.

EXECUTIVE SUMMARY

2. Table 1 provides a summary of Heritage Incentive Grants and covenants approved during the period 1 July 2012 to 30 December 2012. The table also shows the Heritage Incentive Grant Fund has a total budget of **\$1,269,183** for the 2012/13 financial year. Three new grants had been approved from the 2012/13 budget by 31 December 2012 and one transfer of funds to the Canterbury Earthquake Heritage Building Fund Trust (CEHBF).

Table 1: Heritage incentive grants and transfers approved by committee July 2012 to December 2012:

	2012/13
Annual Budget for the Heritage Incentive Grant (HIG) fund	\$763,684
Funds remaining from 2011/12 financial year	\$505,499
Balance of 12/13 funds	\$1,269,183
Approved grant to 284 – 294 Kilmore Street	\$48,924
Approved grant to 236 Tuam (McKenzie & Willis)	\$240,000
Council approved transfer to CEHBF	\$254,690
Approved grant to 72 Chancellor Street	\$3,252
Total Available Funds 2012/13	\$722,317

3. Statements of Heritage Significance, which have been provided as part of the decision making process for each grant application are attached for reference (refer **Attachments 1, 2, 3 and 4**).

FINANCIAL IMPLICATIONS

4. Heritage Incentive Grants are budgeted for on an annual basis through the Council's Long Term Plan (LTP). The total Heritage Incentive Grant Fund budget via the Annual Plan 2012/13 is \$763,684. The Council on 17 September 2012 confirmed carry forward of the 2011/12 unspent Heritage Incentive Grants monies resulting in the available current sum of \$1,269,183.00.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

5. Yes. The Heritage Incentive Grant budget is an annual fund provided for in the 2009-19 LTCCP.

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 7 -

2 Cont'd

LEGAL CONSIDERATIONS

6. Limited Conservation Covenants are required under the Heritage Conservation Policy for properties receiving Heritage Incentive Grants of \$5,000 to \$49,999. A Full Conservation Covenant is required for grants of \$50,000 or more. Delegated Authority given to the General Manager of Strategy and Planning for the removal of conservation covenants following the demolition of the building as a result of the earthquakes has been used on two occasions. 278 -282 High Street (Fisher's Building) and 759 Colombo Street were both demolished following the earthquakes and the owner's requested that the covenants, or Heritage Grant Agreement in the case of 278 High Street, be removed from the title or surrendered and this has been undertaken.

Have you considered the legal implications of the issue under consideration?

7. Yes. Covenants are a more comprehensive form of protection for the buildings because they are registered against the property title, ensuring that the Council's investment is protected. For all grants approved in the period 1 July 2012 to 31 December 2012, covenants have been required as a condition of grant approval where the value of the grant exceed \$5,000.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

8. The Heritage Incentive Grants Scheme is aligned to the Community Outcome '*An attractive and well-designed City*' (LTCCP 2009-19, page 50). 'Community Outcome 9. Development' provides for, among other things, ensuring "*our lifestyles and heritage are enhanced by our urban environment*" (page 54). One of the success measure is that "*Our heritage is protected for future generations*" (page 54). "*Progress will be measured using these headline indicators ... number of heritage buildings, sites and objects.*" (page 54). Heritage Incentive Grants contribute towards the number of protected heritage buildings, sites and objects, which is the measure under the outcome.
9. Within the 'Activities and Services' section of the LTCCP, is 'City planning and development' which aims to help improve Christchurch's urban environment, among other things. One of the activities included in 'City planning and development' is 'Heritage protection'. "*A city's heritage helps to sustain a sense of community identity, provides links to the past, and helps to attract visitors. The Council is committed to protecting the heritage of our city and works with developers, landowners and other stakeholders to conserve heritage buildings, areas and other items*" (page 187).
10. 'Heritage Protection', requires the Council to "*Research and promote the heritage of Christchurch and Banks Peninsula. Work with developers, landowners and other stakeholders to conserve heritage areas, buildings, and other items. Promote development that is sensitive to the character and heritage of the city and existing communities.*" (page 192). The Council provides information, advice and funding for city heritage and heritage conservation, and will be expected to continue to do so, as part of its objective to retain heritage items.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

11. Yes.

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 8 -

2 Cont'd

ALIGNMENT WITH STRATEGIES

12. Alignment of the requirement for Heritage Incentive Grants and Conservation Covenants stems from the Heritage Conservation Policy which in turn is relevant to:
- Greater Christchurch Urban Development Strategy (UDS)
 - Christchurch City Plan and Banks Peninsula District Plan
 - Central City Revitalisation Strategy
 - New Zealand Urban Design Protocol.

