



# **CHRISTCHURCH CITY COUNCIL AGENDA**

## **EXTRAORDINARY MEETING**

**MONDAY 4 OCTOBER 2010**

**9.30AM**

**FUNCTION ROOM, FIRST FLOOR  
NEW CIVIC OFFICES  
53 HEREFORD STREET**

# AGENDA - OPEN EXTRAORDINARY MEETING

## CHRISTCHURCH CITY COUNCIL

**Monday 4 October 2010 at 9.30am  
in the Function Room, Civic Offices, 53 Hereford Street**

**Council:** The Mayor, Bob Parker (Chairperson).  
Councillors Helen Broughton, Sally Buck, Ngaire Button, Barry Corbett, David Cox, Yani Johanson,  
Claudia Reid, Bob Shearing, Gail Sheriff, Mike Wall, Sue Wells, Chrissie Williams and Norm Withers.

ITEM NO	DESCRIPTION
1.	APOLOGIES
2.	DEPUTATIONS BY APPOINTMENT
3.	PRESENTATION OF PETITIONS
4.	PROPOSED DEMOLITION OF 160 MANCHESTER STREET
5.	PROPOSED DEMOLITION OF 192 MADRAS STREET
6.	PROPOSED DEMOLITION OF 461-469 COLOMBO STREET
7.	PROPOSED DEMOLITION OF 456 COLOMBO STREET
8.	PROPOSED DEMOLITION OF 580 FERRY ROAD
9.	PROPOSED PARTIAL DEMOLITION OF "OHINETAHI" GOVERNORS BAY
10.	CANTERBURY EARTHQUAKE HERITAGE AND CHARACTER BUILDING FUND POLICY

**4. 10. 2010**

**- 3 -**

- 1. APOLOGIES**
- 2. DEPUTATIONS BY APPOINTMENT**
- 3. PRESENTATION OF PETITIONS**

**4. PROPOSED DEMOLITION OF 160 MANCHESTER STREET**

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	Liveable City Programme Manager
<b>Author:</b>	Fiona Wykes, Urban Design & Heritage

**PURPOSE OF REPORT**

1. The purpose of this report is to summarise the current position regarding the building at 160 Manchester Street following the 4 September 2010 earthquake and outline options for Council's role in retention for the building.

**DESCRIPTION OF BUILDING**

2. The seven-storey former New Zealand Express Company building, more recently known as Manchester Courts, stands at the south-east corner of the intersection of Manchester and Hereford Streets (see Appendix 2 for map). It has been in mixed retail and commercial office use.
3. Stylistically and technically the building is a compromise between British Edwardian architecture and the Chicago Skyscraper style of the 1880s and 1890s. The building was designed by Alfred and Sidney Luttrell. Its foundation and first two storeys are constructed of reinforced concrete - probably the first use of reinforced concrete in a commercial building in Christchurch - while the upper five are of conventional brickwork with steel ties and standards.

**HERITAGE VALUES**

4. The building is listed as Group 2 in the Christchurch City Plan and Category 1 with the New Zealand Historic Places Trust (NZHPT). It is significant as one of the earliest attempts at the Chicago skyscraper style in New Zealand. The building's combination of contemporary American styles with the existing tradition of British architecture means this building occupies a unique place within the history of New Zealand commercial architecture.
5. The construction of Manchester Courts helped to establish the Luttrell brothers as architects in New Zealand, and the magnitude and style of the building reflected the importance and size of the New Zealand Express Company, which at the time was one of the country's largest employers. (For further information on the heritage significance of the building, see Appendix 1.)
6. The building itself is not of archaeological value as it was constructed later than 1900. The site meets the definition of an archaeological site as defined in Section 2 of the Historic Places Act 1993 and the provisions of this Act will apply.

**EARTHQUAKE DAMAGE**

7. Manchester Courts was assessed as 'unsafe' shortly after the earthquake following an external assessment of the building. Urban Search and Rescue undertook work to make the building safe on 7 September 2010. Transverse cracking is visible on all elevations, with crucifix cracks evident on the north and west facades. Barriers have been set up around the building with a cordon of approximately 100m. There are up to 7 buildings within the inner cordon, but buildings are affected for the blocks between Hereford Street and Worcester Street and Hereford Street and Cashel Street, as well as part way along Hereford Street, east to Liverpool Street and west to Tramway Lane and partly beyond.

**ASSESSMENTS UNDERTAKEN**

8. The owner provided a structural engineer's report on 12 September from Gridline Limited including a proposed demolition plan. This report finds that the building has suffered significant structural damage to all elevations (faces of the building) with shear failures of critical elements, and is therefore 'significantly unstable'. Aftershocks were observed to have widened cracks from the initial earthquake and created new ones.

4 Cont'd

9. The report states that because the Fire Service has now denied access to the building for safety reasons, and because no structural plans of the building are known to exist, it is not known whether the building does in fact have an internal steel frame or whether a steel frame exists within the façade piers, or what condition it is in if it does exist. This is important because if such a structure does exist, this would increase the possibility of being able to retain the building.
10. A number of structural engineers within New Zealand and internationally have commented informally that they believe there may be a structure behind the brick veneer, this design being similar to one in Dunedin and others in other parts of the world, particularly Oakland in California.
11. Investigation was undertaken on 25 and 26 September 2010 with ground penetrating radar to attempt to determine the presence of steel within the building. A report was subsequently provided by Detection Services which concluded that the data showed '...the presence of many of the structural elements in the areas surveyed...'. The presence of steel plate at floor level was detected and possible steel structural members. The report recommends verification of information, which would require internal access to the building.
12. Holmes Consulting Group noted, having reviewed the report from Detection Services, that they would still require an invasive study by drilling through the piers or by internal visual inspection to confirm the structure of the building.
13. Further investigation is not intended due to safety concerns and time constraints.

**EFFECTS ON NEIGHBOURS & ADJACENT PUBLIC SPACES**

14. Up to 7 buildings are within the immediate cordon, with a larger number of buildings and businesses affected. With any decision there will be a continued impact on these businesses and for building owners. The owner is seeking demolition as he is not able to fund the cost of retention and does not want to be responsible for the ongoing impact on businesses. If a decision were made to stabilise, repair and strengthen Manchester Courts, safety issues would require that buildings within the cordon remain unoccupied for an extended period which is likely to run into several months. It is not possible to give precise time periods.
15. The structural engineer's report provided by the owner also notes that stabilisation of the south and east walls might require invasive support structures into neighbouring properties (or new internal structures into the existing building).
16. This report also suggested a demolition methodology, taking the building down one floor at a time from the top, until there are 3 floors remaining, after which demolition would be undertaken by more conventional methods. It is estimated that this would take around 5 weeks to complete.
17. The Canterbury Development Corporation (CDC) has made contact with some of the surrounding owners and tenants whose buildings are closed as a result of the cordon around 160 Manchester Street. Between 40 and 50 businesses are known to be affected.
18. Initial feedback from this contact has identified a variety of effects being experienced by these businesses including:
  - Business interruption insurance only covering 6-8 weeks of lost revenue
  - Contents insurance being a problem as stock and contents are undamaged, but businesses are unable to access them due to the restrictions in place
  - Loss of staff and customers
  - Rent being paid on both the property that has had to be vacated and temporary premises that have been found with insurance potentially not covering these extra costs
  - Not being able to access car parks and therefore having to pay for car parking around town
  - No payout from insurance available until the 'fate' of the building is known

4 Cont'd

- No certainty on business interruption insurance being paid as the policy refers to damage to the building, but the building isn't damaged, just closed due to the safety issues surrounding 160 Manchester Street
- No income
- No business interruption insurance
- Uncertainty as to whether landlords are still charging rent, even though buildings are vacated
- Costs incurred through having to travel to clients, rather than clients coming to the business
- Emotional toll on staff
- Normal duties of staff cannot be carried out due to being unable to access equipment
- Additional IT support and costs as a result of not being in the usual office space.

**LEGAL CONSIDERATIONS**

19. The owner of this building seeks its demolition. Demolition of this building requires a resource consent.
20. Section 129 of the BA04 provides the Council to urgently demolish a building where the state of the building is such that "immediate danger to the safety of people is likely in terms of section 121". If a demolition took place under Section 129 no resource consent is required. Staff advice is that is not an option here given the length of time since the earthquake.
21. Section 121 of the Building Act 2004 (BA04), as amended by the Canterbury Earthquake (Building Act) Order 2010, provides that a building is a dangerous building if, in the ordinary course of events it is likely to cause injury to people or damage to other property.
22. In relation to buildings that have had a red or yellow placard put on them under powers in the Civil Defence Emergency Management Act 2002, those notices are now deemed to be BA04 notices under section 124(1)(b) [red] and section 124(1)(d) [yellow].
23. They may, however, need an archaeological authority from the Historic Places Trust (a fast track process may be possible through the Canterbury Earthquake (Historic Places Act) Order 2010).
24. As this building is listed in the City Plan a resource consent for demolition is required. For this building notification of the application will be a matter to be considered.
25. The Canterbury Earthquake (Local Government Act 2002) Order 2010 states that the Council is exempt from certain decision making requirements in the Local Government Act 2002, to the extent that a decision is directly or indirectly necessary or desirable to further one or more of the purposes of the Canterbury Earthquake Response and Recovery Act 2010. This exemption includes the requirement if section 78 Local Government Act 2002 to consider the views and preferences of persons likely to be affected by, or to have an interest in, the decision.
26. One of the purposes of the Canterbury Earthquake Response and Recovery Act 2010 is to facilitate the response to the Canterbury earthquake. Another is to enable the relaxation or suspension of provisions in enactments that:
  - (a) "may divert resources away from the effort to:
    - (i) efficiently response to the damage caused by the Canterbury earthquake;
    - (ii) minimise further damage; or
  - (b) may not be reasonably capable of being complied with, or complied with fully, owing to the circumstances resulting from the Canterbury earthquake"

4 Cont'd

27. The decisions requested here are necessary to assist with the response to the Canterbury earthquake. The Local Government Act 2002 requirements cannot be fully complied with due to the circumstances resulting from the Canterbury earthquake.
28. It is the view of the Legal Services Unit that the decisions sought in this report fall within the purposes of the Canterbury Earthquake Response and Recovery Act 2010. The Council is therefore entitled to reply on the exemptions allowed by the Canterbury Earthquake (Local Government Act 2002) Order 2010.

**OPTIONS**

29. Options that the Council could consider include the following:
  - working with the building owner towards retention, with consideration of grant funding to part fund repairs, restoration and strengthening;
  - considering Council purchase of the building in order to retain it, although the Council may wish to consider other options following purchase for future ownership or management;
  - Council does not part or fully fund retention, the owner would then be seeking to demolish the building
30. *Working with the owner towards retention:*  
It has not been possible to establish conclusively that the building has a steel frame which would aid its retention. Although an external radar survey has been undertaken further investigation is required to determine this. Options would need to be investigated for stabilisation and subsequent strengthening, bringing the building to 67% of code as per the target in the Council's Earthquake Prone, Dangerous and Insanitary Buildings Policy 2010. The owner has stated that he would like to progress with demolition as soon as possible.
31. *Considering Council purchase of the building in order to retain it:*  
Council could seek to negotiate purchase of the building and work to retain this through Council taking responsibility for this work and subsequently considering whether it on-sells or retains this in Council ownership or some other form of management model.
32. *Council does not part or fully fund retention:*  
This would be likely to result in a resource consent application for demolition, a solution that would potentially require least time and financial output on the part of the owner and the Council.

**FINANCIAL IMPLICATIONS**

33. The Council, on behalf of the community, needs to decide whether to contribute significant funding towards the retention of the building, potentially through Council purchase, in order to undertake the necessary strengthening and restoration. The figure is difficult to determine but an estimate has been calculated based on the following *approximate* costs:
  - Purchase of building at rateable value      \$2.38 million (note the building is insured for \$5.2 million)
  - Costs of making the building safe              \$2 million
  - Costs of strengthening the building          \$6 million
  - **Total**    **\$10.38 million minimum**
34. This **does not** include costs of other repairs and fit out of the building to a useable space.
35. This **does not** take into consideration the financial costs associated with the closures and relocations of businesses in the surrounding buildings and the tenants of this building
36. In addition, the social and emotional costs for those involved need to be considered, even though there is no direct dollar value necessarily attributable to this.
37. Any decision to part or fully fund retention of the building will be subject to further investigation as to the availability of funds and subsequent Council approval.

**4 Cont'd**

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Does not part or fully fund retention of 160 Manchester Street due to the costs associated with its retention and the likely duration of impact on the surrounding buildings and businesses.



**HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE  
HERITAGE STATEMENT  
BUILDING: 160 MANCHESTER STREET**



**PHOTOGRAPH: 160 MANCHESTER STREET**

The Manchester Courts/*MLC Building/Former New Zealand Express Co. Building* is listed as a Group 2 protected heritage place in the Christchurch City Plan, and is registered as a Category I Historic Place by the New Zealand Historic Places Trust.

**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 Manchester Courts building has historical and social significance as it was the tallest commercial building in Christchurch on its completion in 1906. The New Zealand Express Company, for whom it was built, was a Dunedin-based firm established in 1867, with offices throughout New Zealand. They acted as carriers, and customs, shipping and express forwarding agents, and by the beginning of the twentieth century were a major New Zealand employer. The building was designed by Alfred and Sidney Luttrell, the architects credited with introducing the Chicago 'skyscraper' style of architecture into New Zealand.

## **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 Manchester Courts building has architectural and aesthetic significance as one of the earliest attempts at the Chicago skyscraper style in New Zealand. The building was designed by Alfred and Sidney Luttrell who had arrived from Australia in 1902. Stylistically, this building is a compromise between British Edwardian architecture and the Chicago skyscraper style of the 1880s and 1890s. The seven storey building combined structural elements from American architecture with British motifs such as the corner tourelle. The American 'skyscraper' style used internal steel frames which allowed the exterior walls to be non-load bearing allowing for more windows and the increased height of buildings. With the New Zealand Express Company building the Luttrells moved one step closer towards a true 'skyscraper' construction method, which they finally achieved with their design for the same company's head office in Bond Street, Dunedin, two years later.

