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Problems Involved in the Conservation of Historic Buildings in New Zealand

A thesis presented in partial
fulfilment of the requirements for the degree
of Master of Philosophy
in Regional Planning at
Massey University

Joanne P. Lewis
1984

"We smile at each other when we see it,
thinking how much nicer it is than what
would have replaced it, and how much nicer
we are than the people who wanted to knock
it down..."

- Lord Kenett Young
Preservation, 1972 (p.14)

Abstract

This empirical research derives, by way of case studies, the range of problems involved in the conservation of historic buildings in New Zealand. A dichotomy of problems is evident and consequently discussed - legislative/regulatory problems, and problems pertaining to held attitudes.

The first category looks at the problems of inadequate legislative provisions for historic building protection (in both the Historic Places Act 1980, and the Town and Country Planning Act 1977), the earthquake standards and design codes, and 'legislative omissions' (a phrase coined to cover aspects neglected in the current legislation). In the second category, conservation problems attributed to the attitudes of government, the public, local authorities, owners/developers, and the Historic Places Trust are discussed as they present a hindrance to the effective protection of historic buildings in New Zealand. Finally recommendations are tendered which, if actioned, would go a long way towards counteracting these problems, and consequently render historic buildings in New Zealand more likely to be conserved.

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Abbreviations

The following abbreviations have been used throughout the text:

HP Act '80 - Historic Places Act 1980

TCP Act '77 - Town and Country Planning Act 1977

The Trust/NZHPT/HPT - New Zealand Historic Places Trust

M.O.W.D. - Ministry of Works and Development

C.S. - Case Study (usually followed by a number referring to a specific Case Study)

D.P.S. - District Planning Scheme

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- Appendix 'B' Notation used throughout case studies to reference source material.
- Appendix 'C' Knox Church Manse Committee's proposal for conservation of Knox Manse, Dunedin.

Part One

Introduction

Introduction

Recent years have seen an increasing interest in the issue of historic building protection. The focus in research, theses and journal articles has been upon evaluating the legislation (Anonymous, 1980; Davidson, 1982; Dennis, 1979; Vennell, 1974), local authority involvement in preservation (Dennis, 1980; Hineman, 1972; Moss, 1981; Neave, 1981), and the expression of dissatisfaction with the state of current historic building protection (Blackley, 1982; Cochran, 1980; Tilly and McGill, 1980).

There does not exist a body of theory against which to assess such historic building protection efforts. There is, however, a recognised practice of historic building conservation in New Zealand. This involves both legislative provisions (see Figure 1), and a network of bodies active in advocating historic building conservation (see Figure 2).

Whereas the successful cases of historic building preservation are well documented (Lawn, 1976; Williamson, 1982; Pollard, 1980), there has been little intensive research into those which have not been successful. It is by looking in detail at a number of historic buildings which have been demolished amidst public controversy, that this thesis aims to determine the range of problems existing in New Zealand which preclude the application of preservation techniques so successfully employed overseas.

The conclusions reached and recommendations tendered would, if acted upon, render the New Zealand conservation system (of legislation, and attitudes and actions of those concerned bodies) more suitable for the successful adaptation of

