



## Christchurch City Council

# HERITAGE GRANTS AND COVENANTS COMMITTEE AGENDA

TUESDAY 2 SEPTEMBER 2008

AT 2.30PM

IN THE CHAMBERS GROUND FLOOR MEETING ROOM, CIVIC OFFICES

<b>Elected Member Representation:</b>	Councillor Helen Broughton (Chair), Councillors Barry Corbett, David Cox, Claudia Reid and Mike Wall
<b>Staff Representation:</b>	Michael Theelen, Carolyn Ingles, Neil Carrie, Robert O'Connor
<b>General Manager Responsible:</b>	Mike Theelen Telephone: 941 8177
<b>Committee Adviser:</b>	Warren Brixton Telephone: 941 8439

### TOPICS

1. APOLOGIES
2. DELEGATIONS
3. HERITAGE GRANTS AND COVENANTS
  - (i) 222 High Street
  - (ii) 120 Manchester Street

## 2. HERITAGE GRANTS AND COVENANTS COMMITTEE DELEGATIONS

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941 8281
<b>Officer responsible:</b>	Programme Manager Liveable City
<b>Author:</b>	Principal Advisor Heritage and Urban Design

### PURPOSE OF REPORT

1. The purpose of this report is for the Committee to review the delegations of the Grants and Covenants Committee of Council with regard to a Council resolution of 24 June 2008.

### EXECUTIVE SUMMARY

#### Heritage Grants and Covenants Committee Delegations

2. The Council agreed to a review of the delegations of the Grants and Covenants Committee of Council in a Council resolution of 24 June 2008 that:  
  
*"5 (b) A report be requested looking at the delegations to the Heritage Grants and Covenants Committee."*
3. The current delegations are provided as Attachment 1. This agenda item is included for discussion by the Committee.

## HERITAGE GRANTS AND COVENANTS COMMITTEE

THURSDAY 28 FEBRUARY 2008

### DELEGATIONS

1. The power to enter into conservation covenants under section 77 of the Reserves Act 1977 or other appropriate legal instruments for the protection of heritage buildings, places or objects listed in the City Plan or the Banks Peninsula District Plan on such terms and conditions as the Committee thinks fit from time to time.
2. The power to enter into conservation covenants under section 77 of the Reserves Act 1977 or other appropriate legal instruments for the protection of buildings, places and objects which have community and heritage values consistent with the policy for covenants on non-heritage properties and on such terms and conditions as the Committee thinks fit from time to time.
3. The power to approve or decline any application made pursuant to a conservation covenant or other legal instrument entered into for heritage purposes (excluding an application for consent for demolition).
4. The power to approve or decline a conservation plan prepared pursuant to a conservation covenant or other legal instrument entered into for heritage purposes.
5. The power to exercise any discretion of the Council given by any conservation covenant or other legal instrument entered into for heritage purposes to enforce the terms of any such conservation covenant or other legal instrument or to require any act or thing on the part of the landowner or person giving such conservation covenant or other legal instrument following any breach of its terms and conditions.
6. The power to institute enforcement proceedings where the terms and conditions of any conservation covenant or instrument entered into for heritage purposes have been breached by the landowner or the person giving such conservation covenant or instrument.
7. The power to issue a dispute notice and to refer any dispute or difference arising with a party to a conservation covenant or other legal instrument entered into by the Council for heritage purposes to mediation or arbitration in terms of such conservation covenant or other legal instrument and the power to negotiate a resolution to such dispute on behalf of the Council.
8. The power to approve individual heritage grants to owners of heritage buildings, places or objects listed in the City Plan or the Banks Peninsula District Plan of up to \$100,000, on such terms and conditions as provided by the Council's heritage grant policies, provided that:
  - Applications for such grants in excess of \$100,000 be referred to the Council for approval, or otherwise; and
  - The Committee be requested to report back to the Council twice a year, listing heritage grants which have been approved by the Committee pursuant to its delegated powers within the preceding six months.