Do the recommendations align with the Council's strategies?

13. Yes.

CONSULTATION FULFILMENT

14. There is no requirement for community consultation for Heritage Incentive Grants or Covenants.

STAFF RECOMMENDATION

That the Council receive the report for the period 1 July 2012 to 31 December 2012.

COMMITTEE CONSIDERATION

The Committee queried the current status of the McKenzie and Willis building, and requested that staff provide information by way of a memo to Councillors prior to the Council meeting on 28 February 2013, including reference to the conditions placed on the heritage incentive grant for this building.

COMMITTEE RECOMMENDATION

That the staff recommendation be adopted.

3. EXPRESSION OF INTEREST FOR TRUSTEES FOR COUNCIL'S EVENTS TRUSTS

General Manager responsible:	Lydia Aydon, General Manager Public Affairs, DDI: 941-8982
Officer responsible:	Richard Stokes, Marketing and Events Unit Manager
Author:	Richard Stokes, Marketing and Events Unit Manager

PURPOSE OF REPORT

1. To seek the Council's approval to call for Expressions of Interest for volunteer Trustees to be appointed to the Garden Events Trust and the World Buskers Festival Trust.

EXECUTIVE SUMMARY

2. Since establishment of the Garden Events Trust (December 2008) and the World Buskers Festival Trust (July 2010) and the appointment of Trustees by the Council, a number of the volunteer Trustees have resigned, for a variety of reasons. Both Trusts now require appointment of new Trustees to enable their effective operation in support of their respective events - the Ellerslie International Flower Show and the World Buskers Festival. It is proposed that an Expression of Interests process be advertised calling for Expressions of Interest for Trustees. Upon assessment of applications received, a report to the Community, Recreation and Culture Committee would be actioned with recommendations for appointment of Trustees to the respective Trusts.

COUNCIL 28. 2. 2013**COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013**

- 9 -

3 Cont'd**BACKGROUND**

3. The Garden Events Trust was established to mirror the structure in place for operation of the Ellerslie International Flower Show, prior to Council ownership. The Trust works alongside the Ellerslie International Flower Show Management Company for the purpose of sourcing community grants and gaming funding to be distributed to not for profit community groups or organisations to enable them to compete or exhibit at the Show. The Trust is not involved in the organisation or management of the Show.
4. The World Buskers Festival Trust was established in July 2010 following the purchase of the World Buskers Festival by the Council. The Trust is licensed by the Council to use the World Buskers Festival intellectual property, owned by the Council, to operate the festival. A Supply of Services agreement is in place for the Council to provide the event management services to the Trust. This agreement included a three year 'transition' period during which the Council would move up to provide 100 per cent of the event management services for the festival. This period is now complete, with a World Buskers Festival Manager in place within the Council's events staff. The Council also supports the Festival with financial management and marketing.
5. New Trustees are required for both Trusts, with a minimum of two new trustees required for the Garden Events Trust to enable efficient operation of the Trust and three new Trustees required for the World Buskers Festival Trust to meet requirements of the Trust Deed.
6. It is proposed that applications are called for through an Expression of Interest process. Applications would be reviewed against the following factors:
 - Networking and interpersonal skills
 - Connectivity with the event
 - Fit with skills of current Trustees
 - Independence from vested interests
 - Experience in accessing funding.
7. Upon closing of applications, staff will assess applications and make recommendations to the Community, Recreation and Culture Committee for appointment of new Trustees for a three year term and reconfirmation of current Trustees willing to extend their term of appointment.