FIGURE 1 LEGISLATIVE PROVISIONS FOR HISTORIC BUILDING PROTECTION IN NEW ZEALAND

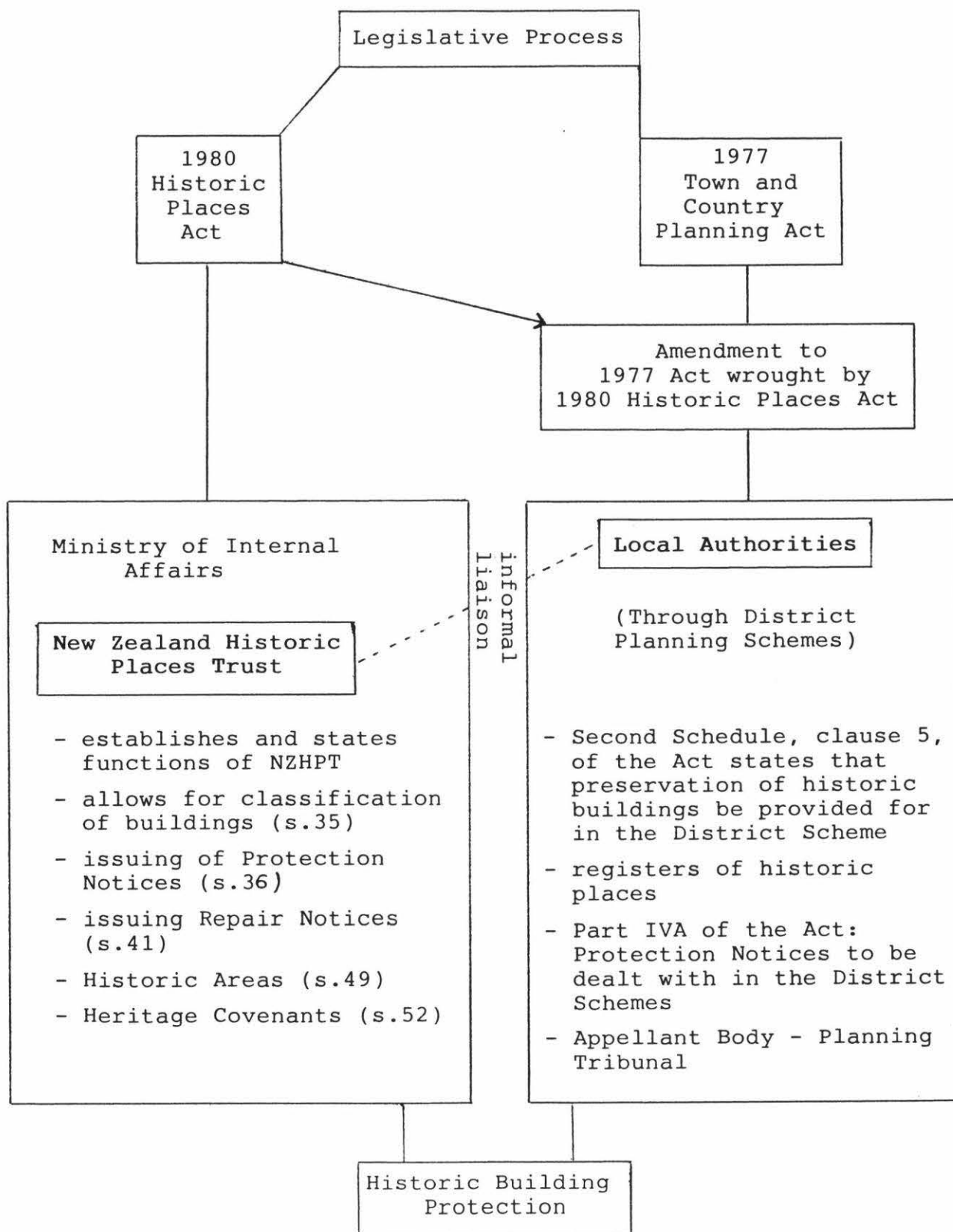
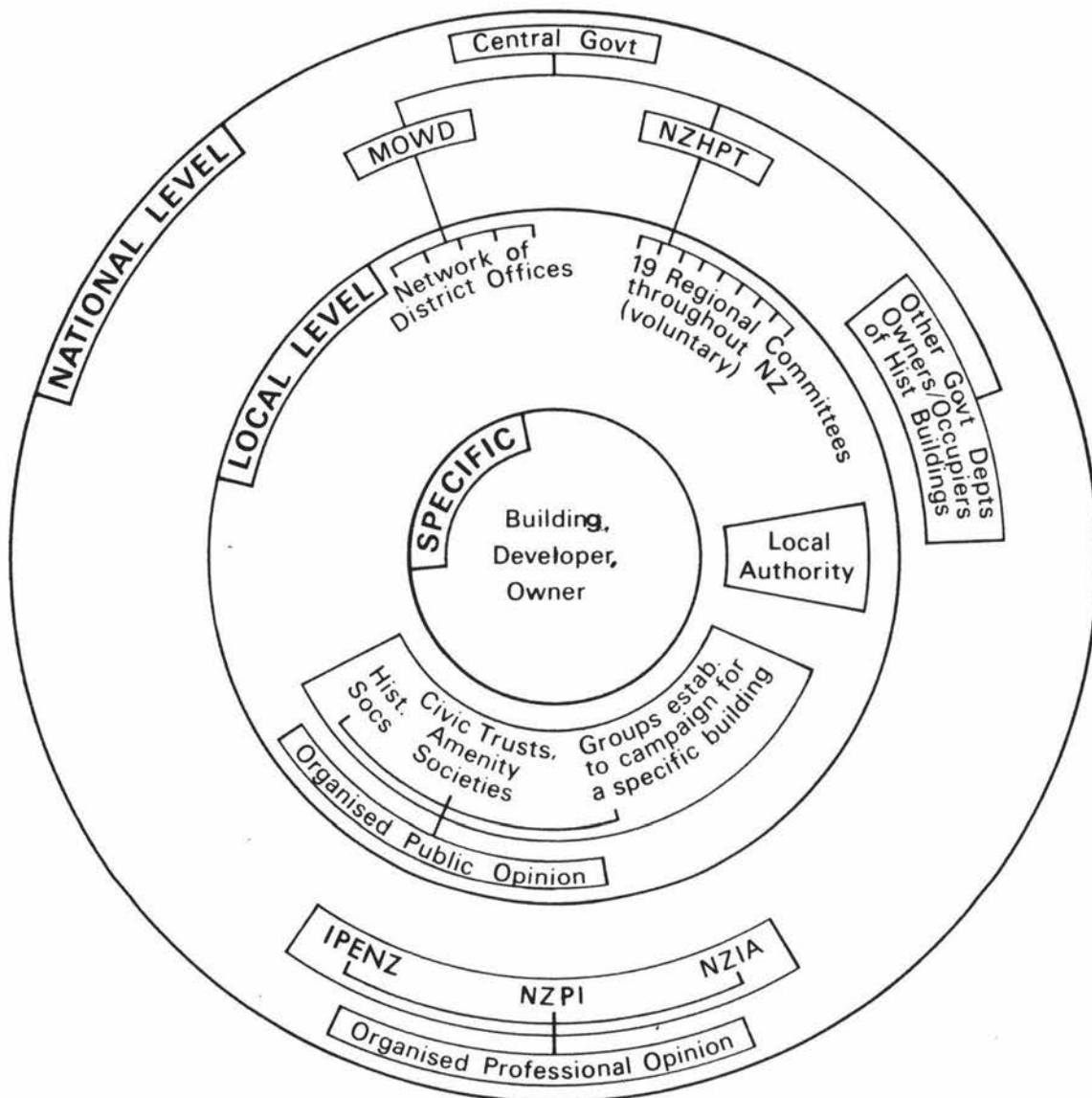


FIGURE 2 BODIES INVOLVED IN THE CONSERVATION/PRESERVATION OF HISTORIC BUILDINGS



There exists no formally stated process of communication between these groups (except those procedures laid down in the 1977 TCP Act concerning protection notices and district scheme provisions). Practice has established an informal network of advisory and information pathways in accordance with the peculiarities of each specific circumstance.

Note: IPENZ: Institute of Professional Engineers in New Zealand
 NZPI: New Zealand Planning Institute
 NZIA: New Zealand Institute of Architects

effective conservation techniques.

The seventeen case studies to follow, were chosen with the help of suggestions from the Regional Committees of the New Zealand Historic Places Trust (HPT) throughout the country. Information was collected from files held by those regional committees (and the headquarters of the HPT), as well as local newspaper files.

Each of the case buildings was either classified by the HPT at the time of demolition or was unclassified but, in the retrospective opinion of the HPT, would certainly have warranted classification (in these cases the buildings were demolished either before the Buildings Classification Committee of the HPT had been established, or before the Committee could inspect them). The HPT may classify historic buildings in one of either category 'A', 'B', 'C', or 'D' according to a particular set of criteria (see Appendix A).

The case studies represent a broad geographical cross-section of New Zealand (see Figure 3), and a diverse range of life spans (see Figure 4).

The main body of each case study looks at events leading up to the ultimate demolition of the building, and critically discusses the roles played and actions taken by those people, organisations, and local authorities involved in decision-making pertinent to that building's future. Appendix B explains the notation used throughout the case studies where references are made to reports, letters, and files used.

At the conclusion of each case study, the conservation problems demonstrated by the events leading to that building's demolition are stated.

A complete set of conservation problems (as specified in the conclusion of each case study) was then collated. It became obvious that two broad types of 'problem' were represented - firstly those of a legislative (or regulatory)