### 3(i). HERITAGE GRANTS 222 HIGH STREET

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941 8281
<b>Officer responsible:</b>	Programme Manager Liveable City
<b>Author:</b>	Principal Advisor Heritage and Urban Design

#### PURPOSE OF REPORT

1. The purpose of this report is to consider Heritage Incentive Grant approval for 222 High Street.

#### EXECUTIVE SUMMARY

##### 222 High Street, Former Stewart Dawson

2. The former Stewart Dawson (now Jean Jones) building at 222 High Street is a Group 3 listed heritage building. Dating from 1918, it was designed in the Edwardian Commercial Classical style by prominent Christchurch architects Collins & Sons. This four storey commercial building is one of a number of listed buildings in Lower High Street area which contribute significantly to the streetscape of the inner city. A Statement of Heritage Significance is Attachment 1.
3. A Heritage Incentive Grant was approved in 2002 for conservation and code compliance works including external re-painting and a fire upgrade (payments were made between 2002-4 for these works). However, no covenant has been registered against this property to date. Council staff have discussed the application of a Full Covenant for the building with the owner as part of this grant application.
4. The grant application covers the following conservation and maintenance works, including works to meet Building Code Compliance. The upgrade of the lift mechanism and motor to meet code requirements has been evaluated at half the total cost of the upgrade for the purposes of the grant reflecting in part the owner's responsibility for normal maintenance works. This is consistent with previous lift upgrade works considered for Heritage Incentives Grants.

Scope of Works	Costs
External repair and repainting	\$ 84,333
Electrical, fire alarm and fire egress (Code Compliance)	\$ 46,236
Lift mechanism and motor upgrade (50%)	\$ 30,000
Internal upgrade (including lift car restoration and tiling)	\$ 20,188
<b>Total –Conservation and maintenance</b>	<b>\$180,757</b>
<b>Grant Approval (30%)</b>	<b>\$ 54,227</b>

5. It is recommended that consideration be given to a grant of \$54,227 for the scope of works detailed above in line with the grants policy for a group 3 heritage building, including that the owner enters into a Full Conservation Covenant.

#### Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

6. Yes. The Heritage Incentive Grant budget is an annual fund provided for in the 2006-16 LTCCP.

#### LEGAL CONSIDERATIONS

7. Full Conservation Covenants are required under the Heritage Conservation Policy for properties receiving Heritage Incentive Grants of \$50,000 or more.

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

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

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

9. The Heritage Incentive Grants Scheme is aligned to the Community Outcome 'An Attractive and Well-designed City'. This provides for, among other things, ensuring "our lifestyles and heritage are enhanced by our urban environment". The success measure is that "our heritage is protected for future generations". Heritage Incentive Grants contribute towards the number of protected heritage buildings, sites and objects, which is the measure under the outcome.

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10. One of the objectives under the Strategic Direction Strong Communities provides for *“protecting and promoting the heritage character and history of the city”* (Goal 7).

One of the objectives under the Strategic Direction Liveable City is to *“Maintain and enhance the quality of development, and renewal of the city’s built environment, by protecting Christchurch heritage buildings and neighbourhood character.”* (Goal 4)

11. ‘City Development Activities and Services’ aims to help improve Christchurch’s urban environment, among other things. One activity under City Development provides for Heritage Protection, which requires the Council to *“provide leadership, advocacy, resources, grants and conservation covenants to conserve and rehabilitate heritage items”*. One of the Council’s contributions is to ensure the city’s heritage is protected for future generations. 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 2006-16 LTCCP?**

12. Yes

### **ALIGNMENT WITH STRATEGIES**

#### **Do the recommendations align with the Council’s strategies?**

13. 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)**

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**

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**

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.

#### **Central City Revitalisation Strategy**

Inner City Heritage improvement projects are consistent with the vision for the Central City to cultivate a distinct identity that is unique to the city’s environment and culture. This strategy places particular emphasis on the heritage of our Central City. The Christchurch Central City contains over half of the city’s entire heritage assets.

#### **New Zealand Urban Design Protocol**

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 Policies**

Heritage Incentive Grants are provided for under the Heritage Incentive Grants Policy, a section of the Heritage Conservation Policies. Heritage Conservation Policies align with Community Outcome “An attractive and Well-designed City” through the indicator “Number of heritage buildings, sites and objects.

Heritage Conservation Policies are aligned with Council’s Strategic Directions, Strong Communities Goal 7: *“Celebrate and promote Christchurch’s identity, culture and diversity by protecting and promoting the heritage character and history of the city.”* and Liveable City Goal 4 of: *“Maintain and enhance the quality of development, and renewal of the city’s built environment by protecting Christchurch heritage buildings and neighbourhood character.”*

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.