The building's combination of contemporary American styles with the existing tradition of British architecture means this building occupies a unique place within the history of New Zealand commercial architecture. The construction of Manchester Courts helped to establish the Luttrell brothers as architects in New Zealand and the magnitude and style of this building reflected the importance and size of the company it was built for.

## **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 Manchester Courts building has technological and craftsmanship significance due to their design and method of construction. The Luttrell Brothers were noted for their use of concrete. The foundation and first two storeys of the New Zealand Express building are reinforced concrete. This was probably, according to Geoffrey Thornton, the first use of reinforced concrete in a commercial building in Christchurch.

## **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 Manchester Courts building is contextually significant as one of a number of buildings on Manchester and Hereford Streets which chart the changing character of these two major inner-city streets. The building provides a visual heritage link between the listed buildings to the east of Cathedral Square through to Latimer Square and to the north and south along Manchester Street. The building has landmark significance within the city due to its scale, monumental classical style, and use of brick in a seven storey building. The building retains its architectural style through the lower storeys of the building, enhancing the streetscape qualities of the building.

## **ARCHAEOLOGICAL SIGNIFICANCE**

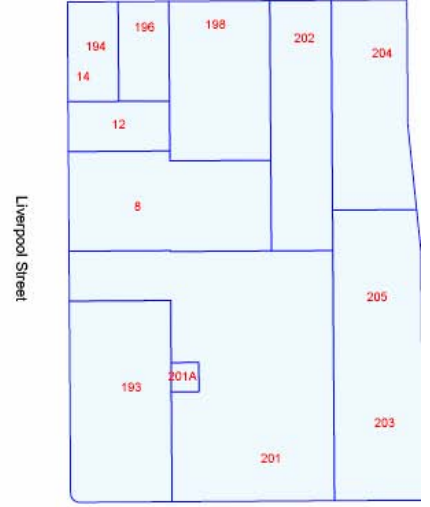
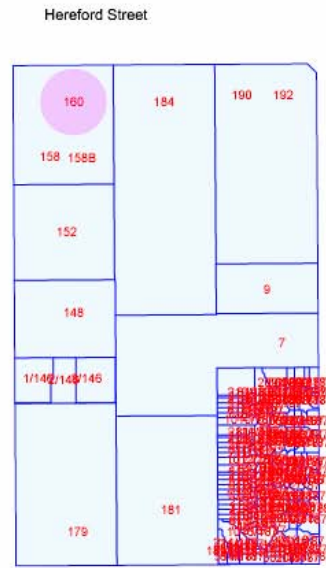
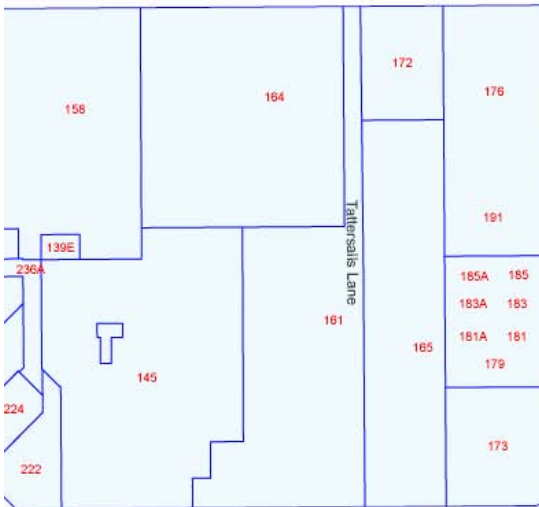
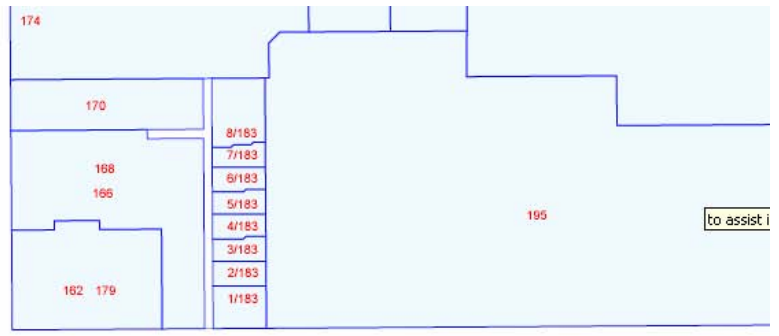
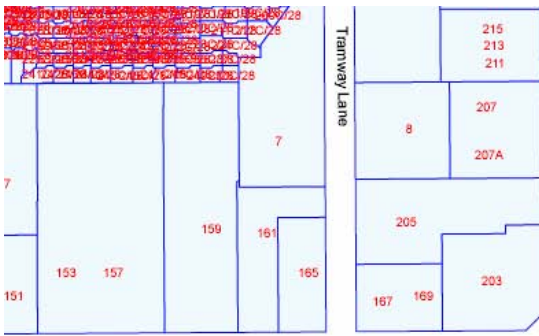
*Archaeological values that demonstrate or are associated with: potential to provide archaeological information through physical evidence; an understanding about social historical, cultural, spiritual, technological or other values or past events, activities, people or phases*

The Manchester Courts building, as a post-1900 site, has a degree of archaeological significance because of the potential to provide archaeological evidence relating to past building construction methods and materials, and human activity on this site. The depth of the foundations of this building most likely destroyed any previous construction evidence on the site.

**References:** CCC Heritage Files

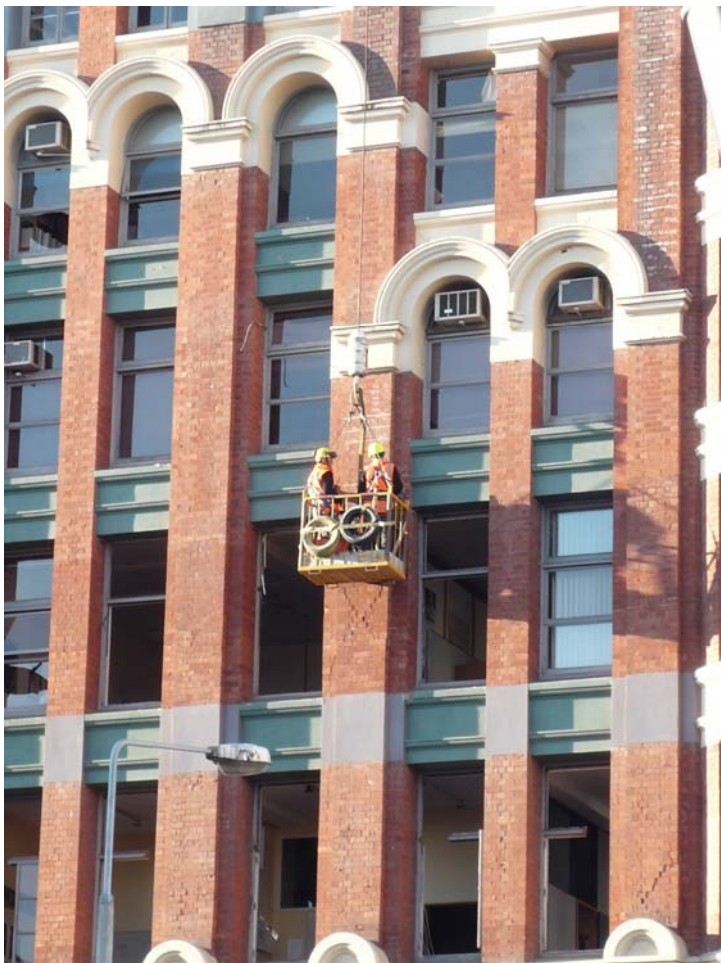
**Assessment Completed:** 29.09.2010

## Appendix 2: Location Map





North façade



North façade – radar survey being undertaken



**Transverse cracking on north façade**



**Rear of property, east façade**

**5. PROPOSED DEMOLITION OF 192 MADRAS STREET**

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	Liveable City Programme Manager
<b>Author:</b>	Fiona Wykes, Urban Design & Heritage

**PURPOSE OF REPORT**

1. The purpose of the report is to summarise the current position regarding the building at 192 Madras Street following the 4 September earthquake and outline options for Council's role in retention of the building.

**DESCRIPTION OF BUILDING**

2. This two storey building sits on the eastern side of Madras Street, just south of Tuam Street. Originally the headquarters of the Nurse Maude Association the building has subsequently been used for a government access scheme and most recently, as offices.
3. The building dates from 1918-19 and is an example of an Edwardian Freestyle building, designed by the prominent Christchurch architectural firm of England Brothers. The building has a modern CPIT accommodation block to the south, a 1950s industrial building to the north, and faces the modern CPIT Jazz School building across the street. The building is located on the busy one-way system and it has some significance as a landmark. The building is within the Central City South precinct, but is not located close to other Council property.

**HERITAGE VALUES**

4. The building is listed Group 3 in the City Plan and has historical and social significance as the former headquarters of the Nurse Maude Association and Nurse Maude herself lived on site and died in the property in 1935. The Madras Street site and new purpose-built headquarters building were gifted by Sir Heaton and Lady Rhodes. The building is not registered with the New Zealand Historic Places Trust (NZHPT).
5. The Nurse Maude Association building is a small unpretentious structure, with segmental arched openings. The building would originally have relied for much of its effect on the contrasts of clinker and plain-faced brickwork and pebbledash plasterwork. The building maintains a high degree of integrity, including the original Arts and Crafts panelled staircase and some plasterwork in the former foyer. The building has regional significance for Canterbury.
6. 192 Madras 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 pre-1900. The site meets the definition of an archaeological site as defined in section 2 of the Historic Places Act 1993 and the provisions of this Act will apply.

**EARTHQUAKE DAMAGE**

7. The west (front) façade of the building has been severely damaged by the earthquake and cracks are visible on the other three facades. Damage is also visible on the brick parapet on the east side of the building. There is cracking of the internal linings of the building.

**ASSESSMENTS UNDERTAKEN**

8. 192 Madras Street has been assessed as 'unsafe' by Urban Search and Rescue. Barriers have been set up around the building with a cordon of approximately 60m to the north and covering half of the road surface.

5 Cont'd

9. The owner provided a structural engineer's report dated 10 September 2010 from Gridline Limited. This report finds that the building has suffered significant structural damage to all elevations (faces of the building) with shear failures of critical structural elements, and is therefore "significantly unstable". Gridline Ltd noted that repair and strengthening works would be significant and costly and that demolition should be undertaken to ensure the safety and protection of the general public, workers and surrounding property.
10. A further report was also provided by the owner which identified that the building had suffered significant structural damage. This report was not completed by a registered structural engineer so less weight is placed on these findings.
11. A walk through inspection was carried out on 10 and 17 September 2010 by Powell Fenwick Consultants. This was undertaken to assess the safety of the building for providing temporary access for the removal of contents. This report noted the Madras Street frontage is at risk of collapse, that there are falling hazards from high level elements also noted diagonal cracking to brick walls and cracking to internal linings.
12. A further review was undertaken by Holmes Consulting Group on 27 September 2010. This report concluded that although the west façade was extensively damaged, the remain of the walls have sustained '...relatively light damage that is readily repairable' and suggest a list of repairs, whilst noting that cost of repairs should be balanced against practicality. They recommend a detailed strengthening plan is prepared to provide a cost estimate for the building '...including all necessary repairs and remedial work.'
13. It should be noted that the reports stated that seismic strengthening had been undertaken in the 1990s, but not to the front elevation.

**EFFECTS ON NEIGHBOURS & ADJACENT PUBLIC SPACES**

14. The area around this building and north to 200 Madras Street on Tuam Street is currently cordoned off, including half of the street, a distance of about 60m. Both 192 Madras Street and 198 Madras Street have been assessed as unsafe and both are applying for permission to demolish. 196 and 200 Madras Street have been assessed as restricted and are behind the cordon with the other two buildings.
15. It should be noted that the assessment of 196 Madras Street states that the limited damage to the building and the restricted status is due to the state of 198 Madras Street. 192 Madras Street is not noted as having any effect on the buildings to the north or south of it.

**LEGAL CONSIDERATIONS**

16. The owner of this building seeks its demolition. Demolition of this building requires a resource consent.
17. Section 129 of the BA04 provides the Council to urgently demolish a building where the state of the building is such that "immediate danger to the safety of people is likely in terms of section 121". If a demolition took place under Section 129 no resource consent is required. Staff advice is that is not an option here given the length of time since the earthquake.
18. Section 121 of the Building Act 2004 (BA04), as amended by the Canterbury Earthquake (Building Act) Order 2010, provides that a building is a dangerous building if, in the ordinary course of events it is likely to cause injury to people or damage to other property.
19. In relation to buildings that have had a red or yellow placard put on them under powers in the Civil Defence Emergency Management Act 2002, those notices are now deemed to be BA04 notices under section 124(1)(b) [red] and section 124(1)(d) [yellow].

5 Cont'd

20. They may, however, need an archaeological authority from the Historic Places Trust (a fast track process may be possible through the Canterbury Earthquake (Historic Places Act) Order 2010).
21. As this building is listed in the City Plan a resource consent for demolition is required. For this building the City Plan provides any resource consent applications must be dealt with on a non-notified basis.
22. The Canterbury Earthquake (Local Government Act 2002) Order 2010 states that the Council is exempt from certain decision making requirements in the Local Government Act 2002, to the extent that a decision is directly or indirectly necessary or desirable to further one or more of the purposes of the Canterbury Earthquake Response and Recovery Act 2010. This exemption includes the requirement if section 78 Local Government Act 2002 to consider the views and preferences of persons likely to be affected by, or to have an interest in, the decision.
23. One of the purposes of the Canterbury Earthquake Response and Recovery Act 2010 is to facilitate the response to the Canterbury earthquake. Another is to enable the relaxation or suspension of provisions in enactments that:
  - (a) "may divert resources away from the effort to:
    - (i) efficiently response to the damage caused by the Canterbury earthquake;
    - (ii) minimise further damage; or
  - (b) may not be reasonably capable of being complied with, or complied with fully, owing to the circumstances resulting from the Canterbury earthquake"
24. The decisions requested here are necessary to assist with the response to the Canterbury earthquake. The Local Government Act 2002 requirements cannot be fully complied with due to the circumstances resulting from the Canterbury earthquake.
25. It is the view of the Legal Services Unit that the decisions sought in this report fall within the purposes of the Canterbury Earthquake Response and Recovery Act 2010. The Council is therefore entitled to reply on the exemptions allowed by the Canterbury Earthquake (Local Government Act 2002) Order 2010.