FIGURE 3 **LOCATION OF CASE STUDIES**

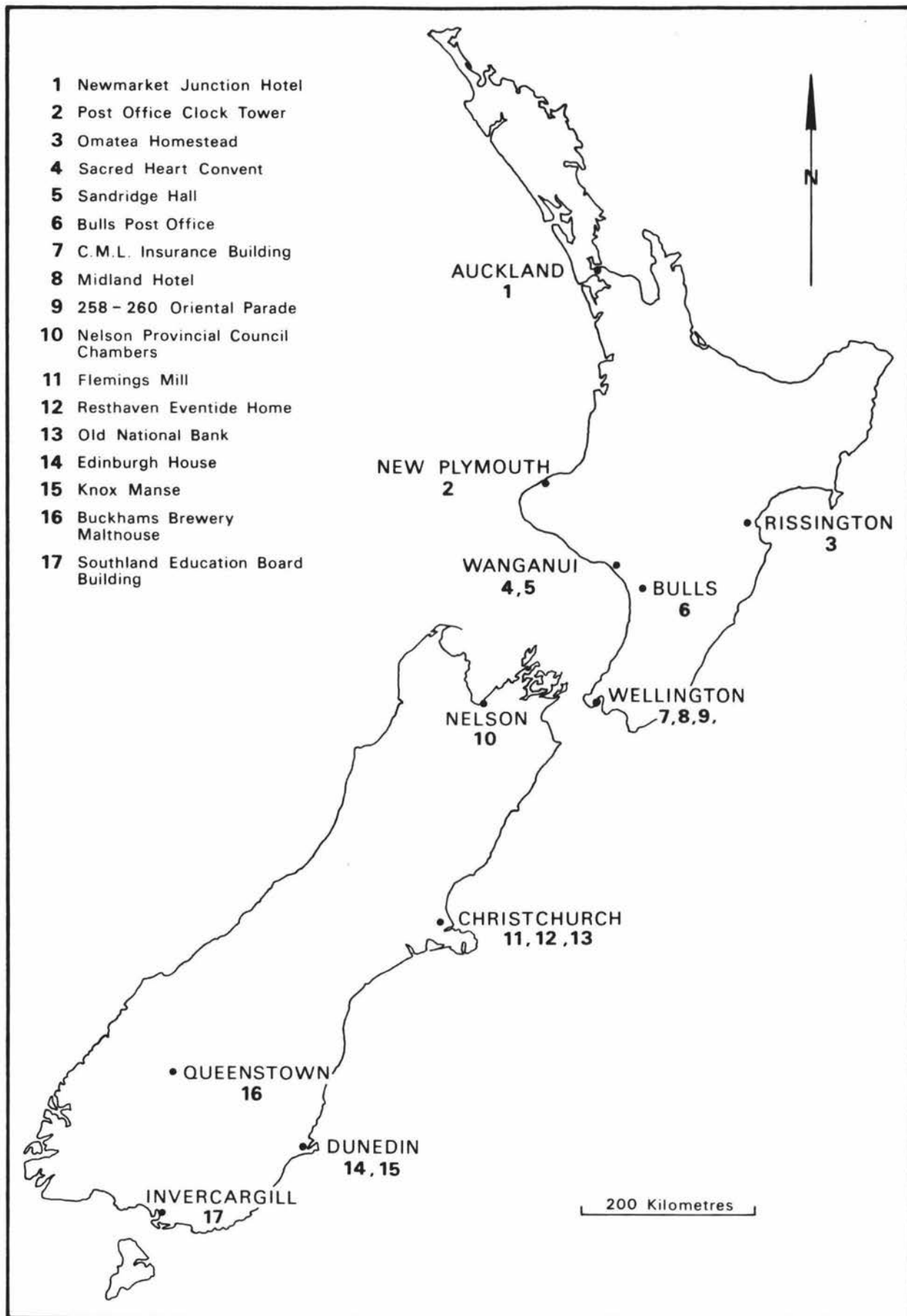
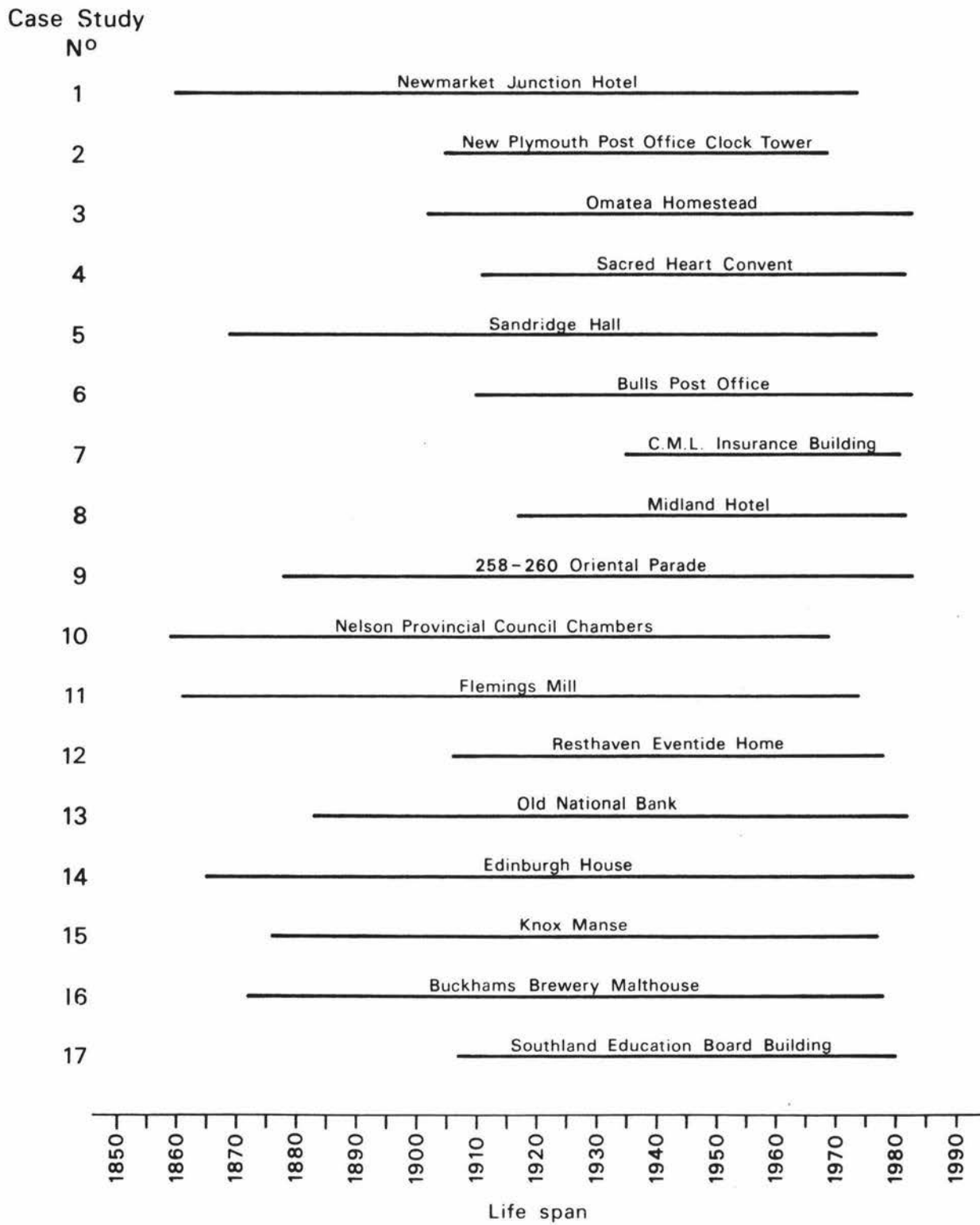


FIGURE 4 LIFE SPANS OF CASE STUDY BUILDINGS



nature, and secondly, problems derived from the attitudes held by the various participating bodies in the preservation process. Hence the problems revealed by the case studies were eventually categorised (see Figure 22) into subject groupings under those two main headings - Attitudinal, and Legislative Problems (see Figure 23).

Each type of conservation problem is then discussed (exclusively in the New Zealand context) and an attempt is made to determine its cause.