FINANCIAL IMPLICATIONS

8. Effective operation of the Trusts is required to source community grants and gaming funding to support the charitable objectives of the Ellerslie International Flower Show and World Buskers Festival. Without this funding some content within the festivals would not occur.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

9. Yes.

Have you considered the legal implications of the issue under consideration?

10. Yes.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

11. Events and Festivals Activity Management Plan

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 10 -

3 Cont'd

Do the recommendations align with the Council's strategies?

12. Christchurch Events Strategy 2007-17.

CONSULTATION FULFILMENT

13. No public consultation.

STAFF RECOMMENDATION

That the Council approve an Expression of Interest process to be advertised requesting applications for volunteer Trustees positions for the Garden Events Trust and the World Buskers Festival Trust.

COMMITTEE CONSIDERATION

In relation to the Garden Events Trust, the Committee requested that staff provide the Committee with copies of any annual reports or provide a yearly update to the relevant Committee on the previous years events.

COMMITTEE RECOMMENDATION

That the staff recommendation be adopted.

4. **DEMOLITION OF A SMALL TOILET BLOCK BESIDE SUMNER SURF LIFE SAVING CLUB**

General Manager responsible:	General Manager Community Services, DDI 941-8607
Officer responsible:	Corporate Services Unit Manager
Author:	Lucy Brown, Project Manager

PURPOSE OF REPORT

1. The purpose of this report is to seek Council resolution for the demolition of a Council owned toilet block beside Sumner Surf Life Saving Club (SSLSC).

EXECUTIVE SUMMARY

2. The entire footprint of the building is a concrete block "T" shaped structure which contains both the Sumner Surf Life Saving Club (SSLSC) facilities along with the Council owned and maintained toilet. The Sumner Surf Life Saving Club building is "leaning" onto the Council owned toilet block. The building has a red placard and safety fencing has been put in place.
3. Both the SSLSC facilities and the Council owned toilet block have been severely compromised as a result of the recent earthquakes. The toilet block along with the larger proportion of the SSLSC facilities have been closed due to significant structural weakness and the most compromised portion of the surf club facilities have already been demolished. The remainder of the SSLSC facilities along with the Council owned toilet block are proposed to be demolished. It is not cost-effective to repair either building. SSLSC have received a price for demolishing their building and also to demolish the Council toilet block.
4. Staff have requested a separate quotation from the Club's demolition contractor for the demolition of the Council toilet block at the time they were on-site. The quotation is for \$9,980 plus GST for the 'incremental' work to demolish the building. It is clear that engaging the contractor while they are demolishing the adjoining Club building will provide the safest and most cost-effective outcome for the demolition of our building and the clearance of the site.

COUNCIL 28. 2. 2013**COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013**

- 11 -

4 Cont'd

5. Staff intend to work in conjunction with the SSLSC under a partnering agreement to design a new facility and reinstate a full public toilet service in Sumner. This is at the concept design stage now and a pre-application meeting with the Council has occurred prior to Christmas.
6. The Council's Insurers have confirmed that they agree that the building is uneconomic to repair. The claim was accepted on 15 January 2013 and the loss adjusting team formally agreed that the demolition can proceed. They also agree that the toilet block total sum insured is \$574,763.00. The loss adjusting team still require a copy of the replacement cost report as the like for like replacement cost has not yet been agreed, which will, if the insurers agree, be the claim settlement amount.
7. The Council's agreement is sought for the demolition of the toilet block.

FINANCIAL IMPLICATIONS

8. The cost of demolition and the removal of the demolition debris will be met by our insurance cover and done using CERA's demolition procedures.
9. We have received a quotation for demolition and site clearance of \$9,980 plus GST and expect to receive an amount up to the insured value of \$574,763.00.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

10. As the recommendations are a consequence of the earthquake events, this issue is not addressed in the LTCCP.

LEGAL CONSIDERATIONS

11. Consent is not required for demolition. The building has no heritage value.

Have you considered the legal implications of the issue under consideration?

12. Not applicable.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

13. As the recommendations are a consequence of the earthquake events, this issue is not addressed in the LTCCP.

Do the recommendations of this report support a level of service or project in the LTCCP?