**OPTIONS**

26. There are a number of options for this building, which include the following:
  - a. working with the building owner towards retention, with consideration of grant funding to part fund repairs, restoration and strengthening;
  - b. considering Council purchase of the building in order to retain it, although the Council may wish to consider other options following purchase for future ownership or management;
  - c. Council does not part or fully fund retention, which means progressing a resource consent for demolition.
27. *Working with the owner towards retention:*

Given that both the Gridline report and the report prepared by Holmes Consulting note that repair and strengthening are possible, this is an option for Council. Options would need to be investigated for bringing the building to 67% of code, as per the target in the Council's Earthquake Prone, Dangerous and Insanitary Buildings Policy 2010. The owner will need assistance in determining required works, methodology for undertaking them and potentially funding to bridge the gap between insurance coverage and overall retention costs. The owner is however seeking demolition and may not wish to work towards retention. No detailed costs were available at the time of drafting this report, further work would be needed to develop an indication of the gap which Council may need to close between insurance cover and the costs of restoration and strengthening.



5 Cont'd

28. *Considering Council purchase of the building in order to retain it:*  
This would ensure the Council had control over the future of the building in terms of repair and strengthening works. The latest ratings value for the property is \$720,000, so this would be a cost, over and above and works carried out to retain the building. The Council could consider options for future ownership and management following purchase.
29. *Council does not part or fully fund retention:*  
This would be likely to result in a resource consent application for demolition, a solution that would potentially require least time and financial output on the part of the owner and the Council. In addition, the owner has offered the Nurse Maude Association the opportunity to salvage parts of the Nurse Maude building to be auctioned to raise funds for the association, should the building be demolished. The marketing manager from the association notes that 'the auction of parts of your Madras Street building to help raise funds for that care seems absolutely in keeping with the original vision of this compassionate, yet very practical and pragmatic woman who spent her life providing nursing care to the most vulnerable in our community.'

**FINANCIAL IMPLICATIONS**

30. Repair – based on costs provided by an experienced structural engineer for strengthening works to triple/double brick large dwellings, potential costs could be in the region of \$750 - \$1100/m<sup>2</sup>. This could be in the region of \$500,000, potentially for strengthening alone.
31. Purchase – as noted above the rateable value of the property is \$720,000. Costs for repair and strengthening would also then needed to be added onto the cost of purchasing.
32. Any decision to part or fully fund retention of the building will be subject to further investigation as to the availability of funds and subsequent Council approval.

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Does not part or fully fund retention of 192 Madras Street given the level of earthquake damage to the building and the significant constraints around stabilisation and repair.

Appendix 1: Statement of Significance

**HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE  
HERITAGE STATEMENT - FORMER NURSE MAUDE DISTRICT NURSING  
BUILDING: 192 MADRAS STREET**



**PHOTOGRAPH: 192 MADRAS STREET**

The Former Nurse Maude Association building is listed as a Group 3 protected heritage place in the Christchurch City Plan.

**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.*

192 Madras Street has historical and social significance for its connection with pioneering district nurse Sibylla Maude, and the organisation she founded, The Nurse Maude Association. Sibylla Maude was born in Christchurch in 1862, the daughter of Thomas Maude, an officer of the Canterbury Provincial Government, and grew up at the property on Hanson's Lane now occupied by the Rannerdale Home. Maude trained as a nurse in England and returned to New Zealand in 1892 to become Matron of Christchurch Hospital the following year. In 1896 she resigned from the hospital to develop a district nursing programme in the city, providing nursing care for the poor in their own homes. Maude was the first to introduce this concept to New Zealand, and her work led to the spread of district nursing around the country. The Nurse Maude Association was formed in 1901 to support her work. The association's offices were originally in Durham Street South; Sir Heaton and Lady Rhodes gifted the Madras Street site and new purpose-built headquarters building, which was constructed in 1918-19. Nurse Maude also lived in this building, dying on site in 1935. Her funeral at Christchurch Cathedral was attended by thousands. The Nurse Maude Association shifted out of the building in 1973, and is now based in the former Fitzroy on Papanui Road. The old building was used for two decades for a government Access scheme. Since the mid 1990s it has been used as offices.

## **CULTURAL AND SPIRITUAL SIGNIFICANCE**

192 Madras Street has cultural significance as a reflection of changes in approaches to the provision of health and social welfare provision in the late Victorian and Edwardian periods, with a greater general concern for improving health and living conditions. Nurse Maude is commemorated with stained glass windows in the Nurses Memorial Chapel at Christchurch Hospital and in the chapel in the Community of the Sacred Name. She is also commemorated by the perpetuation of her name at the head of Christchurch's leading district nursing organisation.

## **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.*

192 Madras Street has architectural and aesthetic significance as a Edwardian Free style building by the prominent Christchurch architectural firm of England Brothers. Robert England commenced practise in 1886, taking his brother Edward into partnership in 1906. Although Robert took his own life in 1908, his Edward continued to practise under the style of England Brothers until 1941. Robert has been considered the more innovative of the pair (NZHPT Register: Construction Professionals). The firm was particularly prominent during the first decades of the twentieth century, designing a large number of religious, commercial and particularly domestic buildings, including Fitzroy, part of the Nurse Maude Association's present premises on Papanui Road. The firm's commercial oeuvre included buildings for the DIC, A J Whites and Kaiapoi Woollen Mills. The Nurse Maude Association building is a small unpretentious structure, with segmental arched openings. The building would originally have relied for much of its effect on the contrasts of clinker and plain-faced brickwork and pebbledash plasterwork. Although the first floor balcony has been filled in, the building maintains a high degree of integrity. The original Arts and Crafts panelled staircase remains, as does some plasterwork in the former foyer.

## **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.*

192 Madras Street has craftsmanship significance for the quality of its brickwork, in which different shapes (and probably colours) were employed to give the unplastered building presence.

## **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.*

192 Madras Street is located on a small narrow plot on the east side of Madras Street. The footprint of the building occupies the majority of the site. A short distance way is the Community of the Sacred Name, the Anglican Order in association with whom Maude began her work. During the second decade of the twentieth century, the central commercial area expanded into the former residential area on Madras Street. A number of other commercial buildings contemporary with the Nurse Maude building therefore remain in the area, particularly in the block immediately to the north. The Nurse Maude building however has a modern CPIT accommodation block to the south, a 1950s industrial building to the north, and faces the modern CPIT Jazz School building across the street. As the building is located on the busy one-way system, it has some significance as a landmark.

## **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*

192 Madras Street 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, including pre-1900. The hotel that was formerly located immediately to the south was one of Christchurch's earliest, dating from the early 1850s.

References Dictionary of New Zealand Biography Sibylla Maude  
Press 11 January 1997 p 7.  
NZHPT Register: Construction Professionals

## Appendix 2: Location Map



Appendix 3: Photographs





#### Appendix 4: Copy of letter from the Nurse Maude Association

John Phillips  
Building Owner 192 Madras Street  
Powerboat Centre  
401 Ferry Road  
Christchurch

27 September 2010

Dear John,

At a time when you are absolutely snowed under with business concerns I wanted to write and thank you personally for your very kind agreement to allow us to salvage parts of the Nurse Maude building in Madras Street so we can auction them to raise funds.

I understand that this is contingent on the council's approval to demolish the building and in making that decision it will no doubt be taking its history into account so I thought this may be a good time to add another perspective to that process.

Sibylla Maude pioneered community nursing in New Zealand, and that work was very much about taking nursing to the people of Canterbury. Although she used a variety of premises as a base over the years she, and her nurses spent almost all their time on the streets, and in the homes of their patients.

While we have a hospital and a hospice on our present site, our work is still almost entirely in the community and last year our nurses travelled nearly two and a half million kilometres across Canterbury to provide tens of thousands of hours of care to patients in their own homes - care which is critical in helping to minimise the increasing burden on our already pressured hospital system.

There have been many changes in the 114 years since Sibylla Maude started nursing in the community, but one thing that hasn't changed is her belief that nursing, provided by responsive and skilled nurses, was not about buildings, but about the community.

"Freedom is sweet," she said in a radio broadcast just one month before she died, referring to the importance of the elderly to be able to stay in their own homes.

The auction of parts of your Madras Street building to help raise funds for that care seems absolutely in keeping with the original vision of this compassionate, yet very practical and pragmatic woman who spent her life providing nursing care to the most vulnerable in our community.

Kind regards

Sue Bramwell  
Marketing & Communications Manager

### Structural Assessment Report For 192 Madras Street, Christchurch

Date	13 September 2010
Author	Warrick Weber BE MIPENZ CPEng (Struct&Civil) IPE Gridline Limited
Location	192 Madras Street, Christchurch
Legal Description	CB3344/75 Lot2 Lot4 5724
No. of Levels	2
Overall Floor Dimensions	27m x 9m
Construction Date	approx. 1918-19

### **Introduction**

This report is a structural assessment of the earthquake damage sustained by the building at 192 Madras Street, Christchurch on Saturday, 4 September 2010.

The Earthquake measured 7.1 on the Richter Scale. The epicenter was 40km west of Christchurch (near Darfield) and was at a depth of 10km.

This report discusses the building construction, assesses the damage incurred and gives forward options and recommendations.

Forward options are considered taking into account regulatory requirements.

### **Building History**

The property was built in 1918-19, a gift from Sir Heaton and Lady Rhodes to the Nurse Maude Association. It was used for administration and relief such as a soup kitchen. Nurse Maude herself also lived in the building's upstairs flat, passing away on site in 1935. The Nurse Maude Association shifted out in 1973.

### **Investigations**

No original architectural or structural drawings have been sourced at this time.

A site inspection was carried out by the Author on Friday 10<sup>th</sup> September 2010. A thorough inspection internally and externally was undertaken. All areas were accessible.



### **Construction Description**

Building construction is unreinforced brick masonry with wooden floors and a light weight roof.

Walls are load bearing solid masonry brick. These start at a 3 brick thickness and step inwards as they move up the building – 2 bricks at first floor and 1 brick at parapet level.

The front Façade has many openings. The side walls are almost completely solid with only a few openings. On the south side there is step back into the building which includes the fire escape stairs. The rear wall has some openings.

The building was earthquake strengthened in 1998. This consisted of tying the side walls to 1<sup>st</sup> floor and roof levels only. There was no front façade strengthening observed. It should be noted that the primary objective of earthquake strengthening of unreinforced masonry buildings is to preserve lives. Strengthening work does not guarantee that the building fabric is maintained.

### **Damage Observations and Assessment**

The building has suffered significant structural damage to all elevations. Shear failures of critical elements has occurred.

#### South and North Elevations (Side walls)

Transverse shear failures in both walls have occurred as observed from outside the building. Internally cracks extent into the stairway walls on the south side.

These walls are unstable under lateral loading.

#### West Elevation (Front Façade)

The front Façade has suffered the most severe damage. All spandrel panels' elements have failed.

The façade is extremely unstable.

#### East Elevation (Rear wall)

The rear wall has a number of transverse share failures.

The wall is unstable under lateral loading.

### **Stability Assessment and Options**

Given the heritage significance of the building it is important that a robust analysis of potential stabilization methods is considered.

If there is a political will to try and save the building then very significant time and resources will be required.

Currently the building is assessed as significantly unstable having suffered shear failures on all elevations.

### **Regulatory Requirements**

Council is required under the Building Act 2004 to have a policy on earthquake prone buildings.

Council held an extraordinary meeting on Friday 10 September 2010 with the sole purpose to adopt the revised Earthquake Prone, Dangerous and Insanitary Buildings Policy. The aim of this meeting was to clarify how to handle known Earthquake Prone Buildings in the event that they were damaged by an earthquake and needed to be repaired.

The new policy sets the new target for structural strengthening is 67% of code. That is a target. Assessments will need to be worked through on a case by case basis. It may not be practicable for some repairs to meet that target. Council will work closely with building owners to achieve sensible, safe outcomes.

The policy applies equally to listed heritage buildings and buildings which are not listed

### **Strengthening Options**

Council policy is to strengthen damaged buildings to a target of 67% of current code. The aim of this policy is to save lives in future earthquake events.

The initial stabilization of the building would be difficult to undertake in a safe manner while seismic activity remains.

Strengthening work would involve major reconstruction and strengthening of substantial parts/most of the existing building. Strengthening work would require a complete rebuilding of the façade and much of the other perimeter walls. All remaining elements would require strengthening.

Structural Elements remaining could be strengthened via a number of well established methods.

Strategies for improving structural performance of the building could include one or more of the following methods:

- Local Modification of Components - local strengthening could include measures such as ply overlay diaphragm over the existing timber floors or adding concrete facings (shotcrete) to the south, north and east walls. Composite fibre overlays are another option.
- Global Structural Strengthening and Stiffening - construction of new braced frames, moment resisting frames (steel or concrete) or shear walls within the existing/rebuilt structure are effective methods for adding both additional stiffness and strength. Care is needed to ensure the compatible stiffness between the existing and new elements to ensure premature brittle failure is avoided. This can be achieved through yielding braced frames for example.
- Seismic Isolation - this method would most probably be cost prohibitive for this structure.

- Seismic Emergency Gravity Support -essentially an internal frame which provides supplementary seismic emergency columns.

Another option, although probably not economically viable, would be to take down the building and rebuild in the same external appearance but with a modern seismic resistance frame internally.

To bring the building up to 2/3 of code would require careful consideration of seismic ductility issues and building regularity. Global FEA modeling combining new and existing elements would be difficult. Modal response spectrum analysis is recommended.

#### **Demolition Options**

Demolition shall be undertaken to ensure the safety and protection of the general public, workers and surrounding property.

A detailed demolition plan from the Contractor shall be required prior to demolition commencing.

#### **Health and Safety**

Both Strengthening and Demolition options present significant health and safety risks. Well considered Health and Safety plans must be required prior to construction/demolition work commencing and take into account the extraordinary risks the site poses.

#### **Conclusions and Recommendations**

The extent of earthquake damage is significant and the building is considered unsafe and unstable under lateral loading.

Strengthening of the structure would require rebuilding of major sections of the building. This would be a significant and costly construction project with its own challenges. Most if not all failed walls would require reconstruction. Any remaining elements would require strengthening. Overall stability, ductility and regularity would be significant design issues which may make any efforts to save the structure and strengthen to 67% of code difficult.