### **CONSULTATION FULFILMENT**

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

### **STAFF RECOMMENDATIONS**

That the Council resolves the following:

- (a) Approves a Heritage Incentive Grant of up to \$54,227 for conservation and maintenance work for the Group 3 heritage building at 222 High Street, subject to compliance with the agreed scope of works and the applicant entering a Full Conservation Covenant registered against the property.
- (b) That the signed covenant has the Council seal affixed before registration

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### BACKGROUND

15. The Council is bound by the obligations under the Resource Management Act 1991 and its subsequent amendments in 2003. This legislation provides for Heritage as a matter of national importance.
16. The budget currently allocates monies for grants to owners of heritage buildings, places and objects listed in the Christchurch City Plan and the Banks Peninsula District Plan. This is in recognition of the additional responsibility that maintaining and preserving such buildings can impose on their owners. Heritage Incentive Grants are made available as assessed by the criteria listed under the policy and each application is assessed on its merits and circumstances. City Plan ranked Heritage listings, Historic Places Trust Categories, or Banks Peninsula District Plan unranked listings of Notable Buildings are used as the main criteria in estimating a property's grant quantum, with the other criteria used as modifying influences. These other criteria, listed under the Council's Heritage Incentive Grants Policy Operational Guideline 2 – Criteria for Assessing Heritage Incentive Grant Applications are: the relative heritage value of the item, the contribution the project will make towards retaining the building, the degree to which the proposed works are consistent with conservation principles and practice of the ICOMOS (NZ) Charter, urgency of work, availability of funds, and whether previous Heritage Incentive Grant assistance has been given for the same property.

### THE OBJECTIVES

17. The objectives are to work in partnership with private investors for the betterment of Christchurch City at present and into the future. The Heritage Grants Scheme is an effective non-regulatory tool towards this end. Heritage is a significant factor in the tourism sector and one of the city's main income generators. It is in the city's interests to preserve its heritage for economic and social reasons; it is thus in its interests to protect its investment towards this end by approving the grants and covenants.

**HERITAGE STATEMENT**  
**222 HIGH STREET – STEWART DAWSON/JEAN JONES BUILDING**



**PHOTOGRAPH 2005**

**STATEMENT OF HERITAGE SIGNIFICANCE**

Situated in a prime position on the corner of Cashel and High Street, the building originally constructed for Messrs. Stewart Dawson and Co. is listed in the Christchurch City Plan as a Group 3 protected heritage item.

The building at 222 High Street has historical and social significance due to its construction for Stewart Dawson in 1918 and the long associated history with this firm to the particular building – Stewart Dawson & Co NZ Ltd appear in the Certificates of Title until 1991. Stewart Dawson was founded in the early 1870's by Mr Stewart Dawson who opened his first store in Liverpool in 1871 before moving to London by 1880 to make his fortune (NZHTA, 2005). In the same year Dawson sent two agents to Australasia with a substantial amount of stock and businesses were soon established in both Australia and New Zealand (NZHTA, 2005).



The Christchurch branch was the first of many established throughout New Zealand and the original shop was located at 266 High Street.

The building at 222 High Street therefore has an international historical link to the firm of Stewart Dawson and Co., Jewellers and Silversmith and the establishment of businesses in the outposts of the British Empire.

In recent times the building has also been known as the 'Jean Jones' building, and 'Jean Jones' appears in the Certificates of Title from 1992 onwards - when Stewart Dawson's moved to the Triangle Centre. The official listing in the City Plan recognises both companies with the name being Stewart Dawson building/Jean Jones.

Cultural significance afforded to the site and building is based on the widespread reputation Stewart Dawson has in the consciousness of Cantabrians and New Zealanders. A comparison can be made to the Wellington branch of Stewart Dawson which was constructed in 1901 and remained in the hands of the Dawson family until 1983. It is also interesting to note that while Dawson achieved an international reputation, the only three remaining branches are all in New Zealand (NZHTA, 2005). The building is a tangible reminder of this cultural connection as the date of construction '1918' and the name 'Stewart Dawson & Co, Estd.1871' is stamped in to the centre of the triangular fronted building above the decorative oriel windows.

Architectural significance of 222 High Street is attributed to the both the architects involved and the actual design. Built in 1918 to the designs of architects Collins and Harman, the Stewart Dawson building was the eighth building designed by the firm in Australasia. Collins and Harman was the successor of one of the oldest architectural firms in New Zealand, Armson, Collins and Harman.