14. Not applicable.

ALIGNMENT WITH STRATEGIES

15. Due to the exigencies of the Earthquake Recovery process, this recommended action is outside of 'normal' strategic process.

Do the recommendations align with the Council's strategies?

16. Not applicable.

CONSULTATION FULFILMENT

17. Due to the level of damage which the building has sustained, and given that the building will be in a dangerous state once the adjoining Club building is demolished, demolition is recommended as the most cost-effective option available to the Council.

COUNCIL 28. 2. 2013

COMMUNITY, RECREATION AND CULTURE COMMITTEE 5. 2. 2013

- 12 -

4 Cont'd

STAFF RECOMMENDATION

That the Council agree to the demolition of the small Council owned toilet block which adjoins the Sumner Surf Life Saving Club.

COMMITTEE RECOMMENDATION

That the staff recommendation be adopted.

PART B - REPORTS FOR INFORMATION**5. DEPUTATIONS BY APPOINTMENT**

5.1 Lianne Dalziel MP and Charles Chauvel MP addressed the Committee with regard to Christchurch's heritage recovery, and encouraged an ongoing dialogue on the issue.

6. ARTS UPDATE REPORT

The Committee considered an update on the current status of arts projects within the Central City.

The Committee **decided** to receive the report.

The meeting concluded at 11.59am.

CONSIDERED THIS 28TH DAY OF FEBRUARY 2013

MAYOR

ATTACHMENT 1

STATEMENT OF SIGNIFICANCE WARDS BREWERY SITE
FITZGERALD AVENUE, CHRISTCHURCH



WARD'S BREWERY COMPLEX, FITZGERALD AVENUE
PHOTOGRAPH: 2010 PRIOR TO CHRISTCHURCH EARTHQUAKES

INTRODUCTION:

Ward's Brewery is significant as the site and remains of one of Canterbury's earliest breweries. Prior to the Canterbury Earthquakes there was a complete set of brewery buildings on the site. Although a number of the buildings have been lost the remaining brick buildings on the site retain the distinctive character of this early industrial site. Colonial brick industrial buildings are increasingly rare following the earthquakes hence those that remain have heightened significance as a reminder of the scale and architectural style of industrial buildings in the city. Due to their scale and brick construction the distinctive buildings retain landmark significance in the north eastern corner of the central city.

HISTORICAL AND SOCIAL SIGNIFICANCE

Ward's Brewery has historical and social significance for its place in the history of brewing, and industrial development in Canterbury and New Zealand. Breweries were a significant feature of the country's early industrial landscape.

Ward's Brewery was established by Archer Croft in 1854 on a site on the other side of Fitzgerald Ave, shifting to its present site in 1860. Croft's brewery was reputedly the first to be established in Christchurch (NZHPT Registration Report). Shortly after founding his brewery, Croft went into partnership with John Hamilton Ward, who bought the business from Croft in 1862. By this time the enterprise was known as the Canterbury Brewery, a name it retained throughout its operation. Despite Ward selling the brewery in 1867, the business also retained his name. The Irish-born Ward (known as Hamilton), whose name remains associated with the site, was a member of a well-known pioneering family and became a prosperous businessman and farmer. Ward & Co was incorporated into a public company in

1881. Ward's prize-winning brew had proved popular, and by this time the firm's premises were 'beyond question the largest [brewery] in New Zealand' (*Lyttelton Times* 1881, July 2). As one of the largest industrial sites in the city, Ward's was an important employer. The firm became a focal point for community activities: unsurprisingly given its river-side location becoming involved in rowing, and also providing a bowling green for employees. In 1923 the company amalgamated with other Christchurch brewers, Crown and Mannings, to form the conglomerate New Zealand Breweries. The Christchurch affairs of the conglomerate were administered from the Canterbury's offices. After operations were concentrated on the Crown site in 1955, the Canterbury Brewery was closed.

Since 1955 the former brewery complex has been occupied by a variety of organisations and businesses, most notably Crichton Cobbers, a youth club founded in 1926, which was the largest club of its type in New Zealand when it moved into its present premises in 1958. Appropriately the complex now also contains a Harringtons Brew Pub.