If there is a public willingness to save the building by strengthening then this will require significant time and resources. This option has higher exposure to risk.

Without consideration to heritage or political issues it is recommended that it is not a feasible proposition to strengthen this severely earthquake damaged building.

#### **Information Sources**

- New Zealand Society for Earthquake Engineering, assessment and Improvement of the Structural Performance of Buildings in Earthquakes. June 2006

# **SHEARER CONSULTANTS**

**CIVIL & STRUCTURAL ENGINEERS**

Hugh Shearer, PO BOX 29520, Christchurch

Phone 03 351 7381 Fax 03 351 7382

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## **Earthquake damage Building 192 Madras Street Preliminary report**

See attached photographs

### **General**

Christchurch experienced a 7.1 Richter Scale earthquake early morning 4th September with numerous aftershocks up to 4 – 5.5 magnitude.

The city's buildings were severely damaged including the subject building.

The buildings in inner city were inspected by CCC engineers and classified Green (suitable for occupation), Yellow (suitable for limited entry due to limited damage) and Red (unsuitable for entry due to serious structural damage presenting a threat to life and safety).

The subject building was classified red and a notice is attached to the building.

### **Building description**

The property legal description is CB 3344/75 Lot2 Lot4 5724, area 534m<sup>2</sup>. It is listed Historic building. The floor plan is approx 8.8m wide x 27m long, approx area 240 m<sup>2</sup> with total building area approx 500 m<sup>2</sup> to be confirmed.

The building is a two storey, high stud solid brick office building with an additional room at roof level. The main stair has access to the roof. It was built approx 1900. The front of the building to Madras street has large windows and an ornamental facade with Architectural merit.

The building has had limited earthquake strengthening with the solid brick side walls tied into the First floor and roof structures with steel plates on the outside of the building bolted through the bricks into the floor beams and roof framing behind the wall.

The building has recently been renovated and the interior is in good condition with sand blasted brick walls and a large ornate staircase.

### **Damage**

The building is 8.8m wide and 27m long with the earthquake strengthening confined to the side walls.

The walls across the building are damaged with the front facade crumbling with the damage being worsened with each subsequent large aftershock.

The rear wall and middle walls have severe diagonal cracking to the brickwork along the mortar joints. The brick outside wall, to the stairwell is unsupported by flooring and has severe diagonal cracking.

### **Assessment**

The building has suffered substantial damage and is unsafe for use.

Brick buildings constructed in this era were typically built with three layers of brick with the first floor supported on the inner layer of brick then the wall continuing with two layers of brick then the roof supported on the inner layer of brick then the parapet continuing as single layer of brick.

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As such the buildings have no lateral strength against the shaking sideways forces of an earthquake. In this case the walls across the building have failed with diagonal cracks at the mortar joints.

This diagonal cracking means the mortar has broken and lost its strength to hold the bricks together, weakening the wall resistance to further lateral earthquake shaking.

The whole front of the building has crumbled into individual bricks and is not repairable.

CCC policy, at present, with regards to earthquake risk buildings is to require them to be upgraded to 33% of the current requirements of the NZ Building Act if an application is made for a Building Consent.

An application for consent for repair would trigger this upgrading requirement.

### **Preliminary Conclusion**

This is a listed historic building, demolition should be resisted if possible. However the main feature of the building with Architectural merit, the front facade, has been effectively destroyed.

The diagonal cracking to the brickwork has weakened the structural walls across the building. We conclude that it is uneconomic to repair the building. It is unsuitable for entry, and is likely to collapse.

Yours faithfully

Hugh Shearer



**6. PROPOSED DEMOLITION OF 461-469 COLOMBO STREET**

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	Liveable City Programme Manager
<b>Author:</b>	Amanda Ohs, Policy Planner Heritage

**PURPOSE OF REPORT**

1. The purpose of the report is to summarise the current position regarding the building at 461-469 Colombo Street, Sydenham following the 4 September 2010 earthquake and to outline options for the Council's role in retention of this building.

**DESCRIPTION OF BUILDING**

2. This two storey building sits on the western side of Colombo Street on the corner of Sandyford Street in Sydenham. It was originally built as commercial/retail buildings, and retail activity has been conducted on the ground floors in recent times.
3. The building is a row of retail shops in brick and makes a considerable contribution to the streetscape and character of Sydenham.

**HERITAGE VALUES**

4. This building is listed as a Group 4 building in the City Plan and is not listed with the New Zealand Historical Places Trust. 461-469 Colombo Street has historical and social significance for its association with John Bell, Henry Bowker and the numerous tenants who have occupied shops in the building over the last century. The building has cultural significance for its evidence of past ways of living and working, and its continued use for retail activity to the present day. The building has architectural and aesthetic significance as a restrained Commercial Classical design, typical of many retail premises constructed in the Edwardian period. Contextual significance is gained from the building's location amongst a number of other commercial buildings contemporary with it in this section of Colombo Street, of the same scale, style and materials.
5. The site 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 pre-1900. The site and buildings meet the definition of an archaeological site as defined in Section 2 of the Historic Places Act 1993. Under the *Canterbury Earthquake Response and Recovery Act 2010* a simplified and streamlined process has been set up to quickly consider work that affects archaeological sites to be undertaken.

**EARTHQUAKE DAMAGE**

6. The frontages on the corner of Colombo and Sandyford Streets have been severely damaged and the upper floor walls in this area have fallen out. The bullnose verandah has fallen off and the parapets along Colombo Street are damaged and unstable.

**ASSESSMENTS UNDERTAKEN**

7. 461-469 Colombo Street has been assessed as 'unsafe' by Urban Search and Rescue. Barriers have been set up around the building.
8. The owner provided a structural report by TM Consultants dated 21 September 2010. This report found that at 461a Colombo Street the verandah and the upper levels of the Sandyford corner and northern elevations had fallen away and were beyond repair, the roof had collapsed and the internal floor at level 1 was no longer structurally supported by walls in a number of locations. At 461a-469a Colombo Street the eastern elevation upper level wall was found to be projecting outwards towards Colombo Street, the western elevation has collapsed in a number of areas on the upper level and is beyond repair. Internal walls show structural cracks, cornices are falling off the parapets to the eastern elevation. The report concludes that the building is not safe to occupy and recommends that it be demolished.

6 Cont'd

9. A further review has been commissioned by the Council and is to be undertaken by Holmes Consulting Group on 1 October 2010. This review will be tabled at the Council meeting.

**EFFECTS ON NEIGHBOURS & ADJACENT PUBLIC SPACES**

10. Commercial offices at 64 Sandyford Street have restricted use due to the danger 461-469 is currently posing. 459 Colombo Street is also affected by the risk posed by 461-469 Colombo Street and this premise has been unable to open. The USAR assessment deemed it a high risk to neighbouring buildings and the Fire Service have expressed their concerns.
11. The building is currently cordoned off so that the footpath and part of the road reserve is inaccessible on Sandyford and Colombo Streets.

**LEGAL CONSIDERATIONS**

12. The owner of this building seeks its demolition. Demolition of this building requires a resource consent.
13. Section 129 of the BA04 provides the Council to urgently demolish a building where the state of the building is such that "immediate danger to the safety of people is likely in terms of section 121". If a demolition took place under Section 129 no resource consent is required. Staff advice is that is not an option here given the length of time since the earthquake.
14. Section 121 of the Building Act 2004 (BA04), as amended by the Canterbury Earthquake (Building Act) Order 2010, provides that a building is a dangerous building if, in the ordinary course of events it is likely to cause injury to people or damage to other property.
15. In relation to buildings that have had a red or yellow placard put on them under powers in the Civil Defence Emergency Management Act 2002, those notices are now deemed to be BA04 notices under section 124(1)(b) [red] and section 124(1)(d) [yellow].
16. They may, however, need an archaeological authority from the Historic Places Trust (a fast track process may be possible through the Canterbury Earthquake (Historic Places Act) Order 2010).
17. As this building is listed in the City Plan a resource consent for demolition is required. For this building the City Plan provides any resource consent applications must be dealt with on a non-notified basis.
18. The Canterbury Earthquake (Local Government Act 2002) Order 2010 states that the Council is exempt from certain decision making requirements in the Local Government Act 2002, to the extent that a decision is directly or indirectly necessary or desirable to further one or more of the purposes of the Canterbury Earthquake Response and Recovery Act 2010. This exemption includes the requirement if section 78 Local Government Act 2002 to consider the views and preferences of persons likely to be affected by, or to have an interest in, the decision.
19. One of the purposes of the Canterbury Earthquake Response and Recovery Act 2010 is to facilitate the response to the Canterbury earthquake. Another is to enable the relaxation or suspension of provisions in enactments that:
  - (a) "may divert resources away from the effort to:
    - (i) efficiently response to the damage caused by the Canterbury earthquake;
    - (ii) minimise further damage; or
  - (b) may not be reasonably capable of being complied with, or complied with fully, owing to the circumstances resulting from the Canterbury earthquake"

6 Cont'd

20. The decisions requested here are necessary to assist with the response to the Canterbury earthquake. The Local Government Act 2002 requirements cannot be fully complied with due to the circumstances resulting from the Canterbury earthquake.
21. It is the view of the Legal Services Unit that the decisions sought in this report fall within the purposes of the Canterbury Earthquake Response and Recovery Act 2010. The Council is therefore entitled to reply on the exemptions allowed by the Canterbury Earthquake (Local Government Act 2002) Order 2010.

**OPTIONS**

22. There are a number of options for this building, which include the following:
  - (a) Working with the building owner towards retention, with consideration of grant funding to part fund repairs, restoration and strengthening.
  - (b) Considering Council purchase of the building in order to retain it, although the Council may wish to consider other options following purchase for future ownership or management.
  - (c) The Council does not part or fully fund retention, which means progressing a resource consent for demolition.
23. *Working with the owner towards retention:*  
Depending on the advice given by Holmes Consulting Group, repair and strengthening may be possible, in which case this would be an option for Council. Options would need to be investigated for bringing the building to 67% of code, as per the target in the Council's Earthquake Prone, Dangerous and Insanitary Buildings Policy 2010. The owner will need assistance in determining required works, methodology for undertaking them and potential funding to bridge any gap between insurance coverage and overall costs. The owner has advised staff that he is not insured and wishes to progress a demolition.
24. *Considering Council purchase of the building in order to retain it:*  
This would ensure the Council had control over the building in terms of repair and strengthening works. The latest ratings for the property is \$710,000, so this would be a cost, over and above the works carried out to retain the building.
25. *Council does not part or fully fund retention:*  
This would mean progressing a resource consent for demolition. This would be a solution that would potentially require least time and financial output on the part of the owner and the Council.

**FINANCIAL IMPLICATIONS**

26. It is our understanding from the structural assessments to date that given significant damage to the building it would not be economically viable to restore and strengthen the existing structure as there would be substantial gap between any insurance cover and the costs of restoration.
27. Any decision to part or fully fund retention of the building will be subject to further investigation as to the availability of funds and subsequent Council approval.

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Does not part or fully fund retention of 461-469 Colombo Street given the level of earthquake damage to the building and the level of funding that may be required from the Council to retain the building.



Appendix 1: Statement of Significance

**HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE  
HERITAGE STATEMENT – COMMERCIAL BUILDING:  
461-469 COLOMBO STREET**



**PHOTOGRAPH: 469 COLOMBO STREET**

461-469 Colombo Street is listed as a Group 4 Protected Heritage Item in the Christchurch City Plan.

**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 commercial block at 461-469 Colombo Street (1907) was built as an investment by accountant and land agent John Bell. The building has historical and social significance for its association with Bell, who was an early resident of Sydenham; with prominent land agent Henry Bowker, a subsequent owner of the property, and with the various businesses which have occupied premises in the building. These have included the bakery that had previously occupied the site, and which continued in the new building until the 1940s; a cycle shop for 70 years; and second hand dealer Sydenham Dealers for 40 years.

**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*

461-469 Colombo Street has cultural significance as evidence of past ways of life and activity in Sydenham, and the common practice of housing retail activity on the ground floor and residential activity above, often by the shopkeeper.

**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.*

461-469 Colombo Street has architectural and aesthetic significance as an unusually well-preserved typical example of restrained Edwardian Commercial Classicism. Although pediments have been removed from the parapet, the building retains its unpainted brick and plaster appearance, its bull-nose verandah and some apparently original shop fronts. The architect has not been identified.

4. 10. 2010

#### **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.*

461-469 Colombo Street has standard technological and craftsmanship significance for a commercial building of its era.

#### **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.*

461-469 Colombo Street is located on a prominent corner site on the major thoroughfare of Colombo Street, and is something of a landmark because it retains its bullnose verandah. The building is contextually significant amongst the number of surviving late Victorian and Edwardian commercial buildings along this section of Colombo St. The building relates particularly to the exactly contemporary block at 386-400 Colombo St, which is of a similar scale and design.

#### **ARCHAEOLOGICAL SIGNIFICANCE**

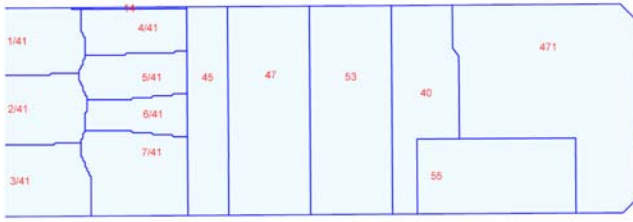
*Archaeological values that demonstrate or are associated with: potential to provide archaeological information through physical evidence; an understanding about social historical, cultural, spiritual, technological or other values or past events, activities, people or phases.*

Although 461-469 Colombo Street has no archaeological significance itself, the site was occupied by earlier buildings from at least 1890.