First established by William Barnett Armson in 1870, John James Collins (1855-1933) bought the practice after Armson's death in 1883, having been articled to him as a young architect. Collins subsequently took Richard Dacre Harman (1859-1927) into partnership four years later. Collins' son, John Goddard Collins (1886-1973), joined the firm in 1903. Armson, Collins and Harman was one of Christchurch's leading architectural practices in the early years of this century.

Notable examples of the firm's work include the Christchurch Press Building (1909), Nazareth House (1909), the former Canterbury College Students Union (1927), the Nurses Memorial Chapel at Christchurch Public Hospital (1927) and the Sign of the Takahe (1936). Their domestic work includes Blue Cliffs Station Homestead (1889) and Meadowbank Homestead, Irwell. In 1928 the firm's name was simplified to Collins and Harman and the firm continues today as Collins Architects Ltd.

The actual site for the Stewart Dawson building at first presented a challenge for the architects because of it's triangular shaped land parcel. However, this problem eventuated in a well designed four storey corner site building with a triangular frontage. The design is in the classical style with iconic pilaster features and arched windows built proportionately. The corner design for this High Street building is highlighted by the oriel windows spanning the three floors above ground level and surmounted with a decorative cornice and balustrade. (NZ Building Progress, 1918). Originally the parapet included orb-like vases which have since been removed - as

with most historic building decoration - due to the potential earthquake risks they pose.

The design of the floors had specific uses in mind. The first floor being a showroom for Stewart Dawson as well as an optical department. The second floor was to accommodate a dentists and contained a suite of rooms and “every necessary essential for a dentist’s service (NZ Building Progress, 1918, p.152). The third floor was fitted for general offices and the top floor for a photographic studio. The photographic studio also explains the wonderful decorative glass cases extant in the ground floor entrance of the building, as these were originally to be used for exhibiting photographic works.

The contextual value of 222 High Street is highly significant due to its landmark position on the corner of High Street and Cashel Street. The triangular design opens the building up to the street and emphasises its place in this important early Christchurch retail street. The location is also consistent with the original intentions of Stewart Dawson’s approach to business which saw him buy up several corner sites for his stores in New Zealand (NZHTA, 2005). High Street is also home to a large number of protected heritage items, many of which have been restored and conserved in recent times.

Technological significance is evident in this building due to the use of materials and the systems included in construction. The building utilises reinforced concrete. This material was becoming an innovative building material and can be compared to the Luttrell Brothers Pyne Gould Guinness (1920-22) – visible from 222 High Street (located on the corner of Cashel and Manchester Streets) – which combined a reinforced concrete construction with a veneer of Sydney sandstone. Concrete was used to minimise fire risk, and the walls, ceilings, and partitions were all constructed of the material. The Stewart Dawson building also had an area in the basement devoted to a heating apparatus which used a hot water system, and radiators were placed in every room.

Other materials used in the exterior and interior details include bronze framework for the shop fronts and window sills resting on dark marble with the enclosures made from walnut. The vestibule in High Street was described in NZ Building Progress as “a work of utility and art” (p.152).

Archaeological significance is possible on this site as pre-1900 human activity is known to have been present and active. Therefore the site has potential to hold archaeological evidence.

#### **REFERENCES:**

CCC heritage files and plans

New Zealand History Teachers Association (NZHTA). (May 2005). *Fieldtrip: The Early European Settlement of Wellington*. Accessed online: 6 August 2008 from: [http://www.nzhta.org.nz/PDF/Fieldtrip\\_Wellington.pdf](http://www.nzhta.org.nz/PDF/Fieldtrip_Wellington.pdf)

N.Z Building Progress Journal. (March, 1918).

**ASSESSMENT COMPLETED:** 06.08.2008

**AUTHOR:** Sarah Dwyer

### 3(ii) COVENANT CONSENT 120 MANCHESTER STREET

<b>General Manager responsible:</b>	General Manager Strategy and Planning
<b>Officer responsible:</b>	Programme Manager Liveable City
<b>Author:</b>	Principal Advisor Heritage and Urban Design

#### PURPOSE OF REPORT

1. The purpose of this report is to obtain retrospective covenant consent for works at the Excelsior Hotel at 120 Manchester St.