CULTURAL AND SPIRITUAL SIGNIFICANCE

Ward's Brewery has cultural significance as its central location, historical scale and long history on the site are testament to the importance of breweries in the city since the colonial period. Brewing was one of the earliest industries in New Zealand.

ARCHITECTURAL AND AESTHETIC SIGNIFICANCE

Ward's Brewery has architectural and aesthetic significance as a significant group of early industrial buildings in Christchurch. Although the site contained structures added until the time the brewery closed, the greater part of the complex was built before 1910. The oldest and most architecturally distinguished part of the brick and stone complex, of which a malt kiln, the boiler house, part of the brewing tower and the former administration offices and barrel storage sheds (now Pomeroy's Hotel) remain, were designed and built by Joseph Dawson before 1881. Dawson is otherwise unknown as an architect in Christchurch. The brewery's remaining malt kiln, with its blind arcading, carved roundels, corbels and flared slate roofs is the most notable of Dawson's structures on this site.

TECHNOLOGICAL AND CRAFTSMANSHIP SIGNIFICANCE

Ward's Brewery has technological significance as the remaining structures of a complex of nineteenth and early twentieth century brewery buildings. The remaining buildings, part of the brewing tower, the boiler house, a malt kiln, barrel storage sheds and an office block (now Pomeroy's), illustrate the functioning of a brewery in this period. The barrel storage rooms for example are set below ground level in order that the barrels could be cooled by running water.

CONTEXTUAL SIGNIFICANCE

Ward's Brewery is of contextual significance as the remaining parts of a group of related structures that are primarily located around the periphery of a large area of land bounded by Fitzgerald Avenue, Kilmore Street and Chester Street that forms the setting of the complex. The environs of the complex are primarily low-scaled and residential. As a consequence of these factors, the remaining buildings are highly visible, and form a distinctive landmark in eastern central Christchurch.

The location of Ward's Brewery, adjacent to the Avon River, was typical in that it was common practice during the 19th century for breweries to be located near a river to allow excess water from the brewing process to be discharged into the river.

ARCHAEOLOGICAL SIGNIFICANCE

Ward's Brewery and its setting are of archaeological significance because they have the potential to provide archaeological evidence relating to past building construction methods and materials, and human activity on the site – particularly in relation to brewing practice - including that which occurred prior to 1900.

This area was part of a mahinga kai area with a significant cabbage tree on the opposite side of Fitzgerald Avenue being a fishing marker to local Maori in the 19th century. The Avon River and its banks were used first by local Maori and later by the early Europeans, prior to 1900.

*Report by Heritage Team based on the CCC Heritage Building assessment criteria and file information
July 2012*

14 December 2012

City Wide (area covered by Christchurch City Plan, including the Central City and the Red Zone)

Grp	1	2	3	4	Total
Demolished	13 (18%)	34 (28%)	58 (30%)	74 (38%)	179 (31%)
Part Demo	9 (12%)	5 (4%)	3 (2%)	1 (0.5%)	18 (3%)
Retained	52 (70%)	83 (68%)	135 (69%)	118 (61%)	388 (66%)
Total	74	122	196	193	585

Central City (area within the 'four avenues', including the Red Zone)

Grp	1	2	3	4	Total
Demolished	13 (24%)	24 (31%)	40 (43%)	47 (57%)	124 (40%)
Part Demo	9 (16%)	5 (6%)	2 (2%)	1 (1%)	17 (6%)
Retained	33 (60%)	48 (62%)	52 (55%)	35 (42%)	168 (54%)
Total	55	77	94	83	309

Banks (area of the Banks Peninsula District Plan, including Lyttelton)

Grp	Protected	Notable	Total
Demolished	11 (9%)	23 (11%)	34 (10%)
Part Demo	2 (2%)	2 (1%)	4 (1%)
Retained	112 (90%)	184 (88%)	296 (89%)
Total	125	209	334

Lyttelton (the urban area of Lyttelton township)

Grp	Protected	Notable	Total
Demolished	9 (43%)	21 (20%)	30 (24%)
Part Demo	1 (5%)	1 (1%)	2 (2%)
Retained	11 (52%)	83 (79%)	94 (75%)
Total	21	105	126

ATTACHMENT 2

284-294 Kilmore Street



Ward's Breweries Site



Kilmore Street frontage

**CHRISTCHURCH CITY PLAN – LISTED HERITAGE ITEM AND SETTING
HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE
*McKENZIE & WILLIS / FORMER A J WHITES –
179 HIGH STREET***



PHOTOGRAPH 2005

HISTORICAL AND SOCIAL SIGNIFICANCE

Historical and social values that demonstrate or are associated with: a particular person, group, organisation, institution, event, phase or activity; the continuity and/or change of a phase or activity; social, historical, traditional, economic, political or other patterns.