**References:** CCC Heritage Files

**Assessment Completed:** 29.09.2010

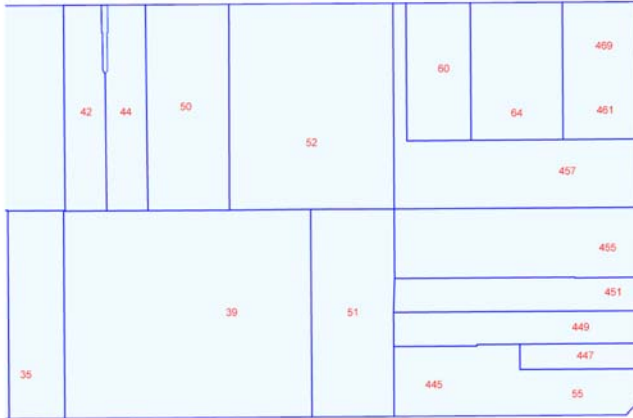
## Appendix 2: Location Map



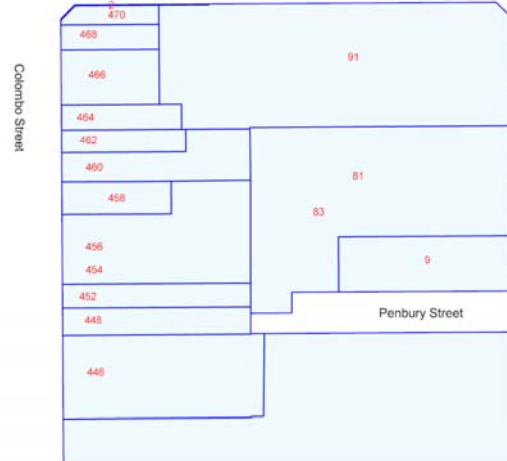
Sandyford Street



Byron Street



Balmere Street



Colombo Street

Penbury Street



Sandyford Street



Byron Street



Balmere Street



Colombo Street

Penbury Street



Corner of Colombo and Sandyford Streets



Sandyford Street frontage

4. 10. 2010



Colombo Street frontage



CONSULTANTS  
KNOWLEDGE YOU CAN BUILD ON

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E. info@tmco.co.nz

# Site Report

To: Bob Marchand SR No: 504  
 Attention: bob. File No: \_\_\_\_\_  
 Project: 469a Colombo St & 469 + 461a → 469a Date: 21-9-2010  
 Copies to: Architect: \_\_\_\_\_ Client: \_\_\_\_\_  
 QS: \_\_\_\_\_ Other: \_\_\_\_\_

POST EARTHQUAKE INSPECTION 2

469a Colombo St

1. Verandah has completely fallen away. eastern elevation and northern elevation of this building are beyond repair. upper levels of this elevation have fallen away. roof has collapsed and internal floor at level 1 is no longer structurally supported by walls in a number of locations
2. 461a → 469a Eastern elevation upper level wall is projecting outwards towards Colombo St is excess of 150mm out of vertical
3. Western elevation on upper level has collapsed in a number of areas as remaining walls show significant structural cracks. This is beyond repairs
4. Internal walls show structural cracks and are approximately 80mm out of plumb where inspected.
5. Cornices are falling off the parapets to eastern elevation
6. Building is not structurally safe to occupy
7. Recommend that building is pulled down. If facade is to be retained then this would require reconstruction of structure behind elevation. Client is not insured for this to occur.

Signature: M. B. [Signature]  
[Signature]  
 CPENG # 142474

**7. PROPOSED DEMOLITION OF 456 COLOMBO STREET**

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	Liveable City Programme Manager
<b>Author:</b>	Joanne Easterbrook, Heritage Conservation Planner

**PURPOSE OF REPORT**

1. The purpose of the report is to summarise the current position regarding the building at 456 Colombo Street, Sydenham (the Frame Building) following the 4 September 2010 earthquake and to outline options for the Council’s role in retention of the building.

**DESCRIPTION OF BUILDING**

2. 456 Colombo Street is a small Edwardian two storeyed commercial building which is listed as a Group 4 heritage item in the City Plan. The construction materials of the building are brick and cement. Date of construction appears to be 1905.
3. The building is relatively small (approximately 4.5m wide x 11m long) and comprises a two story brick structure. There are brick firewalls with parapets to the North and South boundaries. The shop front is open to the West with a brick façade and parapet.

**HERITAGE VALUES**

4. This building is identified as a Group 4 heritage item in the City Plan, it is not registered with New Zealand Historic Places Trust. It is a small Edwardian commercial building, designed in the Commercial Classical idiom characteristic of the period. The building has architectural and aesthetic significance for the architectural pretension of its parapet, which with its rococo balustrade, urns and pediment, is particularly ornate. The building has been attributed to prominent architect Samuel Hurst Seager. The building is located on the major thoroughfare of Colombo Street and has a contextual relationship with its immediate neighbour at 454 Colombo Street.
5. The building was built as an investment by prominent painter and decorator Thomas Davies, who occupied the adjacent premises at 454 Colombo Street. Davies decorated many of the city’s leading residences, the most prominent of these was commercial baker Ernest Adams Ltd, who maintained a retail outlet on the site from c1930 – 1960.
6. The building itself is not likely to be of archaeological value as it was constructed later than 1900. The archaeological provisions of the Historic Places Act 1993 may apply to any below ground works.

**EARTHQUAKE DAMAGE**

7. As stated in the demolition plan submitted, both red brick return wall parapets have collapsed, damaging neighbouring roofs, spouting and downpipes. The north brick wall has deflected below seismic straps, bows out over 50mm and curves back at top. The front portion of the northern boundary wall has separated with loose bricks and the South wall is unstable. The street front ornamental parapet has fallen through the verandah onto the road, and through the neighbour’s roof. The front parapet has detached, and is leaning forward towards Colombo Street and the roof has sagged.

**ASSESSMENTS UNDERTAKEN**

8. An engineers assessment has been carried out by Powell Fenwick on behalf of the owner, letter dated 13 September 2010. In a letter from White Fox and Jones Lawyers dated 24 September 2010 it is stated that Powell Fenwick Consultants Ltd have inspected the property on 3 occasions, and reports that the building has deteriorated between each visit, the most recent visit being on 21 September. They have advised *“to demolish 456 Colombo St, due to the danger of this building collapsing and being a life safety risk or damaging the adjacent buildings”*

7 Cont'd

9. An assessment was received from Endel Lust Civil Engineer Ltd on 29 September 2010 on behalf of the Council based on an inspection on 28 September 2010. The assessment states that the building has undergone significant damage, and the earthquake and subsequent aftershocks have resulted in a collapse of the chimney, collapse of parts of the parapets to the North & South walls with the remaining sections being relatively precarious. The decorative elements to the front parapet have virtually all fallen off with the central pediment to this parapet leaning forward. Underpinning and restoring this structure would be difficult given the unsafe elements, and would require a virtual rebuild of the entire front wall and canopy. The conclusion from the assessment is that the building is 'damaged beyond repair' and it would not be an economic alternative to restore and strengthen the existing structure.

**EFFECTS ON NEIGHBOURS & ADJACENT PUBLIC SPACES**

10. The structural assessment report states that there is clear and present danger to neighbouring buildings from falling masonry due to the weakened parapet sections.

**LEGAL CONSIDERATIONS**

11. The owner of this building seeks its demolition. Demolition of this building requires a resource consent.
12. Section 129 of the BA04 provides the Council to urgently demolish a building where the state of the building is such that "immediate danger to the safety of people is likely in terms of section 121". If a demolition took place under Section 129 no resource consent is required. Staff advice is that is not an option here given the length of time since the earthquake.
13. Section 121 of the Building Act 2004 (BA04), as amended by the Canterbury Earthquake (Building Act) Order 2010, provides that a building is a dangerous building if, in the ordinary course of events it is likely to cause injury to people or damage to other property.
14. In relation to buildings that have had a red or yellow placard put on them under powers in the Civil Defence Emergency Management Act 2002, those notices are now deemed to be BA04 notices under section 124(1)(b) [red] and section 124(1)(d) [yellow].
15. They may, however, need an archaeological authority from the Historic Places Trust (a fast track process may be possible through the Canterbury Earthquake (Historic Places Act) Order 2010).
16. As this building is listed in the City Plan a resource consent for demolition is required. For this building the City Plan provides any resource consent applications must be dealt with on a non-notified basis.
17. The Canterbury Earthquake (Local Government Act 2002) Order 2010 states that the Council is exempt from certain decision making requirements in the Local Government Act 2002, to the extent that a decision is directly or indirectly necessary or desirable to further one or more of the purposes of the Canterbury Earthquake Response and Recovery Act 2010. This exemption includes the requirement if section 78 Local Government Act 2002 to consider the views and preferences of persons likely to be affected by, or to have an interest in, the decision.
18. One of the purposes of the Canterbury Earthquake Response and Recovery Act 2010 is to facilitate the response to the Canterbury earthquake. Another is to enable the relaxation or suspension of provisions in enactments that:
  - (a) "may divert resources away from the effort to:
    - (i) efficiently response to the damage caused by the Canterbury earthquake;
    - (ii) minimise further damage; or
  - (b) may not be reasonably capable of being complied with, or complied with fully, owing to the circumstances resulting from the Canterbury earthquake"



7 Cont'd

19. The decisions requested here are necessary to assist with the response to the Canterbury earthquake. The Local Government Act 2002 requirements cannot be fully complied with due to the circumstances resulting from the Canterbury earthquake.
20. It is the view of the Legal Services Unit that the decisions sought in this report fall within the purposes of the Canterbury Earthquake Response and Recovery Act 2010. The Council is therefore entitled to reply on the exemptions allowed by the Canterbury Earthquake (Local Government Act 2002) Order 2010.

**OPTIONS**

21. There are a number of options for this building, which include the following:
  - (a) Working with the building owner towards retention, with consideration of grant funding to part fund repairs, restoration and strengthening
  - (b) Council purchase of the building in order to restore and strengthen the building, with investigation of future options for future ownership or management
  - (c) The Council does not part or fully fund retention, which means progressing a resource consent for demolition
22. *Working with the owner towards retention:*

Given that the conclusion from the structural assessments consistently states that the building is damaged beyond repair, working with the owner toward retention is not a viable option. There is no doubt that with enough resources the building could be stabilised and repaired, however it would constitute a significant rebuild. This would mean the heritage values of the building would be significantly compromised.
23. *Considering Council purchase of the building in order to retain it:*

This would ensure the Council had control over the future of the building in terms of repair and strengthening works. The Council could consider options for future ownership and management following purchase. This is not seen as a priority for Council due to significant costs associated with stabilisation, repairs and purchasing the building.
24. *Council does not part or fully fund retention:*

This would be likely to result in a resource consent application for demolition, a solution that would potentially require least time and financial output on the part of the owner and the Council. The significant costs, the likely damage to the heritage fabric, and the lower heritage significance of this building would be the main reasons to support this option.

**FINANCIAL IMPLICATIONS**

25. It is our understanding from the structural assessments that given significant damage to the building it would not be economically viable to restore and strengthen the existing structure.
26. Any decision to part or fully fund retention of the building will be subject to further investigation as to the availability of funds and subsequent Council approval.

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Does not part or fully fund retention of 456 Colombo Street given the level of earthquake damage to the building and the significant constraints around stabilisation and repair.

Appendix 1: Statement of Significance

**HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE**  
**HERITAGE STATEMENT – COMMERCIAL BUILDING 456 COLOMBO STREET**



**PHOTOGRAPH: 456 COLOMBO STREET**

The commercial building at 456 Colombo Street is listed as a Group 4 Protected Heritage Item in the Christchurch City Plan.

**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.*

456 Colombo Street (c1905) was built as an investment by prominent painter and decorator Thomas Davies, who occupied the adjacent premises at 454 Colombo Street. The building has historical and social significance for its connection with Davies, who decorated many of the city's leading residences, and with the businesses which occupied his building. The most prominent of these was commercial baker Ernest Adams Ltd, who maintained a retail outlet on the site from c1930-1960s.

**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*

456 Colombo Street has cultural significance as it reflects the way of life in early Sydenham, and the common practice of conducting retail activity on the ground floor and residential above, often by the shopkeeper.

**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.*

456 Colombo Street is a small Edwardian commercial building, designed in the Commercial Classical idiom characteristic of the period. The building has architectural and aesthetic significance for the architectural pretension of its parapet, which with its Rococo balustrade, urns and pediment, is particularly ornate. The building has been attributed to prominent architect Samuel Hurst Seager, but no evidence is given.

### **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.*

456 Colombo Street has typical technological and craftsmanship significance for a commercial building of this period.

### **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.*

456 Colombo Street is located on the major thoroughfare of Colombo Street. The building has a contextual relationship with its immediate neighbour at 454 Colombo Street, the premises of its developer, Thomas Davies. The building also relates to the number of remaining commercial classical buildings of a similar period in this section of Colombo Street, such as the nearby block at 461-469 Colombo Street.

### **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.*

456 Colombo Street has the potential to provide archaeological evidence relating to past building construction methods and materials, and to human activity on the site, however there is no documentation at this stage of research to indicate that there was human activity on the site prior to 1911.

**References:** CCC Heritage Files

**Assessment Completed:** 29.09.2010

Appendix 2: Location Map





Figure 1: View of ornate parapet that has been damaged



Figure 2: damage to brickwork



**Figure 3: damaged firewall**

PJP:KAS

13 September 2010

Hope Investments Limited  
P O Box 30 133  
St Martins  
CHRISTCHURCH 8246

ATTENTION: MURRAY LAPWORTH

Dear Murray,

**RE: EARTHQUAKE DAMAGE TO BUILDING AT 456 COLOMBO STREET  
(FRONT BUILDING), SYDENHAM, CHRISTCHURCH**

Subsequent to the earthquake that occurred on the morning of Saturday 4<sup>th</sup> September 2010, and after shocks to the 8<sup>th</sup> of September, a second walk through inspection of the building at 456 Colombo Street, Sydenham, Christchurch was undertaken on 9 September 2010 by Phil Paterson on behalf of Powell Fenwick Consultants Ltd.

Preliminary investigations are that this building has some areas of structural instability and we recommend that it remains unoccupied until further investigation and recommendations are undertaken. This also applies to areas immediately adjacent to this building.

The following specific items have been noted as requiring urgent attention to ensure the ongoing stability of the older building:

- Demolition of loose parapets and facade, broken longitudinal walls below roof level and hole in lower roof level.
- Building to be used solely to provide safety to other buildings and to carry out essential services.
- Back part of building to remain unoccupied within 3m of old building. Kebab shop kitchen in neighbouring building can be used but not restaurant (no public access).
- Proposed remedial works to make 454 and 458 (neighbouring buildings) habitable. Demolish 456 due to the danger of this building collapsing and being a life safety risk or damaging the adjacent buildings.
- Upper levels at 454 and 456 Colombo Street must remain unoccupied.