Finally the recommendations made, following the conclusions drawn, aim to suggest ways in which the revealed problems can be overcome and consequently historic building protection in New Zealand made more effective.

Part Two

Case Studies

Case Study 1

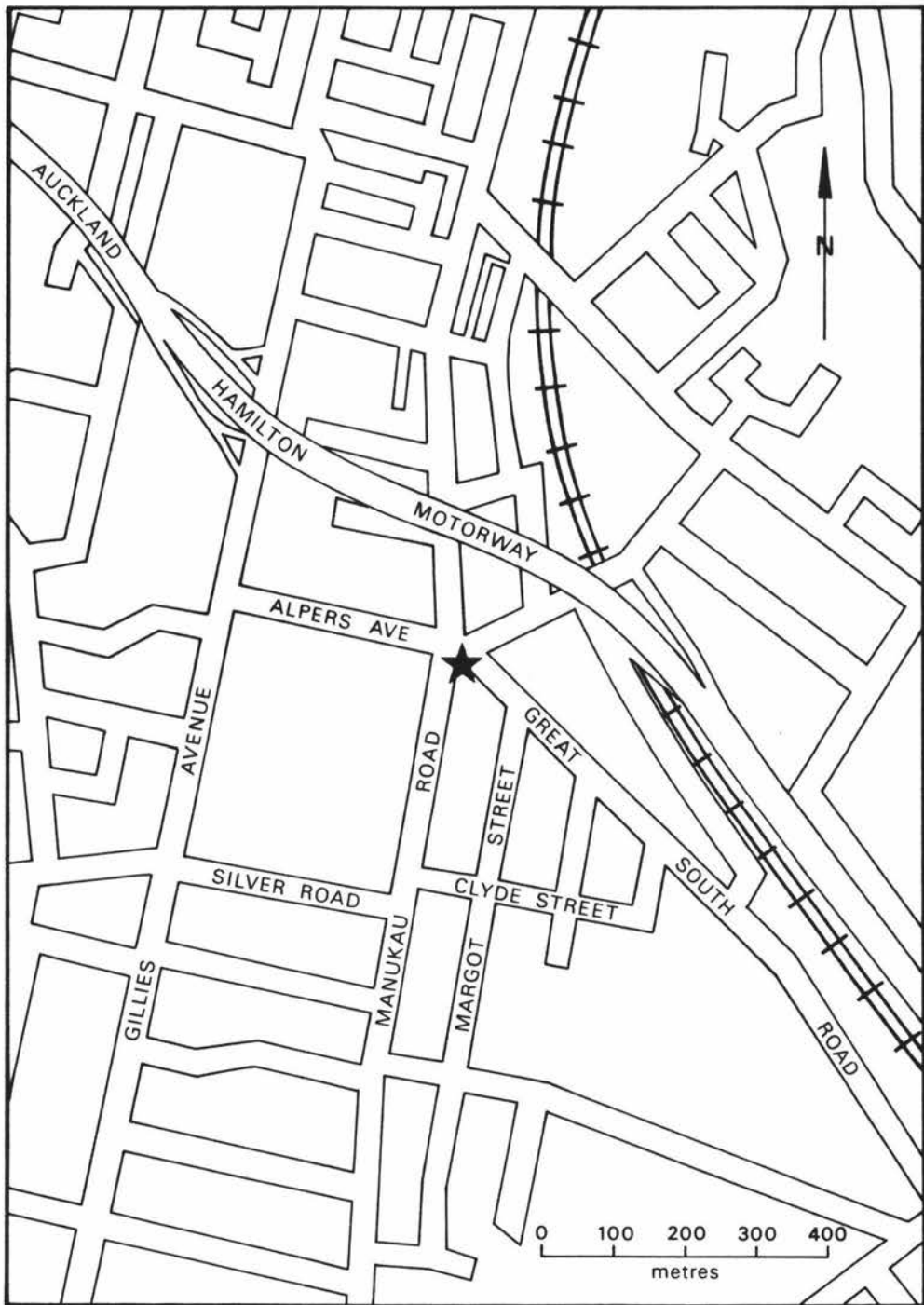
NEWMARKET JUNCTION HOTEL

**- corner of Manukau Rd and
Great South Rd, Auckland**

**1860-1974
(Architect Unknown)**

Site use today: office block

Newmarket Junction Hotel Auckland



Case Study No. 1 – Location Map

FIGURE 5

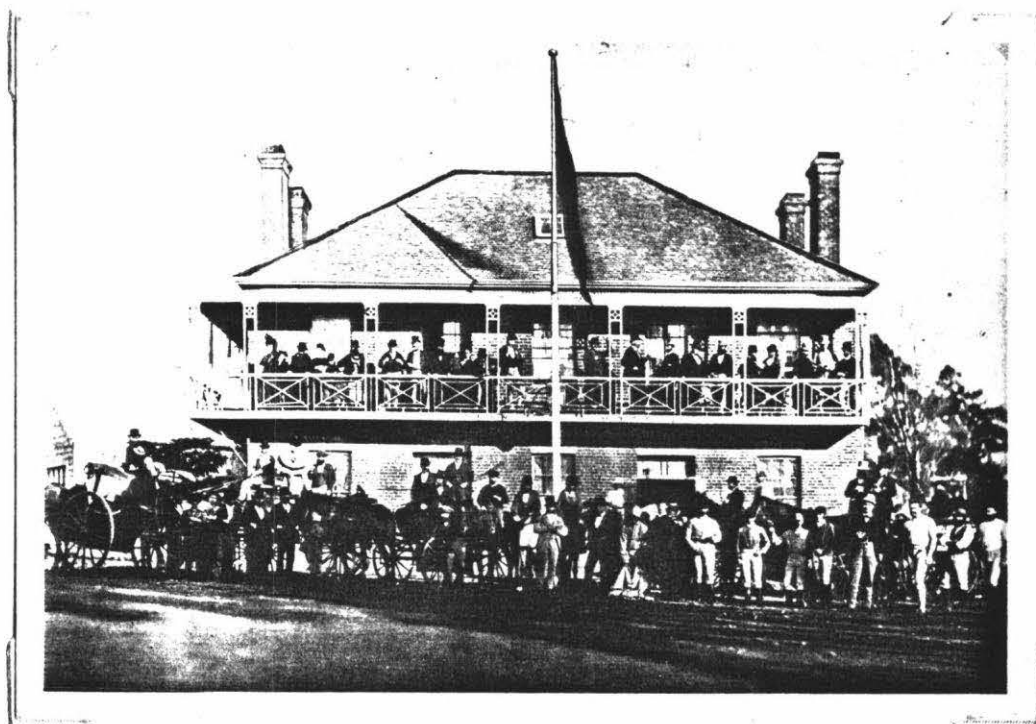


Plate 1 . The Newmarket Junction Hotel in 1875
(Source: The Auckland Public Library Photograph Collection)

Historic Places Trust Classification

Classified as 'C': a building of such historic significance or architectural quality that its preservation should be encouraged (the building was inspected in the year of its demolition, 1974).