The McKenzie and Willis building has historical and social significance due to its association with two of Christchurch's leading furniture retailers. The building at 179 High Street was constructed in 1910-11 to an England Brothers design. It was designed and constructed for A J Whites, a firm that was one of New Zealand's longest established furniture manufacturing and retailing firms. The building traded as A J Whites until it was purchased by McKenzie and Willis, another leading furniture retailer, during the 1980s. A J Whites was established in 1863 by Alfred White who had arrived from England in 1861 and, with his wife Eliza White, established a secondhand furniture store in High Street. In 1870 White leased a two-storey wooden building on the site of the 1911 building. By the late 1870s the business had prospered and White was able to build the three storey brick and stone building at 236 Tuam Street. In 1902 the brick and stone building at 232 Tuam street was built. It wasn't until 1910 that the two storey wooden building was replaced by the three storey stone faced building designed by prominent Canterbury architects the England Brothers. A J Whites continued to trade from this site until 1925 when the company was bought out by McKenzie and Willis. The firm McKenzie and Willis has operated in Christchurch for over 100 years. Founded in 1906 by Joseph Willis the firm remains one of the city's best known family businesses. McKenzie and Willis refurbished the building, along with 236 Tuam Street and continues to trade from there to this day.

CULTURAL AND SPIRITUAL SIGNIFICANCE

Cultural and spiritual values that demonstrate or are associated with the distinctive characteristics of a way of life, philosophy, tradition, religion, or other belief, including: the symbolic or commemorative value of the place; significance to Tangata Whenua; and/or associations with an identifiable group and esteemed by this group for its cultural values.

The McKenzie and Willis building at 179 High Street has cultural significance due to its continuous use as a reputable furniture retailers since it was built in 1911. A J Whites and McKenzie and Willis are two of Christchurch's best known furniture retailers, both family firms that traded, and continue to trade, in the city for over 100 years.

ARCHITECTURAL AND AESTHETIC SIGNIFICANCE

Architectural and aesthetic values that demonstrate or are associated with design values, form, scale, colour, texture and material of the place.

The McKenzie and Willis building has architectural and aesthetic significance. It was built in 1910-11 to designs by the England Brothers. The firm was established by Robert England who was joined by his younger brother Edward in 1906. Following Robert's death in 1908 Eddie England continued the practice until 1941. The firm produced domestic as well as commercial buildings including McLeans Mansion, the 3rd stage of Riccarton House and the second masonry building commissioned for A J Whites at 232 Tuam Street. The building at 179 High Street is a three storey Edwardian Classical building. The first and second floors are dominated by large stylised attached columns that rise through the two upper floors. The large window openings have leaded fanlights with an oriel window at the corner. The first floor windows are squared whilst the second floor windows have segmental arches. The building is a modern Edwardian interpretation of more traditional classical commercial buildings, restrained in its detailing and modern in its generous use of glass. The use of stone veneer lightens the facade, contributing to its modern appearance. The original parapet has been removed. The interior of the building has been refurbished several times, with a cafe integrated into the building on the ground floor, High Street, street frontage.

TECHNOLOGICAL AND CRAFTSMANSHIP SIGNIFICANCE

Technological and craftsmanship values that demonstrate or are associated with: the nature and use of materials, finishes and/or technological or constructional methods which were innovative, or of notable quality for the period.

The McKenzie and Willis building has technological and craftsmanship significance due to its early 20th century methods of construction. Of note is the use of a stone veneer, including carved decorative relief's.