Other damage that was noted in the building consists of:

- Other cracking to plaster walls, damage to canopy and pavement.



**POWELL FENWICK**  
CONSULTANTS LIMITED

Your quality engineering partner.

consulting engineers	Unit 3, Amuri Park
heating + ventilation	Cnr Bealey Ave & Churchill St
mechanical	P.O. Box 25-108, Victoria St
structural	Christchurch 8144
hydraulic	New Zealand
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acoustic	(03) 379-1826: fax
civil	engineering@pfc.co.nz: email
fire	www.pfc.co.nz: website

**Our Ref: 100784/S/1**  
**Reinspection**

It is important to note that information is based on a visual walk through inspection only. It is possible that there is unobserved damage that may require remedial work to ensure the ongoing integrity of the structure. We recommend that a more detailed structural inspection and evaluation is conducted in due course to confirm the ongoing structural suitability of the building.

Please call our office on 366 1777 if you require further information or assistance.

Yours faithfully,

POWELL FENWICK CONSULTANTS LIMITED

P J PATERSON

A handwritten signature in black ink, appearing to read 'P J Paterson', written over the printed name 'P J PATERSON'.



**8. PROPOSED DEMOLITION OF 580 FERRY ROAD**

<b>General Manager responsible:</b>	General Manger Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	Liveable City Programme Manager
<b>Author:</b>	Amanda Ohs, Policy Planner Heritage

**PURPOSE OF REPORT**

1. The purpose of the report is to summarise the current position regarding the building at 580 Ferry Road following the 4 September 2010 earthquake and outline options for the Council's role in retention of the building.

**DESCRIPTION OF BUILDING**

2. This one and two storey building complex sits on the south side of Ferry Road, to the east of Heathcote Street. Originally built as a nugget polish factory, the building has recently housed retail and manufacturing activities.
3. This large stripped-classical saw-tooth industrial building complex is constructed in brick, concrete and steel. The single and double storey buildings fronting Ferry Road were constructed in c1924 to a design by prominent Christchurch architectural firm the Luttrell Brothers. Single storey saw tooth roof sections in brick and concrete to the rear are later additions.

**HERITAGE VALUES**

4. The building is listed as a Group 3 Protected Heritage Item in the Christchurch City Plan and is registered as a Category II Historic Places by the New Zealand Historic Places Trust.
5. The former factory is significant for its association with forty years of shoe polish production by the Nugget Polish Company and its successors; for the evidence of a continuity of industrial production in the suburb of Woolston that it provides; and as a very contemporary factory design for the period by prominent Christchurch firm the Luttrell Bros.
6. The building itself is not of archaeological value as it was constructed later than 1900. The archaeological provisions of the Historic Places Act 1993 may apply to any below ground works.

**EARTHQUAKE DAMAGE**

7. The parapets to the Ferry Road façades have been removed for public safety and the rear wall to the two storey building has been partially removed.
8. There are large cracks in the western wall, the north west corner and multiple cracks in the north (front) and south (rear) walls. It is understood (by Harrison Grierson) that there is extensive internal cracking, however no internal inspection was done.

**ASSESSMENTS UNDERTAKEN**

9. 580 Ferry Road was assessed as 'unsafe' by Urban Search and Rescue. Barriers have been set up around the building and into Ferry Road.
10. The owner provided a Structural Integrity Assessment by Harrison Grierson dated 10 September 2010, which found that the two storied building has large cracks to the western wall and has lost the top of the northern and southern walls; the street frontage of the single storey building has lost its parapet and one quarter of its wall, the internal east-west wall has large cracks where beams intersect and is non-salvageable. This report concluded that the building is not structurally sound and that the entire building be demolished apart from the portal frame building which shares only three bays of the brick panel.

8 Cont'd

11. The owner provided a more detailed structural engineer's report dated 20 September 2010 by Nathan Barrett of Enform Consulting Ltd. This report finds that the group of buildings have suffered significant damage as a result of the earthquake – the two storey building has suffered damage to the walls, parapets and roof such that it would not be possible to repair the building to a safe level and restore the original heritage features, is not salvageable and will need to be demolished. The extent of damage to and nature of unreinforced concrete construction of the single storey building fronting Ferry Road is such that it would not be possible to repair the frontage and parapets to a satisfactorily safe level and restore the original features – the building is not salvageable and will also need to be demolished. The single storey buildings to the immediate rear of the buildings fronting Ferry Road are also considered to require demolition due to roof failure and access required to demolish the parts of the building fronting Ferry Road. The rearmost single storey building with saw tooth roofing is considered to not have suffered considerable damage, and may be salvageable depending on the proposed demolition sequence and care taken if the other parts of the building are demolished.
12. A further inspection was undertaken by Ruamoko Solutions Consulting Structural Engineers on 30 September 2010. This inspection was commissioned by the Council. Verbal advice given at the site inspection (written advice was not available for inclusion in this report) indicates that damage to the majority of the building is moderate and it is able to be repaired and strengthened. While there has been significant damage to the Ferry Road parapets, the advice was that this was able to be repaired using structural steel and lightweight materials with a brick veneer. Advice indicated that due to the nature of the building it would be relatively straightforward to strengthen the building.

**EFFECTS ON NEIGHBOURS & ADJACENT PUBLIC SPACES**

13. The USAR assessment noted that there was minor/no risk to adjacent buildings. More recent buildings to the rear of the heritage listed buildings are currently being used for businesses relocated from the damaged parts of the complex, although the owner has identified that this is unsatisfactory for the medium-long term.
14. Part of Ferry Road is cordoned off, so that the footpath is not accessible and restricting the space of the left traffic lane.

**LEGAL CONSIDERATIONS**

15. The owner of this building seeks its demolition. Demolition of this building requires a resource consent.
16. Section 129 of the BA04 provides the Council to urgently demolish a building where the state of the building is such that "immediate danger to the safety of people is likely in terms of section 121". If a demolition took place under Section 129 no resource consent is required. Staff advice is that is not an option here given the length of time since the earthquake.
17. Section 121 of the Building Act 2004 (BA04), as amended by the Canterbury Earthquake (Building Act) Order 2010, provides that a building is a dangerous building if, in the ordinary course of events it is likely to cause injury to people or damage to other property.
18. In relation to buildings that have had a red or yellow placard put on them under powers in the Civil Defence Emergency Management Act 2002, those notices are now deemed to be BA04 notices under section 124(1)(b) [red] and section 124(1)(d) [yellow].
19. They may, however, need an archaeological authority from the Historic Places Trust (a fast track process may be possible through the Canterbury Earthquake (Historic Places Act) Order 2010).
20. As this building is listed in the City Plan a resource consent for demolition is required. For this building the City Plan provides any resource consent applications must be dealt with on a non-notified basis.

8 Cont'd

21. The Canterbury Earthquake (Local Government Act 2002) Order 2010 states that the Council is exempt from certain decision making requirements in the Local Government Act 2002, to the extent that a decision is directly or indirectly necessary or desirable to further one or more of the purposes of the Canterbury Earthquake Response and Recovery Act 2010. This exemption includes the requirement if section 78 Local Government Act 2002 to consider the views and preferences of persons likely to be affected by, or to have an interest in, the decision.
22. One of the purposes of the Canterbury Earthquake Response and Recovery Act 2010 is to facilitate the response to the Canterbury earthquake. Another is to enable the relaxation or suspension of provisions in enactments that:
  - (a) "may divert resources away from the effort to:
    - (i) efficiently response to the damage caused by the Canterbury earthquake;
    - (ii) minimise further damage; or
  - (b) may not be reasonably capable of being complied with, or complied with fully, owing to the circumstances resulting from the Canterbury earthquake"
23. The decisions requested here are necessary to assist with the response to the Canterbury earthquake. The Local Government Act 2002 requirements cannot be fully complied with due to the circumstances resulting from the Canterbury earthquake.
24. It is the view of the Legal Services Unit that the decisions sought in this report fall within the purposes of the Canterbury Earthquake Response and Recovery Act 2010. The Council is therefore entitled to reply on the exemptions allowed by the Canterbury Earthquake (Local Government Act 2002) Order 2010.

**OPTIONS**

25. There are a number of options for this building, which include the following:
  - (a) Working with the building owner towards retention, with consideration of grant funding to part fund repairs, restoration and strengthening;
  - (b) Considering the Council purchase of the building in order to retain it, although the Council may wish to consider other options following purchase for future ownership or management;
  - (c) The Council does not part or fully fund retention, which means progressing a resource consent for demolition.
26. *Working with the owner towards retention:*

Considering that the advice given by Ruamoko Solutions indicates that repair and strengthening are possible, this is an option for Council. Options would need to be investigated for bringing the building to 67% of code, as per the target in the Council's Earthquake Prone, Dangerous and Insanitary Buildings Policy 2010. The owner will need assistance in determining required works, methodology for undertaking them and potential funding to bridge any gap between insurance coverage and overall costs.
27. *Considering Council purchase of the building in order to retain it:*

Considering Council purchase of the building in order to retain it. This would ensure the Council had control over the building in terms of repair and strengthening works. The latest ratings for the whole property (a much larger area including buildings which are not part of the heritage listing) is \$1,440,000, so this would be a cost, over and above the works carried out to retain the building.
28. *Council does not part or fully fund retention:*

Council does not part or fully fund retention, which means progressing a resource consent for demolition. This would be a solution that would potentially require least time and financial output on the part of the owner and the Council.

**8 Cont'd**

**FINANCIAL IMPLICATIONS**

29. Repair costs have not been provided by the owner. Further investigation would inform consideration of costs.
30. Any decision to part or fully fund retention of the building will be subject to further investigation as to the availability of funds and subsequent Council approval.

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Offers to work with the owner of 580 Ferry Road to retain the building, and to provide funding to assist in bridging any gap between insurance cover and final costs.

Appendix 1: Statement of Significance

**CHRISTCHURCH CITY PLAN – LISTED HERITAGE ITEM AND SETTING  
HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE  
FORMER NUGGET POLISH CO FACTORY – 580 FERRY ROAD**



**PHOTOGRAPH 2003**

**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 former Nugget Polish Company Factory is of historical and social significance on account of its connection with the 'Nugget' Polish Company, a British company that opened a branch in central Christchurch early in the twentieth century. The company produced a variety of nuggets and polishes. In November 1923 the foundation stone of a large new factory on Ferry Rd in Woolston was laid. Designed by Luttrell Bros, the building was completed the following year. Polishes were produced in the factory until 1966, latterly by Reckitt and Colman. Between 1966 and 1984, the building was occupied by engineers Vale & Co and A. & T. Burt. Since the mid 1980s, the complex has been used by various small businesses. The building has historical and social significance as part of the continuous and on-going industrial history of the suburb of Woolston, since the earliest days of European settlement. Something of an industrial re-development of Ferry Rd and Woolston seems to have taken place in the early 1920s (including Thomas Edmonds in 1923) but of the several factories built or rebuilt at this time, the Nugget factory is one of few that remains.

**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 former Nugget Polish Company Factory building is of cultural significance as a reminder of past ways of life and industrial activities in the Woolston area.

## **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 former 'Nugget' Polish Company factory is of architectural and aesthetic significance as a large stripped-classical saw-tooth industrial building, constructed in brick, concrete and steel. The building consists of two distinct portions: a two storey section with a vertical emphasis, and a long horizontal single storey section. Despite this difference of appearance, it would appear that both parts were constructed simultaneously. At the time of its construction, the factory was regarded as very contemporary, and the Press considered it 'one of the finest of its kind in New Zealand' (29/11/1923). The building was designed in such a way that the raw materials could be unloaded at one entry and the finished product could be dispatched from another. Nor were employees neglected; the building was well-lit, well-heated and provided with a dining room and tennis court. Its architects, the leading firm of Luttrell Bros, were specialists in commercial and industrial buildings, and early in the twentieth century provided Christchurch with some of its largest and most technologically advanced buildings, including The New Zealand Express Co in Manchester St and King Edward Barracks. The firm also had a penchant for racecourse grandstands and Roman Catholic churches. The building and its facade were modified in the mid 1980s to adapt it for a variety of smaller tenants. The factory thus has architectural and aesthetic significance as a very contemporary industrial building of the early 1920s, and as a product of the firm of Luttrell Bros.

## **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 former 'Nugget' Polish Company factory has standard technological and craftsmanship significance for an industrial building of the 1920s.

## **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 former 'Nugget' Polish Company factory is of contextual significance for its setting and as a landmark. The setting of the former factory consists of a large area of land fronting Ferry Road to the north, Heathcote Street to the south and west and includes a number of later buildings. At the western end of the central part of Woolston, on a corner site, the large building is something of a landmark. Nearby are several turn of the century buildings which contribute to the character of the area, including the library and former post office.

## **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 former 'Nugget' Polish Company 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, including that which occurred prior to 1900. There were buildings on the site prior to the construction of the Nugget factory; their use has not been investigated, but early in the twentieth century they belonged to woolstapler Thomas York.

**References:** CCC Heritage Files

**Assessment Completed:** 29.09.2010

## Appendix 2: Location Map





From Ferry Road, Ferry Road - Heathcote Street corner



North Wall two storey Building





**South Wall Two Storey building**



**North Wall single storey section**



North Wall single storey section

To the Landowner or Tenant



## Structural Integrity Assessment

HG Ref: 2150-130256-01

The structural integrity of the building at 580 Ferry Road, Christchurch was assessed by our Engineers on 10 September 2010.

We have identified the following structural issues with these buildings:

- Two storey building has large cracks to western wall and has lost the top of both the northern and southern walls.
- The street frontage of the single storey building has lost its parapet and one quarter of its wall – non salvageable.
- Internal east-west wall has large cracks where beams intersect – non salvageable.
- Rest of building is connected via beams and end/internal walls, once two storey building and front building are gone; the remainder is at risk as has no internal capacity.
- Demolish entire building and save portal frame building which only shares three bays of brick panel.

We conclude that the building is not structurally sound, and the building status is to remain as Red.

We note that our assessment is based on a visual inspection of accessible areas only. No liability is accepted for damage or injury incurred after our inspection.