Style

"Colonial commercial idiom; Georgian Architecture"
(Sunday Herald, 31.3.74).

Materials

External plastering over brick.

Alterations since built?

When converted to shops in 1908, shop-fronts were built out to the verandah line along the upper floor and a canopy was hung beyond that again.

Owner/Developer

Manukau Timber Company.

Listed in District Planning Scheme's Register of Historic Places?

No: a declined proposed change to have it included was taken

to appeal and lost (Planning Appeal: Landmark Society and others v One Tree Hill Borough Council, 1974).¹

Zoning of site at time of demolition

Industrial 'A' (One Tree Hill Borough Council, 1965).

Conservation alternative suggested

Restaurant.

¹ All references to Planning Tribunal, and Town Planning Appeal Board decisions will be made using this format: (Planning Appeal: Appellant v Respondent, year). Full details of the source of each decision is given in the 'References' section at the end of the text.

Historic/Architectural Significance

The Junction Hotel at Newmarket was erected in 1860 and occupied as an hotel until 1908 at which time it lost its licence. The Hotel had been a significant social centre and landmark as a staging post both during and after the Waikato Wars.

The Junction Hotel was double-storeyed with an attic floor above and a cellar below. It was probably the only remaining example of a rural inn of its period.

After the Hotel's licence was lost the ground floor was converted to shops, and during World War Two the building achieved some fame as housing New Zealand's first hamburger bar.

Events Leading up to Demolition

In 1951 the building known as the Junction Hotel together with adjoining land, came into the possession of the Manukau Timber Company. At that time the shops were occupied and the Timber Company allowed the tenancies to continue.

Twenty years later, in September 1971, the Auckland Regional Committee of the HPT requested One Tree Hill Borough Council to consider the registering of the old Junction Hotel as an historic building in the D.P.S. Council accordingly resolved to look at the matter in the pending Scheme Review.

On 27 July 1973 the Manukau Timber Company lodged a conditional use application with the Borough Council which proposed demolition of the building and redevelopment of its site (Auckland Regional Committee HPT, 27.7.73).

In order to keep faith with the undertaking given to the HPT regarding registration of the old Junction Hotel and to enable the application to be fully considered, Council advertised a proposed scheme change listing the building in its D.P.S. Register of Historic Places.

After hearing numerous objections and cross-objections, the Town Planning Committee concluded that the building was of historic interest and that the Council was justified therefore in listing it as such. The Committee was concerned, however, that there was no financial proposal before it enabling the building to be purchased from the owners, whilst on the other hand it had an application before it that would involve demolition of the building. The Committee considered, therefore, that it was faced with a situation where the owner had expressed his desire to deal with the building in a manner inconsistent with its preservation, in circumstances where the Council was unable to offer to purchase the structure from the owner. In these circumstances the Committee felt it must decline to list the building. This recommendation was accepted by the full Council which decided to defer a final decision on the matter, however, for a period of two weeks in order to enable any interested party to raise the necessary finance to preserve the Hotel.

No such financial proposal was forthcoming and on 23 April 1974 the Council confirmed its earlier decision declining to list the building.

The issue received considerable press coverage at the time (Auckland Star, 18.9.73, 27.2.74; New Zealand Herald, 26.9.73, 30.1.74, 24.4.74, 10.9.74; Sunday Herald, 31.3.74; Central Leader, 4.9.74, 16.10.74; City News, 25.9.74), although it had become apparent that apart from some formal organisations concerned with the preservation of the urban environment, there was little public interest in preserving the old Hotel. The General Manager of Manukau Timber Company claimed that his office had received neither

telephone calls, letters, nor deputations from persons interested in the future of the building (Mason, 1974).

Although no economic feasibility study on the possibility of conserving the building had been produced, quotes of restoration costs were put at \$50,000 (New Zealand Herald, 29.6.73) and later at \$73,000 (Auckland Star, 27.2.74).

A structural report claimed that the building did not meet with the earthquake resistance requirements (Nyall Coleman et al, 1974)

In June 1974 the Auckland Regional Committee of the HPT, the Auckland Civic Trust, the Landmark Society and Epsom Centre Committee notified their intention to appeal against the decision of One Tree Hill Borough Council not to list the Junction Hotel as an historic building.

The Town and Country Planning Appeal Board heard the case in late August 1974. In concluding its decision, the Board said that,

"In the circumstances before us the answer to the question whether the building should be registered depends upon whether registration is likely to achieve any good purpose towards preserving the building and whether such a course would be just to the owner....We hold that registration now is unlikely to achieve any good purpose and would cause injustice to the owner..." (Planning Appeal: Landmark Society et al v One Tree Hill Borough Council, 1974, p.A1536).

Consequently the appeal was lost and the old Junction Hotel at Newmarket was demolished in September 1974.

Discussion

The site of the Newmarket Junction Hotel is at the intersection

of Manukau and Great South Roads, Auckland. This is a strategic corner site within an inner city Industrial zone, and consequently has a "conservative market value of \$142,000" (Smythe, 1974, 18). It was this high land value which ultimately defeated preservation efforts.

One Tree Hill Borough Council was sympathetic to the wishes of those wanting to save the building. The Council felt that by deferring the final decision on whether or not to register the building, it was,

"...giving a lead and a challenge particularly to the HPT and the Auckland Historical Society to pursue further the matter of the ultimate fate of the building" (Auckland Regional Committee HPT, 30.4.74).

Further, the Manukau Timber Company was cooperative in every way short of relinquishing control of the site. The Company went as far as to offer to donate the building to any organisation prepared to transfer it to a new site, and to contribute \$1600 towards costs (Central Leader, 4.10.74).

No organisation however, could afford the funds necessary to compensate the owners for their financial loss if the One Tree Hill Borough Council insisted on registering the building against the owner's wishes.

It would be fair comment to say that the Auckland Regional Committee HPT was not active in exploring possible alternatives to demolition. Although adamant in its desire to have the building saved, the Trust did not act as a catalyst to instigate public support for its retention at all.

It appeared that the public also was quite apathetic about having the building retained as a worthwhile example of colonial architecture and an historic landmark (Corry, 1979).

One exception was a Mr T. White who proposed, at the Appeal

hearing, to convert the building into a restaurant.

In the light of poor public support (moral and financial) and the legislative neglect of compensation provisions, it must be acknowledged that,

"for this commercial company, restoration would have constituted a very expensive personal gift to the community on the part of its shareholders" (Smythe, 1974, 18).

<p>Conservation Problems Exemplified</p>
--

1. Lack of funds for purchasing/restoring historic buildings. (see Part 3-A1)¹
2. No provisions for compensation of owner. (see Part 3-A2)
3. Planning Tribunal's preference for upholding rights of the property owner against the 'public good'. (see Part 3-A2)
4. Lack of public support (or lack of organisations rallying public interest). (see Part 3-B2)
5. Auckland Regional Committee HPT not really active in attempting to save the building. (see Part 3-B5)

¹ These cross-references refer to the section of the Analysis (Part 3) which deals with this type of conservation problem.