CONTEXTUAL SIGNIFICANCE

Contextual values that demonstrate or are associated with: a relationship to the environment (constructed and natural) setting, a group, precinct or streetscape; a degree of consistency in terms of scale, form, materials, texture, colour, style and/or detailing in relationship to the environment (constructed and natural), setting, a group, precinct or streetscape; a physical or visible landmark; a contribution to the character of the environment (constructed and natural) setting, a group, precinct or streetscape.

The McKenzie and Willis building has contextual significance due to its landmark position on a splayed corner site created by the insertion of the High Street diagonal into the grid street plan of Christchurch. The setting consists of the footprint of the heritage building with street frontages on High Street and Lichfield Street. Included in the footprint is a large attached former warehouse building at the rear. There is vehicle access to the rear of the building from St Asaph Street with an asphalted area at the rear of the building included in the setting. The listed buildings at 236 and 232 Tuam Street relate to the building as part of the original A J Whites complex. As a group these three former A J Whites buildings illustrate the changes in commercial building design from the 1880s until the early 20th century. The building is also part of a unique broader precinct of listed late Victorian and Edwardian commercial buildings that run along High Street. The importance of High Street as a public transport route to and from the city led to the clustering of commercial buildings in this area during the late

19th/early 20th century. As a group these stylistically confident buildings reflect the turn-of-the-century optimism in the commercial future of the city. In recent years this heritage character has played a significant role in the revitalisation of this part of the innercity

ARCHAEOLOGICAL SIGNIFICANCE

Archaeological values that demonstrate or are associated with: potential to provide archaeological information through physical evidence; an understanding about social historical, cultural, spiritual, technological or other values or past events, activities, people or phases.

The building at 179 High Street is of archaeological significance because it has the potential to provide archaeological evidence relating to past building construction methods and materials, and human activity on the site, including that which occurred prior to 1900. There was a two-storeyed 19th century timber building on this site prior to the construction of the current building in 1911.

ASSESSMENT STATEMENT

The McKenzie and Willis Building is of regional significance. It has been assessed as making an important contribution to the identity, sense of place and history of the Canterbury region and is primarily of importance to the Canterbury region for its heritage values.

The building is historically significant as part of the complex of buildings that made up the premises of well-known furniture manufacturer and retailer, A J Whites. As McKenzie and Willis continues to do to this day, A J Whites had a widespread reputation and served the broader community of Canterbury, for over a hundred years. The building has landmark qualities for its prominent corner site and monumental classical detailing. It is part of a group of three listed buildings that were built as A J Whites business premises. As part of a broader precinct of listed heritage buildings the McKenzie and Willis building makes an important contribution to the streetscape of a unique cluster of late-Victorian and Edwardian listed buildings in the High Street area.

REFERENCES:

CCC Heritage File
Wilson, J.(1986, September 4) Christchurch's unique architectural 'precinct'. Saved from the bulldozer. *The Star*
New Zealand Historic Places Trust Register (2001, August 20) *238 Tuam Street*. Retrieved March 11, 2010 from <http://www.historic.org.nz/TheRegister/RegisterSearch/RegisterResults.aspx?RID=4386>

PEER REVIEWED:

REVIEWER:

REPORT UPDATED:

PLEASE NOTE THIS ASSESSMENT IS BASED ON INFORMATION AVAILABLE AT THE TIME OF WRITING. DUE TO THE ONGOING NATURE OF HERITAGE RESEARCH, FUTURE REASSESSMENT OF THIS HERITAGE ITEM MAY BE NECESSARY TO REFLECT ANY CHANGES IN KNOWLEDGE AND UNDERSTANDING OF ITS HERITAGE SIGNIFICANCE.

PLEASE USE IN CONJUNCTION WITH THE CCC HERITAGE FILES.

**CHRISTCHURCH CITY PLAN – LISTED HERITAGE ITEM AND SETTING
HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE
*DWELLING - 72 CHANCELLOR STREET***



PHOTOGRAPH 2010

HISTORICAL AND SOCIAL SIGNIFICANCE

Historical and social values that demonstrate or are associated with: a particular person, group, organisation, institution, event, phase or activity; the continuity and/or change of a phase or activity; social, historical, traditional, economic, political or other patterns.