Yours sincerely

**Harrison Grierson Consultants Limited**

A handwritten signature in blue ink, appearing to read 'Andrew Thompson', written over a light blue horizontal line.

Andrew Thompson

Team Manager - Structural Engineering

N:\2150\130256\_01 580 Ferry Road\500 Del\510 Reports\R001v1-CH130256-01-ajt-kid.doc



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20 September 2010

Arrow International Ltd  
253 Madras Street  
PO Box 42  
Christchurch 8140

File Ref.:10051-R1

Attention: Mike Pile

Dear Mike

**580 Ferry Road – Christchurch  
Structural Report Following 04 September 2010 Canterbury Earthquake**

Further to our site meeting on Thursday 9 September 2010 please find outlined below the findings of my structural investigations and recommendations regarding this group of buildings. I note that the site has a Class 3 Heritage listing. Proposed demolition work requires consultation with the City Council Heritage Planners and a Resource Consent and Building Consent are normally required prior to any work being undertaken.

**1. CURRENT BUILDING CONDITION / DEGREE OF DAMAGE**

The group of buildings have suffered significant damage as a result of the earthquake. With reference to the enclosed general arrangement plan (Appendix A) building parts noted A to D, and the enclosed reference photos (Appendix B) the damage that has occurred and my recommendations regarding demolition or salvage are as follows:

**1.1 Two storey building – Part A**

1. Significant damage and failure has occurred to the northeast parapet and wall facing Ferry Road. Significant cracking at the level of the central first floor window lintel - refer photo 1.
2. Separation of the parapets and walls at the northern building corner with residual displacement - refer photo 2.
3. Significant failure and collapse of the southwest parapet and wall. Estimated height of damage is approximately 2.5m over the full length of the wall. Part of the parapet/wall has collapsed onto the upper roof. Part has fallen through the lower single storey building part C1. Refer photos 3 and 4.
4. The failure of the northeast and southwest parapets noted above has resulted in the subsequent loss of return walls providing support to the northwest and southeast parapets/walls. These have been significantly weakened.

The extent of damage to the walls, parapets and roof, and the nature of the construction being unreinforced masonry, is such that it would not be possible to repair this building to a safe level and restore the original heritage features. In my opinion this two storey part is not salvageable and will eventually need to be demolished to make the site safe.

**1.2 Single storey building – Part B**

1. Significant damage and failure has occurred to the northeast parapets and wall facing Ferry Road. There has been a substantial loss with an estimated

3.0m height of parapets having collapsed at the central section of the building. The damage extends almost full length of the Ferry Road frontage. Refer photo 5 and 6.

2. There has been a loss of gravity support for the roof structure along the Ferry Road frontage due to failure of the unreinforced wall and associated parapets.
3. Effectively there are now no ties between the roof and wall on the bulk of the Ferry Road frontage. This significantly compromises the lateral stability of the roof structure and the wall.

The extent of damage to the Ferry Road frontage, and the nature of construction being unreinforced masonry, is such that it would not be possible to repair the frontage and parapets to a satisfactorily safe level and restore the original features. Demolition of the two storey building is also likely to further compromise the stability of this (part B) building, especially in regard to removal of the northwest two-storey wall which is a common wall with Part B. It is my opinion this building is not salvageable and will also need to be demolished to make the site safe.

### **1.3 Single Storey Building – Parts C1 and C2**

1. A section of roof at the southeast end has been damaged and collapsed due to the failure of the adjacent two storey wall and parapet-refer photo 4.
2. The roof failure has resulted in a loss of support for the southeast gable end parapets making them unstable.

Due to the roof failure and access that will be required for safe demolition of the two-storey building (Part A) and single storey building (Part B), it is my opinion that building parts C1 and C2 will also require demolition. Part C2 is a subsequent addition to the original buildings and shares common unreinforced masonry walls with the adjacent building sections. Once these buildings are removed it is likely the lateral stability of part C2 will be compromised to such an extent that repair works are not viable.

The party wall between building parts C1 and D could initially be retained with the installation of some additional columns to provide adequate support for the roof over part D. Refer additional comments below regarding Part D and possible salvage considerations.

### **1.4 Single Storey Building - Part D**

This building part has not suffered considerable damage. Salvage may be possible but will depend on the proposed demolition sequence and care taken during demolition of the damaged and unsafe building Parts A, B and C1.

However, even if salvaged, it is unlikely this part of the building group has any significant heritage value and the salvage monetary value is unlikely to be significant. If salvage is considered, it is noted the repair work required will likely need Building Consent and trigger a detailed structural assessment. Whilst I have not completed structural calculations to date it is expected this remaining part D would be found to be earthquake prone as a result of the unreinforced masonry walls and obvious lack of lateral restraints, especially for loads acting across the building in a southwest-northeast direction. The costs of engineering design, documentation, consents and the subsequent strengthening work that will be required to meet current Building Act and Local Authority Earthquake Prone Building Policy requirements is likely to be similar to the costs of completely

rebuilding this area with new construction. Eventual demolition of this section may prove to be a more viable option.

## **2 EXTENT OF RECOMMENDED DEMOLITION WORKS**

The enclosed site plan (Appendix C) shows the general arrangement of the building parts referred to in section 1 above and the recommended extent of demolition works.

This is a general indication of the extent of buildings that in my opinion cannot be salvaged or easily repaired to a satisfactory structural level such that these areas are safe to occupy.

At this stage the scope of this report is based on the initial visual inspections and does not extend to providing detailed structural analysis or advice on detailed demolition procedures.

## **3 CURRENT SITE SAFETY**

Provided adequate hoardings remain in place at a safe distance from the building footprint, it is my opinion the site is not an immediate threat to public safety provided the following recommendations are followed:

1. Hoardings shall remain in place around the southwest, southeast and damaged Ferry Road frontages to prevent public access.
2. As discussed on site initially, Parts A, B and C1 are to be vacated and remain that way until demolition works are completed and the site is made safe again.
3. Placards shall remain in place to prevent general public access. Access to Parts A,B and C1 shall be restricted to approved personnel for the purpose of assessing damage and carrying out demolition or temporary shoring works as necessary.
4. Parts C2 and D could continue to be occupied in the immediate future but continued use will need to be reassessed once the full extent of demolition works has been determined and the appropriate detailed demolition procedures and management plans have been prepared and approved.

## **4. BUILDING ACT REQUIREMENTS**

With the building having a heritage classification, it is my understanding that both Resource Consent and Building Consent are required prior to completing any demolition work. I recommend the normal process of obtaining the necessary Consents is followed in consultation with the Christchurch City Council as required.

At this stage I recommend you do not complete any urgent demolition works under Section 41 of the Building Act. I don't believe such urgent work is necessary provided the relevant hoardings remain in place and the above recommendations regarding current site safety are followed.

I believe that two structural reports are required as part of the Consent processes where heritage listed buildings are being proposed for demolition or alteration. Therefore, at this stage I have not completed any additional assessments or work regarding detailed demolition procedures, site safety during demolition works, or other matters such as decommissioning existing services, traffic management plans etc.

If you require further advice with these aspects please do not hesitate to contact me.

If you have any questions regarding the above or require me to attend any meetings to keep the process moving forward please don't hesitate to contact me.

Yours faithfully

A handwritten signature in blue ink, appearing to read 'Nathan Barrett', with a stylized 'N' at the start and a double vertical line at the end.

**Nathan Barrett**  
BE(Hons) BBSc MIPENZ  
**Director**

Encl.  
Copy: Frews Contracting Limited-Hamish Frew - by email.

**APPENDIX A**  
**REFERENCE PLAN - GENERAL ARRANGEMENT OF BUILDING PARTS**

Note: Not To Scale – Indicative Only.





**APPENDIX B  
REFERENCED PHOTOS**



**PHOTO 1 – TWO STOREY PART A – NORTHEAST FACADE – EXTENSIVE  
PARAPET AND WALL DAMAGE.**



**PHOTO 2 – NORTH CORNER SEPARATION AND PARAPET DAMAGE.**



**PHOTO 3 – 2 STOREY PART A – SOUTHWEST PARAPET AND WALL DAMAGE.  
LOSS OF CORNER RESTRAINT TO NORTHWEST AND SOUTHEAST  
PARAPETS AND WALLS.**



**PHOTO 4 – 2 STOREY PART A – SOUTHWEST PARAPET AND WALL DAMAGE.  
ROOF DAMAGE TO PART C1.**



**PHOTO 5 – SINGLE STOREY PART B – EXTENSIVE FACADE DAMAGE TO PARAPETS AND WALL. LOSS OF ROOF SUPPORT.**



**PHOTO 6 – SINGLE STOREY PART B – EXTENSIVE DAMAGE TO PARAPETS AND WALLS  
LOSS OF ROOF SUPPORT AND TIES TO WALLS**

**APPENDIX C**

**SITE PLAN - EXTENT OF RECOMMENDED DEMOLITION WORKS**

Note: Not to scale – Indicative Only



## 9. PROPOSED PARTIAL DEMOLITION OF "OHINETAHI" GOVERNORS BAY

<b>General Manager responsible:</b>	General Manager Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	Liveable City Programme Manager
<b>Author:</b>	Fiona Wykes, Urban Design & Heritage

**PURPOSE OF REPORT**

1. The purpose of the report is to summarise the current position regarding the heritage residence "Ohinetahi" at 31 Teddington Road Governors Bay following the 4 September 2010 earthquake and outline options for Council's role in retention and repair of the building.

**DESCRIPTION OF BUILDING**

2. The residence 'Ohinetahi' consists of a central stone façade of approximately 12 m square and 9 metres high to the parapets. The facades are constructed of substantial sandstone stone walls with a brick internal veneer and rubble filling. These external facades are approximately 500 mm thick. There are 2 gables approximately 2 metres above parapet height on each of the east and west facades with a timber roof structure above. Two brick chimneys are part of this structure. Internal walls are of plastered brick. Lean-to timber framed verandas extend on around the stone section of the building.
3. The main residence was built over a period from 1860s-1880s and was influenced by the English Domestic, Gothic Revival and Indian bungalow styles. The house is a prominent feature associated with Governors Bay and now includes outhouses, garage, art gallery and enclosed swimming pool. A substantial formal garden has been added since 1977.

**HERITAGE VALUES**

4. The residence is included as a Category 1 property in the Register of the New Zealand Historic Places Trust (NZHPT) and in Schedule IV of the Banks Peninsula District Plan.
5. 'Ohinetahi' is a relatively substantial residence, with both the stone central block and the lightweight external verandas providing a unique architectural appearance. It was constructed for Mr T H Potts who was a prominent citizen and a Member of Parliament for Mount Herbert. The property has been home to prominent architects Sir Miles Warren and William Trengrove since 1977. The stone section of the building maintained a high degree of architectural integrity, including the interiors. The building has national heritage significance.
6. The property of 'Ohinetahi' is of archaeological significance because it has the potential to provide archaeological evidence pre-1900 relating to past building construction methods and materials, and human activity on the site. The site and buildings meet the definition of an archaeological site as defined in Section 2 of the Historic Place Act 1993. Under the *Canterbury Earthquake Response and Recovery Act 2010* a simplified and streamlined process has been set up to quickly consider work that affects archaeological sites to be undertaken.

**EARTHQUAKE DAMAGE**

7. Damage has been suffered predominately by the stone section of the house and its chimneys. The upper façade stone sections of the east and west gables and the chimneys have collapsed. The north stone façade has bowed outward approximately 100 mm and moved laterally but the movement has probably not affected structural integrity of the remaining structure. The south façade to the level of the first floor windows, are in reasonable order at present apart from the south-east quoin which has cracked and bowed 50 mm. The parapet has currently been stabilised by an existing roof ply diaphragm. The ground floor window openings on the north façade have cracked and one keystone has been lost. Damage has also occurred to the veranda structure, including that caused by the falling chimneys.

**ASSESSMENTS UNDERTAKEN**

8. 'Ohinetahi' has been assessed as 'unsafe' by Urban Search and Rescue.

9 Cont'd

9. A report dated 14 September 2010 was prepared by Holmes Consulting following a site visit on 9 September. C Lund and Son Ltd inspected the structure and carried out stabilising work on the stone section of the building as detailed in their report of the 15 September by their Civil Engineer. This work included removing loose stone and its storage on site with horizontal structural steel supports placed on the north and south facades, tied through the house below parapet level. The report included a demolition methodology for the stone cladding removal to parapet level and to the sill level at the gables.
10. A further report was provided by Ruamoko Ltd on 17 September confirming the structural state of the stone section of the house and providing further details regarding interior damage.
11. Both the Holmes and Ruamoko reports came to the same conclusions that the first floor masonry walls should be removed to at least the level of the lower sills of the upper windows.
12. It should be noted that the structural reports stated that limited seismic strengthening had been undertaken in 2000, which included the roof diaphragm and a horizontal tie at the ground floor ceiling level. The latter was ineffective as the first floor joists were not secured to the walls.
13. Structural options focussed on the very poor condition of the ground floor facades and in particular the use of rubble infill between the stone and brick veneers, with little or no possibility of connections between the veneers. The lime mortar is in a very poor state.
14. To re-construct to original external appearance for both floors would entail the demolition of all masonry fabric above ground floor, including all ground and first floor brick internal walls and the brick veneer to the external walls, removal of the rubble infill and the pouring of new concrete walls with the exterior stone facing. Reconstruction would require all interior walls to be reconstructed with lightweight partitions. Effectively this requires a complete rebuilding of the stone section of the house.
15. A Building Act Consent Exemption (BAE) has been issued for the stabilisation and removal of loose stone. A Resource Consent application is being submitted for partial demolition. A further Resource Consent would be required for any reconstruction or rebuilding.

**EFFECTS ON NEIGHBOURS & ADJACENT PUBLIC SPACES**

16. There are no effects or safety issues for either neighbours or on public spaces with the building in its current state due to the size of the grounds on which the building is situated.