#### EXECUTIVE SUMMARY

##### 120 Manchester, Excelsior Hotel

2. A Covenant Consent application has been received from the owner and sub-tenant of the 'Dijon' bar, at 120 Manchester Street, also known as the Excelsior Hotel. This is a City Plan Group 1 building, with a Category 1 registration with NZHPT. The Excelsior Hotel on the corner of Manchester and High Streets was designed in the Italian Palazzo style by W.B. Armson in 1881.

The Hotel is the subject of a full conservation covenant and therefore requires covenant consent for further works. The application is for an internal refit and maintenance to the existing doors (which are a later addition to the building). The works related to the retro-fitting of existing seating, bar, a removable timber stage, and repainting of previously painted internal walls. No heritage fabric was involved. The application is retrospective, however when the Council was notified of the alterations the tenant was made aware of the need for consent under the covenant. The works have subsequently been the subject of a covenant consent and have been monitored by the Council while the works were completed.

#### Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

3. Yes. The Heritage Incentive Grant budget is an annual fund provided for in the 2006-16 LTCCP, although consent under an existing covenant does not incur additional grant funding.

#### LEGAL CONSIDERATIONS

4. Full Conservation Covenants are required under the Heritage Conservation Policy for properties receiving Heritage Incentive Grants of \$50,000 or more. A consent under a Full Heritage conservation Covenant is required for all proposed works.

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

5. Yes. Covenants are a more comprehensive form of protection of the buildings because they are registered against the property title, ensuring that the protection of the Council's investment is protected. Covenant consents provide Council with a discretion to approve, approve with conditions or not approve consent applications

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

6. The Heritage Incentive Grants Scheme is aligned to the Community Outcome 'An Attractive and Well-Designed City'. This provides for, among other things, ensuring "*our lifestyles and heritage are enhanced by our urban environment*". The success measure is that "*our heritage is protected for future generations*". Heritage Incentive Grants contribute towards the number of protected heritage buildings, sites and objects, which is the measure under the outcome.
7. One of the objectives under the Strategic Direction Strong Communities provides for "*protecting and promoting the heritage character and history of the city*" (Goal 7).

One of the objectives under the Strategic Direction Liveable City is to "*Maintain and enhance the quality of development, and renewal of the city's built environment, by protecting Christchurch heritage buildings and neighbourhood character.*" (Goal 4)

## 2. 9. 2008

8. 'City Development Activities and Services' aims to help improve Christchurch's urban environment, among other things. One activity under City Development provides for Heritage Protection, which requires the Council to "*provide leadership, advocacy, resources, grants and conservation covenants to conserve and rehabilitate heritage items*". One of Council's contributions is to ensure the city's heritage is protected for future generations. 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 2006-16 LTCCP?**

9. Yes

### **ALIGNMENT WITH STRATEGIES**

#### **Do the recommendations align with the Council's strategies?**

10. Yes

### **STAFF RECOMMENDATIONS**

11. That the Council resolves the following:  
(a) Approves the retrospective covenant consent for the Excelsior Hotel

### **BACKGROUND**

12. The Council is bound by the obligations under the Resource Management Act 1991 and its subsequent amendments in 2003. This legislation provides for Heritage as a matter of national importance.
13. The budget currently allocates monies for grants to owners of heritage buildings, places and objects listed in the Christchurch City Plan and the Banks Peninsula District Plan. This is in recognition of the additional responsibility that maintaining and preserving such buildings can impose on their owners. Heritage Incentive Grants are made available as assessed by the criteria listed under the policy and each application is assessed on its merits and circumstances. City Plan ranked Heritage listings, Historic Places Trust Categories, or Banks Peninsula District Plan unranked listings of Notable Buildings are used as the main criteria in estimating a property's grant quantum, with the other criteria used as modifying influences. These other criteria, listed under the Council's Heritage Incentive Grants Policy Operational Guideline 2 – Criteria for Assessing Heritage Incentive Grant Applications are: the relative heritage value of the item, the contribution the project will make towards retaining the building, the degree to which the proposed works are consistent with conservation principles and practice of the ICOMOS (NZ) Charter, urgency of work, availability of funds, and whether previous Heritage Incentive Grant assistance has been given for the same property.

### **THE OBJECTIVES**

14. The objectives are to work in partnership with private investors for the betterment of Christchurch City at present and into the future. The Heritage Grants Scheme is an effective non-regulatory tool towards this end. Heritage is a significant factor in the tourism sector and one of the city's main income generators. It is in the City's interests to preserve its heritage for economic and social reasons; it is thus in its interests to protect its investment towards this end by approving the grants and covenants.