

HERITAGE AND ARTS COMMITTEE 15 June 2012

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

PRESENT:	Councillor Broughton (Chair) Councillors Corbett and Johanson

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PART A - MATTERS REQUIRING A COUNCIL DECISION

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

Councillors Buck and Livingstone

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

PURPOSE OF REPORT

APOLOGIES:

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

EXECUTIVE SUMMARY

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

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

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

SCOPE OF WORK

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

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

HERITAGE INCENTIVE GRANTS POLICY

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

Proposed heritage grant (40 per cent of works and 100 per cent	\$884,750
of non-notified resource consent fees))	

FINANCIAL IMPLICATIONS

12.

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

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

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

LEGAL CONSIDERATIONS

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

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

15. Yes. Covenants in most circumstances are a more comprehensive form of protection of the buildings because they are registered against the property title, ensuring that the Council's investment is protected. Given the nature of the work, it is recommended that a Full Conservation Covenant be required as a minimum for the uplifting of this grant.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

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

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

19. Yes.

ALIGNMENT WITH STRATEGIES

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

Greater Christchurch Urban Development Strategy (UDS)

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

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Christchurch City Plan

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

Central City Revitalisation Strategy

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

New Zealand Urban Design Protocol

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

Heritage Conservation Policy

The Heritage Incentive Grants are provided for under section 8 of the Heritage Conservation Policy. As noted above under the LTCCP heading, the Heritage Conservation Policy aligns with the Community Outcome "An attractive and well-designed City" through the indicator "Number of heritage buildings, sites and objects".

The Heritage Grants Policy is aligned with the ICOMOS New Zealand Charter 1993 for the Conservation of Places of Cultural Heritage Value, which the Council has adopted. The concept of places incorporates landscape, buildings, archaeological sites, sacred places, gardens and other objects. ICOMOS considers that countries have a "general responsibility towards humanity" to safeguard their heritage for present and future generations.

Do the recommendations align with the Council's strategies?

21. Yes.

CONSULTATION FULFILMENT

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

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STAFF RECOMMENDATION

That the Council approve:

- (a) A Heritage Incentive Grant of up to **\$884,750** for conservation and maintenance work for the protected heritage building at 14 Wise Street, subject to certification of compliance with the above scope of work.
- (b) That payment of this grant being subject to the applicant entering a Full Conservation Covenant with the signed covenant having the Council seal affixed prior to registration against the property title.

COMMITTEE RECOMMENDATION

That the Council approve:

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

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

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

The meeting reconvened at 3.30 pm.

PART B – REPORTS FOR INFORMATION

2. DEPUTATIONS BY APPOINTMENT

Nil.

3. ARTS UPDATE

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

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PART C – DELEGATED DECISIONS TAKEN BY THE COMMITTEE

4. APOLOGIES

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

5. HERITAGE GRANT APPROVAL – 3 COLERIDGE TERRACE, LYTTELTON

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

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

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

The meeting concluded at 4.00 pm.

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

CONFIRMED THIS 28TH DAY OF JUNE 2012

MAYOR BOB PARKER

Heritage and Arts Committee Meeting

Update on Central City Plan Arts Projects

15 June 2012

Arts projects identified in the Central City Plan are currently sitting with the CCDU (Central Christchurch Development Unit) within CERA for the development of the Blueprint.

CCC, Creative New Zealand and The Ministry of Culture and Heritage and arts industry stakeholders have been engaged in preliminary consultation initiated by CCDU staff Huia Lambie Senior Adviser – Sports, Arts, Culture/Philanthropy and Steve Bramley - Funding Adviser.

A workshop was led by Wellington based museum consultant Ken Gorbey with participants directed to come up with an inspirational and innovative vision for the arts in the city. Essentially all arts projects in the draft Central City Plan were on the table for discussion with Transitional projects like Arts Circus and BOXed quarter (Artbox and Beatbox) being seen as bridging the gap between major infrastructure rebuilds. The Victoria Square / Town Hall area is identified by stakeholders as an ideal location for a performance and music precinct.

There have been no decisions as yet from CCDU on these projects, locations, or delivery mechanisms.

There is collaboration between CCC and CCDU on certain projects, particularly Arts Circus. CCC continues work on the availability of the Tuam Street site and the costs of relocating and operating the Events Village infrastructure on Tuam Street. CCDU is exploring options for advice and support for the development for a more robust commercial model for the delivery of the Arts Circus programme.

Within the Central City Plan Team we are identifying ways to integrate artists into the design and implementation phases of transitional / temporary projects and Capital rebuild projects. Current options being explored include providing innovative design solutions for temporary streetscape projects and interpretation and activation of the Avon river corridor. This is expanding the possibilities of the Public Art framework across Council units, and will provide high profile opportunities for local artists.

Creative Industries Support and Grants Package, which includes funding provision for the Music Centre, Artbox, Public Art Network and an assistance package to support creative businesses and studios returning to the city - Awaiting the outcome on the Annual Plan planning continues around the possible delivery mechanisms of this package.