Case Study 2

POST OFFICE CLOCK TOWER

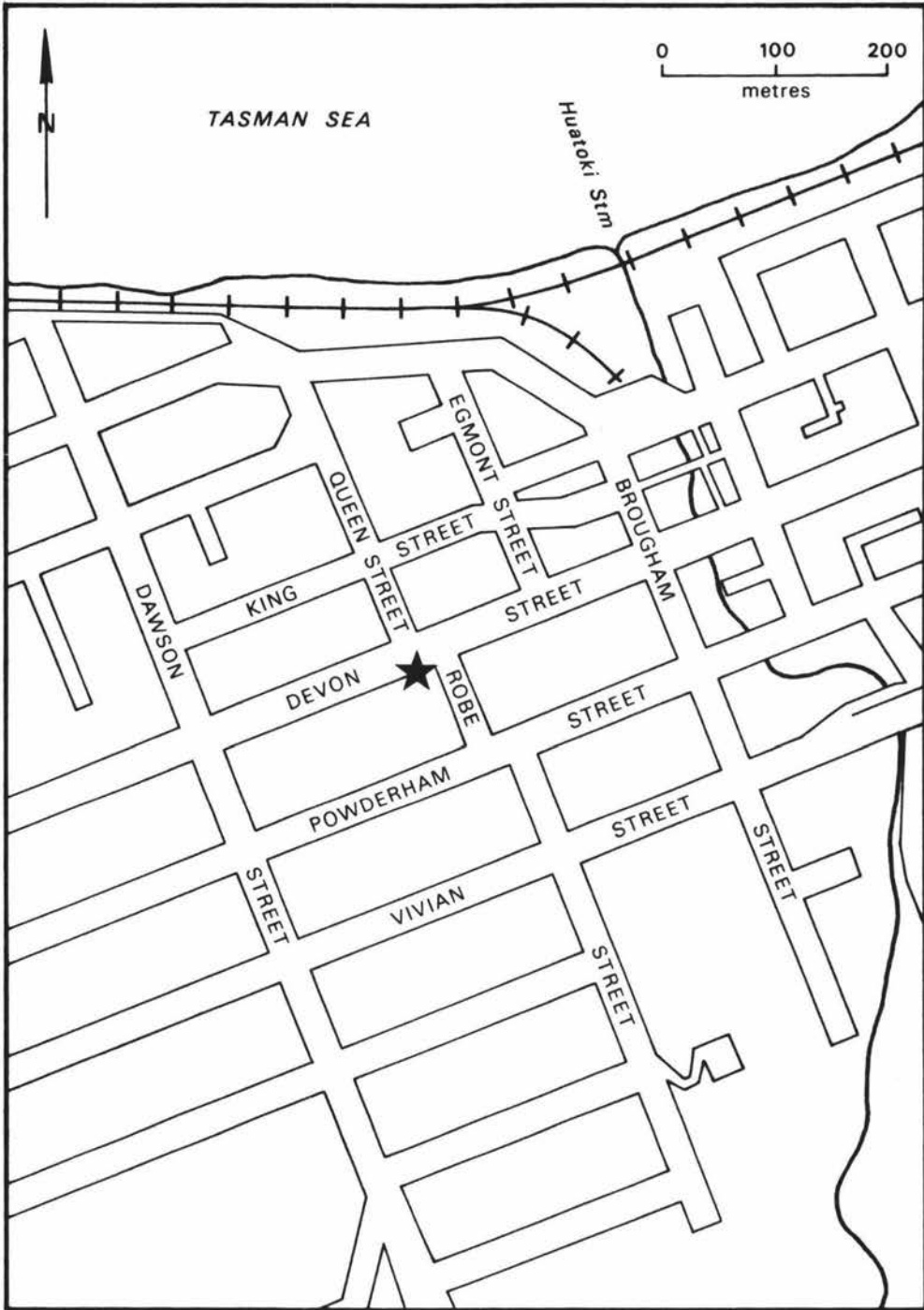
- corner of Robe St and Devon St,
New Plymouth

1905-1969

J.T. Campbell (Architect)

Site use today: street

Post Office Clock Tower New Plymouth



Case Study No. 2 – Location Map

FIGURE 6

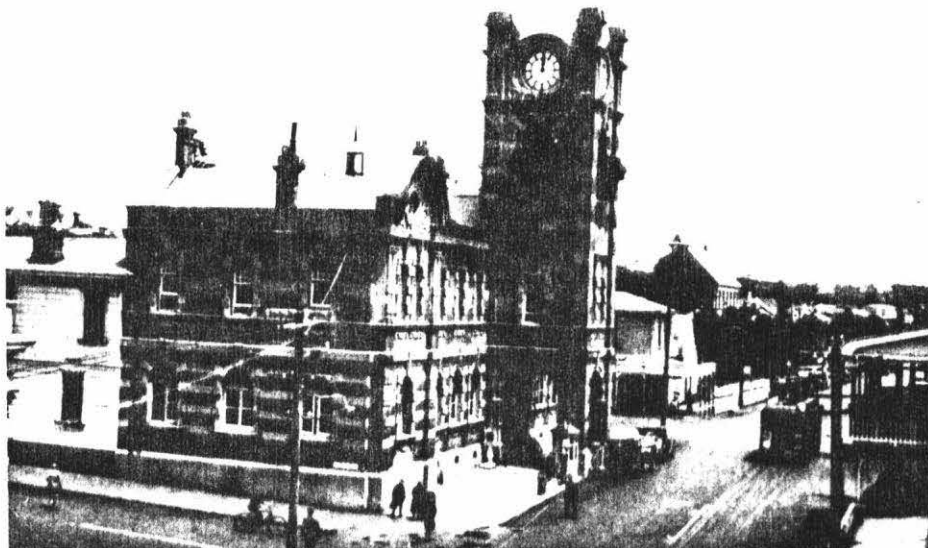


Plate 2 The New Plymouth Post Office and Tower.

(Source: The Industrious Heart. A History of New Plymouth.,
J.S. Tullett, 1981)

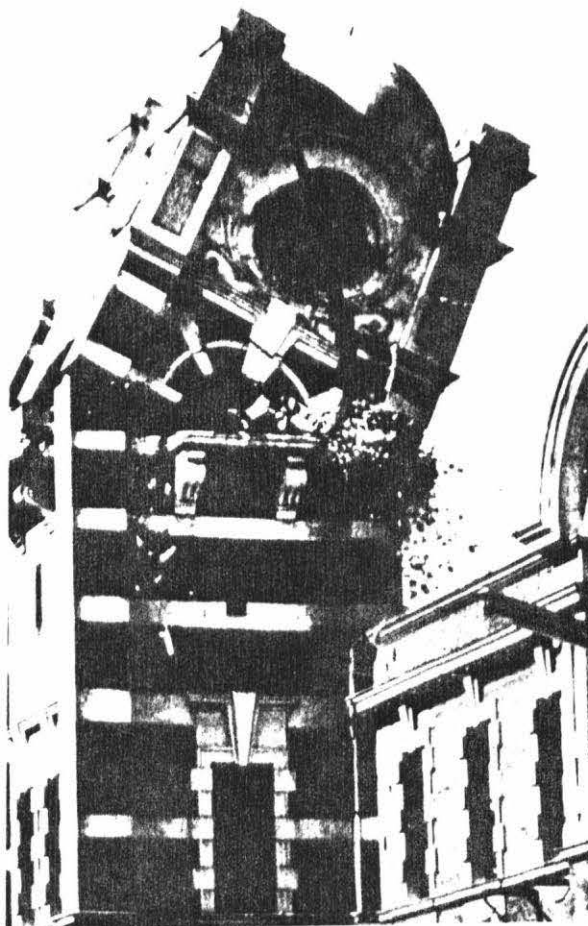


Plate 3 ...caught in motion - the Clock
Tower's demolition. (Source: The Industrious
Heart. A History of New Plymouth.,
J.S. Tullett, 1981.)

