

HERITAGE AND ARTS COMMITTEE  
15 June 2012

A meeting of the Heritage and Arts Committee was held in  
Committee Room 2, Civic Offices, 53 Hereford Street  
on 15 June 2012 at 2.00 pm.

**PRESENT:** Councillor Broughton (Chair)  
Councillors Corbett and Johanson

**APOLOGIES:** Councillors Buck and Livingstone

**PART A – MATTERS REQUIRING A COUNCIL DECISION**

**1. HERITAGE GRANT APPROVAL – WOODS MILL, 14 WISE STREET, ADDINGTON, CHRISTCHURCH**

<b>General Manager responsible:</b>	General Manager, Strategy and Planning Group, DDI 941-8281
<b>Officer responsible:</b>	Programme Manager, District Planning
<b>Author:</b>	Brendan Smyth, Heritage, Architecture and Urban Design

**PURPOSE OF REPORT**

1. The purpose of this report is to obtain approval for a Heritage Incentive Grant (HIG) for Woods Mill, 14 Wise Street, Christchurch.

**EXECUTIVE SUMMARY**

2. 14 Wise Street, the former Woods Flour Mill Building and Grain Store, is located amongst a group of industrial buildings making up the milling complex at the end of Wise Street off Lincoln Road , Addington (refer to the Statement of Heritage Significance in **Attachment 1**).
3. The original four storey, six bay mill building was designed by the Architect J.C. Maddison for Wood Brothers and opened in 1896. An accompanying grain store was built at the same time. The mill building was enlarged approximately ten years later with the addition of a further two bays at the southern end (refer to Site Map in **Attachment 2**). These additional bays were constructed in a very similar design to the other bays with only minor differences in architectural detail. The whole mill building has a relatively simple form and plan with decorated facades composed of brick and stone. Internally the structure is substantial timber posts and beams. Originally there was a single ridge roof connecting two gables with parapets but a rooftop extension now disrupts this roof form. A further extension was added to the north end of the mill building in the 1960's which linked it to the grain store.
4. The two storey grain store building was built adjacent to the Mill and alongside a spur of the railway line. The grain store is a relatively solid brick building with an internal structure of timber posts and beams. The western end had been converted into a theatre prior to the 2010 and 2011 earthquakes. Both the grain store and the mill building were very substantial structures with massive brick walls and very substantial timber structural members designed to take huge loads. The mill building was also designed to withstand substantial vibration from the milling process and these two factors seem to have enabled them to survive the series of earthquakes without irreparable damage, unlike many other structures. These buildings are now two very rare examples of early industrial buildings in Canterbury.
5. The flour milling complex also contained a number of other buildings and extensions from different eras and architects. A large chimney at the southern end was built for the original mill but this has been completely demolished after sustaining damage in the earthquakes. A four storey 1923 Luttrell Brothers Architects extension on the east side of the mill building has partially collapsed and will be demolished down to a single storey shell. A large separate grain store from 1913 has also been demolished after being damaged by the earthquakes. A substantial iron clad building adjacent to the retained grain store housing milling machinery will

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be demolished and reconstructed in a similar form as a later stage of the refurbishment of the mill complex.

6. The mill building and grain store at 14 Wise Street, is listed in the Christchurch City Plan, Group 2. The building is registered by the New Zealand Historic Places Trust Pouhere Taonga (NZHPT) Category II (register number 7339).
7. The building has not been the subject of a previous Council Heritage Incentive Grant but has been awarded a grant from the Canterbury Earthquake Heritage Building Fund Trust. The proposed scheme has a resource consent, RMA 92019185. The applicant for the grant is 'Woods Mill Limited' and the current owner of the site is 'Plains Developments Limited'. The applicant will have an unconditional agreement to purchase the site by the end of June 2012 and the transfer of title will take place on the 16th September 2012.
8. The work described below for which the applicant is seeking grant support (two storey grain building and four storey mill building) will ensure the future protection and continuing use of these significant heritage buildings. The application has been determined to meet all relevant criteria for a grant as provided in the Heritage Incentive Grants Policy – Operational Guidelines. The application does not include a sum for work on other buildings within the complex but this work will be undertaken as part of the development along with landscaping.

**SCOPE OF WORK**

9. A summary of conservation and maintenance works include:
  - (a) strengthen the mill building and grain store to comply with the current building code
  - (b) remove extensions to the mill on the roof and to the north side
  - (c) take down the 1923 extension to leave only an exterior shell one to two storeys in height
  - (d) re-roof the mill and grain store buildings
  - (e) repair damaged brickwork and stone details
  - (f) repair the windows and doors of the mill and grain store
  - (g) install fire sprinklers and alarms to current Building Code requirements
  - (h) electrical upgrade.
10. Costs for conservation, including code compliance and maintenance works are outlined in the table below:

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Particulars	Costs
<b>Two storey grain building:</b>	
Structural strengthening	\$808,000
Repairs to north-east end	\$10,884
Roof replacement	\$225,059
Fire sprinklers and alarms	\$311,749
Electrical upgrade work (50 per cent of application estimate)	\$130,345
Glazing and window frames	\$32,895
<b>Subtotal</b>	<b>\$1,518,932</b>
<b>Four storey mill building:</b>	
Structural strengthening	\$167,500
Repair to south-east gable end	\$83,692
Replace roof	\$54,148
Fire sprinklers and alarms	\$155,400
Electrical upgrade work (50% of application estimate)	\$46,538
Glazing and window frames	\$37,654
Repairs to doors and glazing	\$22,775
Floor repairs	\$38,237
Repairs to winch beam (outrigger)	\$5,750
<b>Subtotal</b>	<b>\$611,694</b>
Resource Consent Fee (Non-notified)	\$32,500
<b>Total of conservation and restoration related work</b>	<b>\$2,130,626</b>

## HERITAGE INCENTIVE GRANTS POLICY

11. The Operational Guidelines for the Policy provide for a grant of up to 40 per cent of the total heritage related costs for a 'Group 2' heritage building.