Sarah Amazinnia

Strategic Arts Adviser to the Central City Plan

Central City Plan Team

HERITAGE ASSESSMENT – STATEMENT OF SIGNIFICANCE HERITAGE STATEMENT – FORMER WOOD BROTHERS FLOUR MILL INCLUDING CHIMNEY AND BRICK SILO - 14 WISE STREET





PHOTOGRAPHS: 14 WISE STREET

The *Wood Brothers Flour Mill* is listed as a Group 2 protected heritage place in the Christchurch City Plan, and is registered by the New Zealand Historic Places Trust as a Category II historic place.

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.

Wood's Mill has historical and social significance as one of the largest mills in the South Island. The Mill was established by William Derisley Wood who founded his milling firm in 1856. The firm was to span 114 years of milling history in the region. The Wood Brothers established two mills in the city before expanding further, in 1890, to build a roller mill powered by steam and serviced by rail, in Addington. Demand for the finer roller milled flour had quickly replaced that for the coarser millstone flour. The six bay mill was designed by leading industrial architect J C Maddison. By 1936 the Addington Mill had the largest output in the South Island, 33 sacks of flour per hour. The mill continued to be owned and operated by the Wood family until 1970, at which date the complex was closed and sold. Since that date

the mill complex has been used for a variety of functions including residential. As well as the mill building there were several associated buildings and structures including the brick silo and chimney, both of which are included in the listing. The chimney was associated with the original steam power of the mill and dates from 1890. Woods Mill, lit by electricity and powered by steam, was considered to be the most modern mill in New Zealand upon its completion. By the early 20th century Wood's Brothers flour and related products had received national and international acclaim.

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

Wood's Mill has cultural significance due to its association with one of the city's early important industries associated with the success of Canterbury as the chief wheat growing province in the colony. The production of flour remained an important industry within the city throughout the 20th century. The scale of these buildings reflects the importance of wheat to the economy of Canterbury and remain as a symbol of the scale of industrial production in Canterbury during the 19th century.

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.

Woods Mill has architectural and aesthetic significance as an architecturally designed 19th century industrial complex. The mill complex was designed by J C Maddison a noted commercial and industrial architect. Maddison was born and trained in England before emigrating to Canterbury in 1872 to set up practice as an architect and building surveyor. During the 1880s he became a leader in the field of industrial design, specialising in the new field of designing freezing works. At Wood's Mill Maddison designed an Industrial Utilitarian building with Classical detailing, modelled on late eighteenth century English mill buildings.

The four storey brick building has a gabled roof with polychromatic arched window openings. The original building consisted of six bays, with the two additional bays being added, by Maddison, in 1896. The flour and grain store and the brick chimney were part of the original design, the chimney cap having been removed at some stage. Later additions to the mill building were executed by the Luttrell Brothers, leading commercial architects in the city in the early 20th century. The large brick silo building was completed in 1913, in an American style with which the Luttrell Brothers would have been familiar. The large brick addition to the rear of the mill building was completed in 1924. The Luttrell Brothers addition was in keeping with Maddison's design although simpler in its detailing. In 1960 the corrugated iron addition was added to the roof of the main building to house machinery which increased the milling capacity of the mill.

Although the complex has not been used for milling purposes since 1970 the buildings have retained their original appearance and remain a unique 19th century industrial architectural landmark within the city.

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.

Wood's Mill has technological and craftsmanship significance due to its 19th century construction for industrial purposes. The construction of the mill was specially strengthened to withstand the weight and vibrations of the machinery it was built to house. The exterior walls are triple brick and the central columns of the interior are Australian ironwood each hand adzed from a single tree. Other internal features include 12 inch square oregon beams and

kauri flooring. The machinery, and steam and electric powering of the mill, were advanced for its day.

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.

Woods Mill has contextual significance as one of the major industrial plants in the working class/industrial suburb of Addington. The setting consists of a rectangular block fronting Wise Street. The complex of listed buildings includes the former flour mill, with rear addition, the chimney stack, the former flour and grain store and the wheat silo. The area in front of the flour mill once consisted of a bowling green, today that area is a carpark. Along with the Addington Railway workshops, the mill was one of the major employers in the area. The Wood Brothers flour mill complex has considerable landmark significance in the area due to the size, design and scale of the brick structures.

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 Woods Mill complex 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, possibly including that which occurred prior to 1900.

ASSESSMENT STATEMENT

The former Woods Mill and setting are of regional significance. The former Woods Mill has been assessed as making an important contribution to the identity, sense of place and history of the Canterbury region and is primarily of importance to the Canterbury region for its heritage values.

Wood's Mill has historical and social significance as one of the most productive and progressive flour mills in the South Island in the late 19th and 20th century. Wood Brothers Limited was established in 1856 by William Derisley Wood whose family association with the milling business continued for 114 years. The brick buildings have architectural and aesthetic significance as examples of 19th century industrial architecture. The milling complex was designed by renowned industrial architect J C Maddison with additions by well known commercial architects the Luttrell Brothers. The large brick buildings have landmark significance in the area due to their scale, monumental use of brick, and classical detailing.

References: Christchurch City Council Town Planning Division (1982) *The Architectural Heritage of Christchurch. 9.Woods Mill.* Christchurch, Christchurch City Council.

Assessment Completed: 04.10.2010

ATTACHMENT 2 TO CLAUSE 1 HERITAGE AND ARTS COMMITTEE 15. 6. 2012