Historic Places Trust Classification

The structure was uninspected and unclassified at the time of demolition - in retrospect the Trust considers the Clock Tower would have warranted a 'C' classification: a building of such historical significance or architectural quality that preservation should be encouraged (Cattell, 1983).

Style

Free Edwardian style of architecture.

Materials

Brown brick.

Owner/Developer

New Plymouth City Council.

Listed in District Planning Scheme's Register of Historic Places?

No (New Plymouth City Council, 1962).

Zoning of site at time of demolition

"Street" (New Plymouth City Council, 1962).

Conservation alternative suggested

Continued use as clock tower.

Historic/Architectural Significance

A new brick Post Office was constructed at New Plymouth in 1905-1906 to replace a wooden building which had served the town since 1877. Owned by the Borough of New Plymouth, the clock, housed in a 60 feet tall brick tower, was installed at a cost of £600. This was the first clock tower in New Zealand positioned so that it projected out over the footpath.

The clock, made in London by the firm of William Joyce, was based on the same mechanical principles as that of London's Big Ben.

The clock tower had immense townscape value and visual importance, both in its relationship to Queen and Devon Streets, and also the skyline influence of its dome, flag-pole, and wrought iron balconies (Taranaki Herald, 19.2.68).

Events Leading Up to Demolition

Before its demolition in 1969, the New Plymouth Post Office's Clock Tower had ticked on loftily through nearly twenty-five years of intermittent discussion on its future.

Although the New Plymouth Post Office itself was demolished in 1967, there was much controversy over the possibility of retaining the brick clock tower as a free-standing structure.

Late in 1967, however, the M.O.W.D. confirmed that the tower should be demolished and advised that if Council insisted that it be retained, then the Council must take full responsibility for it (Taranaki Herald, 7.2.68).

Strong local advocate for preserving the tower, Mr Colin Allen, submitted a report to the New Plymouth City Council (in October 1967) compiled by engineering consultants. This

document proposed strengthening the tower and leaving it as a free-standing structure - all at an estimated cost of \$6,000.00 (Taranaki Herald, 7.2.68).

In November 1967 the City's Town Planning Officer submitted various sketches depicting possible ways of redeveloping Robe Street, incorporating options for the clock tower. After discussion by the Airport, Traffic, and Transport Committee of the City Council, however, removal of the tower was recommended to Council.

Council chose to open the debate to the public, seeking suggestions and opinions. At this time media coverage of the controversy became extensive and many 'Letters to the Editor' of the local newspaper discussed the issue.

New Plymouth City Council's consulting engineer, Mr F.M. Thomson, reported that the cost of strengthening and upgrading the clock tower could have amounted to as much as \$36,000.00. In June 1968 the City Council discussed this estimate and concluded that the cost was unreasonable and consequently the tower was to be demolished (Daily News, 19.2.69).

A public meeting in July 1968 saw the 'Clock and Tower Trust Committee' formed, aiming to fight for retention of the clock tower. The Committee in August 1968 applied for a Court Injunction against the City Council in a successful bid to delay demolition until after the October local body elections. The controversy then became an election issue and attracted further media attention.

The new Mayor-elect was strongly opposed to preservation of the clock tower, however, and attempts by the Clock and Tower Trust Committee to reopen the issue with the new Council, were defeated.

Consequently the New Plymouth Post Office clock tower was finally demolished in 1969.

It is ironical that headlines in the Taranaki Herald record that despite engineering reports (and consequently financial assessments of strengthening) of the clock tower's susceptibility to earthquakes, it took a demolition crew seven hours and almost as many attempts, to move the clock chamber (Taranaki Herald, 10.4.69).

Postscript: In mid-1983 a campaign and public appeal were launched to erect the old clock (which had been stored after demolition of the tower) in a new tower in the City. This suggestion received overwhelming public support.

Discussion

A major point to come out of this case study is the great difference between the two estimates of costs for strengthening the clock tower - one quotation was for \$6,000, the other for \$36,000.

These vastly differing figures underline the importance and significance of thorough investigation and assessment (both financially and structurally) of the feasibility of retaining such structures. If two engineers, given the same brief, come up with such incongruous figures, something is awry somewhere. The most serious consequence of this dissimilarity was, of course, that an important decision was based on that information.

Various comments throughout the case suggested that the clock tower was an earthquake risk (Taranaki Herald, 5.2.68, 7.2.68) - yet no conclusive structural report was issued to that effect. This is another example of a decision made on inadequate expert information.

Following various earthquakes (the 1929 Murchison earthquake, the 1931 Napier earthquake) various publicly-used buildings thought to constitute earthquake risks, were shorn of their offending trimmings (e.g. the C.M.L. Building

Wellington [see C.S.7], Wanganui Collegiate School Chapel, and various Post Offices). Such earthquake scares produced increasing policing of codes and requirements regarding especially, old masonry buildings. Rather than broadly applying the designation of 'earthquake risk' as a blanket justification for demolition of old buildings, each case must be carefully and expertly assessed. Accurate estimates must be available before sound and fair decisions can possibly be made.

Conservation Problems Exemplified

1. Building claimed to be an earthquake risk.
(see Part 3-A3)
2. Lack of expert feasibility study (both structural and economic) to retain or remove the structure.
(see Part 3-A4)