72 Chancellor St (1914) has historical and social significance as one of seven houses built at this time in what was known as the Chancellor Settlement, under the Workers' Dwellings Act (1910). This act was a successor to the eponymous act of 1905, which was the first attempt by New Zealand's central government to provide public housing. The acts were part of the enlightened social programme of the Liberal government of the period, admired across the world.

CULTURAL AND SPIRITUAL SIGNIFICANCE

Cultural and spiritual values that demonstrate or are associated with the distinctive characteristics of a way of life, philosophy, tradition, religion, or other belief, including: the symbolic or commemorative value of the place; significance to Tangata Whenua; and/or associations with an identifiable group and esteemed by this group for its cultural values.

72 Chancellor St has cultural significance for the illustration it provides of how the government of the day believed workers should ideally be housed.

ARCHITECTURAL AND AESTHETIC SIGNIFICANCE

Architectural and aesthetic values that demonstrate or are associated with design values, form, scale, colour, texture and material of the place.

72 Chancellor St has architectural and aesthetic significance as one of Christchurch's earlier state houses. Care was taken to differentiate the houses built under the Workers' Dwelling

Acts from each other, so as to avoid any taint of mass-produced worker housing. This house is a late villa.

TECHNOLOGICAL AND CRAFTSMANSHIP SIGNIFICANCE

Technological and craftsmanship values that demonstrate or are associated with: the nature and use of materials, finishes and/or technological or constructional methods which were innovative, or of notable quality for the period.

72 Chancellor St expresses the typical technology and craftsmanship of house construction in the period it was built.

CONTEXTUAL SIGNIFICANCE

Contextual values that demonstrate or are associated with: a relationship to the environment (constructed and natural) setting, a group, precinct or streetscape; a degree of consistency in terms of scale, form, materials, texture, colour, style and/or detailing in relationship to the environment (constructed and natural), setting, a group, precinct or streetscape; a physical or visible landmark; a contribution to the character of the environment (constructed and natural) setting, a group, precinct or streetscape.

72 Chancellor St has an immediate relationship with the other houses in Chancellor St constructed under the Workers' Dwelling Act (1910), particularly those at 66 and 70. Two sets of homes were built in Christchurch under the 1905 act: the so-called Walker (Riccarton) and Camelot (Sydenham) Settlements; whilst a second was also built in the city under the 1910 act, the Hulbert Settlement in Linwood. Houses from all three settlements remain extant, although those of the Hulbert Settlement understandably resemble those of the Chancellor Settlement most closely. All of Christchurch's Worker's Dwelling Act houses relate to those constructed across the country under the two acts. Of these, the houses of the Heretaunga Settlement in Petone are particularly well-known. The Chancellor St houses also form part of New Zealand's heritage of state housing generally.

ARCHAEOLOGICAL SIGNIFICANCE

Archaeological values that demonstrate or are associated with: potential to provide archaeological information through physical evidence; an understanding about social historical, cultural, spiritual, technological or other values or past events, activities, people or phases.

72 Chancellor St does not have archaeological significance.

ASSESSMENT STATEMENT

72 Chancellor St has historical and social significance as a product of the first effort by government in New Zealand to provide public housing.

The house has cultural, architectural and aesthetic significance as an intended exemplar of worker housing of the period. The house has contextual significance in relation to the other Workers' Dwelling Act houses in Chancellor St, across Christchurch, and across New Zealand. The house is also a part of New Zealand's broader state housing heritage.

REFERENCES:

PEER REVIEWED:

REVIEWER:

REPORT UPDATED:

PLEASE NOTE THIS ASSESSMENT IS BASED ON INFORMATION AVAILABLE AT THE TIME OF WRITING. DUE TO THE ONGOING NATURE OF HERITAGE RESEARCH, FUTURE REASSESSMENT OF THIS HERITAGE ITEM MAY BE NECESSARY TO REFLECT ANY CHANGES IN KNOWLEDGE AND UNDERSTANDING OF ITS HERITAGE SIGNIFICANCE.

PLEASE USE IN CONJUNCTION WITH THE CCC HERITAGE FILES.