<b>Proposed heritage grant (40 per cent of works and 100 per cent of non-notified resource consent fees))</b>	<b>\$884,750</b>
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## FINANCIAL IMPLICATIONS

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	2011/12
<b>Annual Budget for the Heritage Incentive Grant (HIG) fund</b>	<b>\$763,684</b>
Commitment from previous year to the Canterbury Earthquake Heritage Building Trust Fund (50 per cent of total HIG fund)	\$381,842
Total St Paul's Grant returned to fund	\$638,000
Grant returned to fund from 152 Oxford Terrace (Public Trust Building)	\$231,439
Funds returned due to other withdrawn applications or completed partial claims	\$474,440
<b>Balance of 11/12 funds</b>	<b>\$1,725,721</b>
Approved grant 3 Church Street Akaroa	\$7,384
Payment to St Pauls for work completed prior to demolition of the building	\$49,598
Payment to St Pauls for work to Pews	\$71,500
Fund approval for 10 Norwich Quay	\$20,828
Fund approval for 209 Tuam Street	\$12,067
Fund approval for 16 Canterbury Street	\$28,851
<b>Remaining Funds 2011/12</b>	<b>\$1,535,493</b>
Proposed grant to 3 Coleridge Terrace	\$6,315
Proposed grant to 14 Wise Street (Woods Mill)	\$884,750
<b>Total Available Funds 2011/12</b>	<b>\$644,428</b>

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

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

**LEGAL CONSIDERATIONS**

14. Limited Conservation Covenants are required under the Heritage Conservation Policy for properties receiving Heritage Incentive Grants of \$5,000 to \$49,999. A Full Covenant is required for grants of \$50,000 or more.

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

15. Yes. Covenants in most circumstances 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. Given the nature of the work, it is recommended that a Full Conservation Covenant be required as a minimum for the uplifting of this grant.

**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

16. 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.
17. 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).
18. '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?**

19. Yes.

**ALIGNMENT WITH STRATEGIES**

20. 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.

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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.

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. Limited Conservation 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

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".

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.

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

21. Yes.

**CONSULTATION FULFILMENT**

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

**COMMITTEE RECOMMENDATION**

That the Council approve:

- (a) A Heritage Incentive Grant of up to \$884,750 for conservation and maintenance work for the protected heritage building at 14 Wise Street, subject to certification of compliance with the above scope of work.
- (b) Payment of the grant being subject to the applicant entering a Full Conservation Covenant with the signed covenant having the Council seal affixed prior to registration against the property title.
- (c) Payment of the grant being subject to a legal instrument, which will be registered against the land title, and which will require grant funding to be returned to the Council on receipt of insurance pay out as a result of total loss due to earthquake damage.

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- (d) That the legal instrument in (c) above is agreed by the Chair of the Heritage and Arts Committee and the General Manager, Strategy and Planning.

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The meeting adjourned at 2.30 PM for a workshop with staff from the Ministry of Culture and Heritage on the *Scope of Work for the Recovery Programme: Heritage Buildings and Cultural Heritage Places*.

<http://www.mch.govt.nz/news-events/christchurch-earthquake-2011/heritage-recovery-programme>

The meeting reconvened at 3.30 PM.

**PART B – REPORTS FOR INFORMATION**

**2. DEPUTATIONS BY APPOINTMENT**

Nil.

**3. ARTS UPDATE**

Staff provided a briefing at the meeting on the Christchurch Central City Plan Arts Programme (report attached).

**PART C – DELEGATED DECISIONS TAKEN BY THE COMMITTEE**

**4. APOLOGIES**

The committee **resolved** that apologies from Councillors Buck and Livingstone be received.

**5. HERITAGE GRANT APPROVAL – 3 COLERIDGE TERRACE, LYTTELTON**

The committee considered a report seeking approval for a Heritage Incentive Grant for 3 Coleridge Terrace, Lyttelton.

It was resolved on the motion of Councillor Corbett, seconded by Councillor Johanson, to approve:

- (a) A Heritage Incentive Grant of up to \$6,315 for conservation and maintenance work for the notable heritage building at 3 Coleridge Terrace, Lyttelton.
- (b) Payment being subject to certification of compliance with the scope of works in the agenda for the Heritage and Arts Committee meeting on 15 June 2012 (clause 3).

The meeting concluded at 4.00 pm.

At the conclusion of the meeting, Council staff briefed the committee on the Council's Heritage Reinstatement Programme.

**CONFIRMED THIS 28<sup>TH</sup> DAY OF JUNE 2012**

**MAYOR BOB PARKER**