**LEGAL CONSIDERATIONS**

17. The owner of this building seeks its demolition. Demolition of this building requires a resource consent.
18. Section 129 of the BA04 provides the Council to urgently demolish a building where the state of the building is such that "immediate danger to the safety of people is likely in terms of section 121". If a demolition took place under Section 129 no resource consent is required. Staff advice is that is not an option here given the length of time since the earthquake.
19. Section 121 of the Building Act 2004 (BA04), as amended by the Canterbury Earthquake (Building Act) Order 2010, provides that a building is a dangerous building if, in the ordinary course of events it is likely to cause injury to people or damage to other property.
20. In relation to buildings that have had a red or yellow placard put on them under powers in the Civil Defence Emergency Management Act 2002, those notices are now deemed to be BA04 notices under section 124(1)(b) [red] and section 124(1)(d) [yellow].
21. They may, however, need an archaeological authority from the Historic Places Trust (a fast track process may be possible through the Canterbury Earthquake (Historic Places Act) Order 2010).

9 Cont'd

22. As this building is listed in the City Plan a resource consent for demolition is required. For this building notification of the application will be a matter to be considered.
23. The Canterbury Earthquake (Local Government Act 2002) Order 2010 states that the Council is exempt from certain decision making requirements in the Local Government Act 2002, to the extent that a decision is directly or indirectly necessary or desirable to further one or more of the purposes of the Canterbury Earthquake Response and Recovery Act 2010. This exemption includes the requirement if section 78 Local Government Act 2002 to consider the views and preferences of persons likely to be affected by, or to have an interest in, the decision.
24. One of the purposes of the Canterbury Earthquake Response and Recovery Act 2010 is to facilitate the response to the Canterbury earthquake. Another is to enable the relaxation or suspension of provisions in enactments that:
  - (a) "may divert resources away from the effort to:
    - (i) efficiently response to the damage caused by the Canterbury earthquake;
    - (ii) minimise further damage; or
  - (b) may not be reasonably capable of being complied with, or complied with fully, owing to the circumstances resulting from the Canterbury earthquake"
25. The decisions requested here are necessary to assist with the response to the Canterbury earthquake. The Local Government Act 2002 requirements cannot be fully complied with due to the circumstances resulting from the Canterbury earthquake.
26. It is the view of the Legal Services Unit that the decisions sought in this report fall within the purposes of the Canterbury Earthquake Response and Recovery Act 2010. The Council is therefore entitled to reply on the exemptions allowed by the Canterbury Earthquake (Local Government Act 2002) Order 2010.

**OPTIONS**

27. Options for Council include the following:
  - a. Working with the building owner towards partial demolition, strengthening, and a replacement first floor structure. This option could include grant funding for repairs, restoration and strengthening where these would contribute to the retention of heritage values.
  - b. Considering Council purchase of the building in order to retain it, although the Council may consider other options following purchase for future ownership or management
  - c. Council does not part or fully fund retention
28. *Working with the owner towards partial demolition and reconstruction:*

The Ruamoko report noted that repair, rebuilding and strengthening of the damaged facades is possible. The owner may require assistance in determining required works, the best methodology for undertaking work and potentially grant funding to bridge the gap between insurance coverage and overall retention costs. At this time there is not sufficient information to determine the appropriate level of Council funding. A resource consent for partial demolition would need to be progressed as part of this option.
29. *Considering Council purchase of the building in order to retain it:*

It is unlikely that the owner would be prepared to sell the property. This option would however ensure the Council had control over the future of the building in terms of repair and strengthening works. The latest rateable value for the property including improvements is \$2,825,000. The purchase cost would be over and above works carried out to retain the building. The Council could consider options for future ownership and management following purchase.
30. *Council does not part or fully fund retention*

Insurance may not be sufficient to cover the costs of reconstruction to an agreed methodology.

9 Cont'd

**FINANCIAL IMPLICATIONS**

31. Full reconstruction, strengthening and repair – no indicative costs are available at this time, however it is understood that insurance will not be sufficient to cover these costs.
32. Purchase – as noted above the rateable value of the property is \$2,825,000. Costs for repair and strengthening would then need to be added onto the cost of purchase.
33. Any decision to part or fully fund retention of the building will be subject to further investigation as to the availability of funds and subsequent Council approval.

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Offers to work with the owner of 'Ohinetahi', 31 Teddington Road, Govenors Bay to retain the building, either in whole or in part, and to provide grant funding to assist in bridging any gap between insurance cover and final costs for repairs, restoration and strengthening where these would contribute to the retention of heritage values as agreed with the Council.



Appendix 1: Statement of Significance

## HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE OHINETAHI – GOVERNORS BAY



**PHOTOGRAPH: OHINETAHI**

From: <http://www.flickr.com/photos/brewbooks/311711589>. Photographed by J Brew 6/11/2005. (Historic Places Trust website)

Ohinetahi, Governors Bay is listed as a Protected Building in the Banks Peninsula District Plan, and is registered as a Category I Historic Place by the New Zealand Historic Places Trust.

### **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.*

Ohinetahi has historical and social significance as an early colonial Canterbury home that has been associated with several well-known Canterbury owners. The early history of the timber part of the house has not been clearly established. When William Sefton Moorhouse, later superintendent of the province, took over the land in 1855 he either added to an existing house built by one of the previous owners, either A A Dobbs or William Thomson, or built a new timber house. The next owner Thomas Henry Potts, a notable botanist, ornithologist, anthropologist and writer, added the stone section to the building and probably added the verandas. Potts developed the garden and is known to have brought seeds with him from Britain. Since c1978 the property has been owned by John and Pauline Trengrove and Sir Miles Warren. John Trengrove and Warren are well-known New Zealand architects who have developed both the house and the garden.

### **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*

Ohinetahi is of cultural significance as it reflects early colonial ways of life, and because it has a long history of continued use as a private dwelling from the 1850s to 2010.

### **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.*

Ohinetahi has architectural and aesthetic significance as one of the few large stone houses built in colonial Canterbury. The timber portion of the house was built in the early 1850s with the stone addition being constructed in 1865-67. The stone portion of the house is unusual for its date in Canterbury domestic architecture in that it has classical features, rather than the more common gothic revival elements. The distinct components of the house are tied together by a veranda which gives the house a colonial Australian flavour, an unusual style in New Zealand. The single storey timber section has a hipped roof which continues into the veranda whilst the stone three storeyed section has a gabled roof with dormers in each of the gables. Modifications have been made to the building, notably by owners Sir Miles Warren and John Trengrove. Alterations have included the installation of a new kitchen, the reconfiguration of the first floor bedrooms and the installation of a bathroom on the second floor that protrudes through the southwest roof.

### **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.*

Ohinetahi has technological and craftsmanship significance due to its early colonial construction and unusual combination of materials and styles. The weatherboards on the exterior of the side wings are pit sawn in line with their early 1850s date. The stone section is built of locally quarried sandstone.

### **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.*

Ohinetahi has contextual significance due to the siting of the house in the broader landscape and the relationship between the house and its extensive garden. The original garden was planted by Thomas Henry Potts who got advice on plants from experts at Kew Gardens before coming to New Zealand. Some of the trees Potts planted remain. The garden has been extensively redesigned by the current owners to create an architectural garden with a range of distinct spaces. Additions have been made to the grounds including a cottage and an art gallery.

### **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.*

Ohinetahi has archaeological significance because it has the potential to provide archaeological evidence relating to past building construction methods and materials, and to human activity on the site, including that which occurred prior to 1900.

**References:** CCC Heritage Files

**Assessment Completed:** 29.09.2010

Appendix 2: Location Map



Appendix 3: Photographs



## 10. DRAFT CANTERBURY EARTHQUAKE HERITAGE BUILDING FUND POLICY

<b>General Manager responsible:</b>	Jenny Ridgen Acting General Manager Strategy and Planning, DDI 941-8281
<b>Officer responsible:</b>	
<b>Author:</b>	Carolyn Ingles, Programme Manager Liveable City

### PURPOSE OF REPORT

1. The purpose of this report is inform Council of the draft policy which has been developed to support the Canterbury Earthquake Heritage Building Fund and to seek Council's approval of the draft policy.

### EXECUTIVE SUMMARY

2. The purpose of the fund is to provide assistance to owners of heritage buildings to repair and strengthen damage caused by the Canterbury earthquake on 4 September 2010 and associated aftershocks. "Heritage buildings" are defined as:
  - Historic buildings listed in a District Plan or in NZHPT's Register of historic places, wahi tapu or wahi tapu areas;
  - Buildings and groups of buildings that make a significant contribution to the historic identity and visual character of communities; and
  - Marae buildings and other buildings of significance to Maori.
3. Central Government will contribute up to \$10 million to match local funding to assist with the repair, restoration and strengthening of heritage buildings damaged during the Canterbury earthquake. The Minister for Arts, Culture and Heritage has indicated that the Fund is for the whole of Canterbury, not just the three districts where a State of Emergency was declared, but that decisions on the allocation of funding are to be made locally. There may be reporting requirements to the Canterbury Earthquake Commission and the Ministry for Culture and Heritage. Donations to the fund have already been received from local, national and international sources including \$1 million from Fletchers and \$250,000 from the New Zealand Historic Places Trust (NZHPT).
4. A policy is being developed in association with the Ministry for Culture and Heritage to guide the fund, to be endorsed by Selwyn, Waimakariri and Christchurch City Councils. Broadly the draft policy (see attachment 1) provides for funding to be:
  - available for heritage buildings located within Canterbury—that is, not just for buildings within Waimakariri District, Selwyn District, and Christchurch City;
  - prioritised to places of greatest heritage significance;
  - targeted to bridge the shortfall between insurance cover and owner contributions, and the costs of repairs, strengthening and other associated works;
  - accompanied by covenants or other appropriate legal instruments to secure the long-term future of heritage buildings;
  - decided by a regional committee comprised of 1 councillor from each of Waimakariri, Selwyn and Christchurch City, a NZHPT representative, and three independent members; and
  - allocated on the same criteria, regardless of the source.

### FINANCIAL IMPLICATIONS

5. The remaining funds in the 2010/11 Heritage Incentive Grants (HIG) scheme – approximately \$400,000 - are available to input into the fund; adding these funds would attract the match funding from Central Government.
6. The costs of administering the Fund will be met by participating territorial authorities. Discussions are in progress with the Selwyn and Waimakariri District Councils and NZHPT regarding the administrative support. For Christchurch City Council, internal resources are available to administer the existing HIG scheme, although the demand is likely to be greater and require additional input to meet post-earthquake requirements.

4. 10. 2010

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

5. Yes, however administration costs may be beyond what the Heritage Incentive Grant Funding and associated administration costs provide for.

**LEGAL CONSIDERATIONS**

6. There may be legal considerations regarding the governance arrangements. These are still under discussion.

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

7. Yes, see above.

**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

8. Yes, Heritage Protection is an activity within the current 2009-19 LTCCP.

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

9. see above.

**ALIGNMENT WITH STRATEGIES**

10. Yes, in relation to Heritage Protection.

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

11. See above.

**CONSULTATION FULFILMENT**

12. Community consultation is not required. Discussions on the fund have begun and are continuing with the Ministry of Culture and Heritage, NZHPT, Selwyn District Council and Waimakariri District Council. Consultation will occur before the policy is finalised with Ngāi Tahu and with other territorial authorities in Canterbury.

**STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Endorse the draft policy for submission to and approval of the Minister of Arts, Culture and Heritage; and
- (b) Note that staff will report to the Council in the new term on the final policy, guidelines and fund management.

# Draft Canterbury Earthquake Heritage Building Fund Policy

## 1. Purpose of the Fund

1.1 The purpose of the Fund is to provide assistance to owners of heritage buildings to repair damage caused by the Canterbury earthquake of 4 September 2010 and associated aftershocks.

1.2 Funding will be available for heritage buildings, being:

- Historic buildings listed in a District Plan or in NZHPT's Register of historic places, wahi tapu or wahi tapu areas;
- Buildings and groups of buildings that make a significant contribution to the historic identity and visual character of communities; and
- Marae buildings and other buildings of significance to Maori.

## 2. Principles

2.1 Funding will be available for heritage buildings located within Canterbury.

2.2 The Fund will be used to achieve maximum public benefit, with priority given to places of the greatest heritage value.

2.3 Funding will be targeted at the gap between insurance cover, and the actual cost of repairs and associated works including conservation works, structural upgrading and Building Code compliance works.

2.4 Funding is intended to secure the long-term future of heritage buildings. Covenants over the property or other appropriate legal instruments will be considered as a condition of funding in all cases.

2.5 Funding decisions will be made by a regional committee in accordance with this Policy and associated operational guidelines.

2.6 All funding, regardless of its source, will be allocated on the same criteria.

## 3. Funds Available for Distribution

3.1 The funds available to distribute will consist of contributions from territorial authorities and the New Zealand Historic Places Trust (NZHPT), donations, matching funds from the government of up to \$10 million, and all interest accruing to the Fund.

#### **4. Administration of the Fund**

- 4.1 A management structure will be established to allocate funding. This committee will include 1 councillor from each of the three most affected districts (Christchurch City, Selwyn District and Waimakariri District), a representative of the NZHPT, and three independent members with appropriate skills including heritage, financial and legal expertise. Expert advice on individual applications will be sought as required.
- 4.2 The cost of administering the Fund will be met by participating territorial authorities. Every effort will be made to keep administration costs to a minimum.

#### **5. Eligibility for Assistance**

- 5.1 Public sector agencies, including government departments, Crown entities, state-owned enterprises, regional councils, territorial authorities, local authority trading enterprises and the NZHPT, will not be eligible to apply to the Fund.
- 5.2 The following works will be eligible for assistance from the Fund:
- repairs of earthquake damage and any associated works such as stabilisation, conservation works, and upgrading to meet the requirements of the Building Act and Code and relevant provisions of territorial authorities' earthquake-prone, dangerous and insanitary buildings policies.
- 5.3 All works should be consistent with the conservation principles and practices of the ICOMOS (NZ) Charter and other relevant international ICOMOS charters, taking into account the heritage significance of the property.

#### **6. Assistance Available**

- 6.1 The Fund will make grants to assist with the cost of eligible works.
- 6.2 The Fund will not meet the full cost of repair, conservation and upgrading works. Funding will be targeted at the gap between insurance cover, and the actual cost of repairs and associated conservation, structural upgrading and Building Code compliance works, up to a maximum of 50% of the total cost of the works, depending on the significance of the building and/or the group of buildings of which it is a part.

#### **7. Winding-Up of the Fund**



- 7.1 The Fund will be wound up when all funds are distributed, or at a date to be agreed between the Minister, Christchurch City, Selwyn District, and Waimakariri District Councils, and the NZHPT.