Case Study 3

OMATUA HOMESTEAD

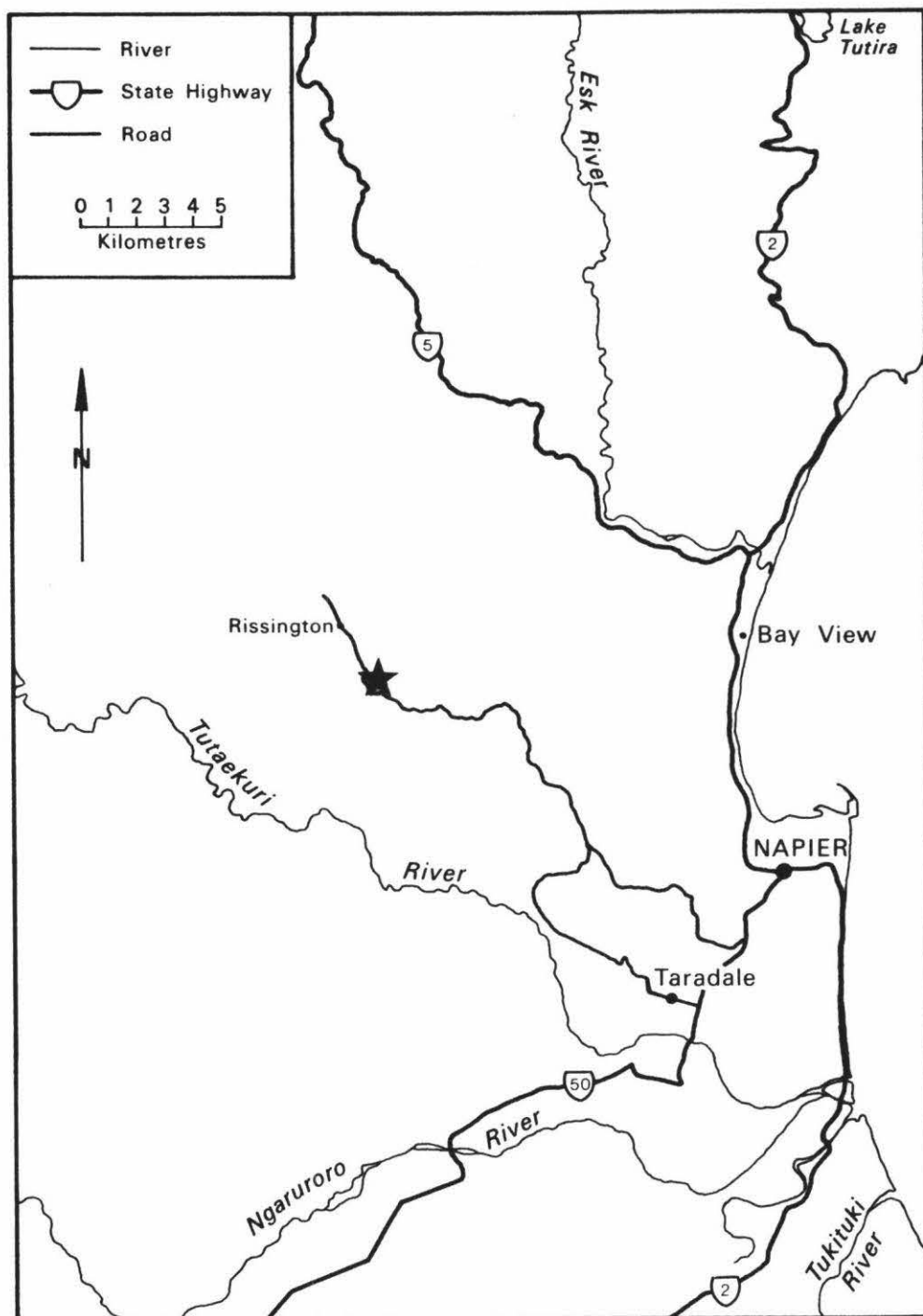
– Rissington, Hawkes Bay

1861–1982

(Architect Unknown)

Site use today: accommodation
building for Girl Guide Association

"Omatua" Homestead Rissington Hawkes Bay



Case Study No. 3 - Location Map

FIGURE 7



Plate 4 Omatua Homestead in its peaceful countryside setting.
(Source: Daily Telegraph Co. Ltd., Napier.)

Historic Places Trust Classification

Classified as 'D': a building of sufficient interest that it should be recorded.

Style

Colonial domestic architecture.

Materials

Rimu weatherboard.

Alterations since built?

Two wings added around 1920.

Owner/Developer

New Zealand Girl Guides Association.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Rural zone (Hawkes Bay County Council, 1980).

Conservation alternative suggested

Continued use by the Girl Guide Association.

Historic/Architectural Significance

Omatua Homestead was built in 1861 by a Captain Anderson. In 1882 part of the Rissington district, along with the Homestead was bought by Mr F. Hutchinson whose wife, along with Miss Jerome Spencer (O.B.E.) founded the Country Women's Institute movement.

Oamatua was later owned by the Absolom family who donated it to the East Coast Girl Guides Association in 1962. Although up to the time of its demolition in 1982 the homestead was used by the Girl Guides Association as a training centre, its historic links with various early Hawkes Bay families is significant.

Architecturally Omatua Homestead has been described as "a charming old building of great character, which exudes a unique atmosphere in a delightful setting" (NZHPT 8/13/45, 30.5.72).

Events Leading Up to Demolition

The Omatua Property Committee had been undertaking gradual reconstruction work on the Omatua Homestead since the early 1970s.

The HPT had in some years contributed towards the cost of this preservation work. In mid 1973, however, the Girl Guide Association was predicting costs of up to \$4,000 for the next stage of its reconstruction programme. The Property Committee consequently further approached the HPT for financial support but was advised that the funds available for that year had already been fully committed (NZHPT 8/13/45, 26.9.73). A request for assistance was again lodged in early 1974 (NZHPT 8/13/45, 20.3.74, Meeting Minutes). This was once more declined because of the increasing call on HPT funds from organisations which had

not previously received assistance.

Years passed during which maintenance and reconstruction struggled to keep pace with the deteriorating condition of Omatua Homestead.

In early August 1981 the Hawkes Bay Regional Committee of the HPT was notified of proposals to demolish the old homestead. At their meeting of 4 August the Omatua Trustees decided to "proceed with the demolition of the historic homestead as they had no prospects of being able to find sufficient funds to fulfill the Hawkes Bay County's building requirements" (Hawkes Bay Regional Committee HPT, 6.8.81).

Consequently the HPT advised the Girl Guides Association of its concern at the possible demolition of Omatua. The Trust asked the Association to consider retention of the old building instead of new development, suggesting that it may well be found that "upgrading involves a far smaller outlay of finance than would be the case in demolition and rebuilding on the same site" (NZHPT 8/13/45, 27.8.81).

The Girl Guides Association's reply advised that demolition had been decided upon after considering the possible continued expenses if the building was to be retained.

The Trust met the Chief Commissioner of the Girl Guides Association in October 1981 to discuss the possibility of yet saving the building from demolition by seeking financial grants (from the NZHPT and the Country Women's Institute), asking the architects to consider upgrading the structure, and discussing the matter with the Hawkes Bay County Council (NZHPT 8/13/45, 6.10.81, File Note). This suggestion was to be put forward to the East Coast Committee of the Girl Guide Association.

Meanwhile the HPT accepted an offer by the M.O.W.D. (Architectural Division) to visit Omatua and submit a report

on the building's condition (NZHPT 8/13/45, 26.11.81).

The East Coast Committee of the Girl Guides Association had advised the HPT on 24 November 1981, however, that demolition was due to take place in February 1982. That month went by, during which time the Trust had not received the assessment of the building.

The Girl Guides Association had by this time become anxious as the delay meant demolition costs were escalating; and the architects were eager to go ahead with proposals.

The promised M.O.W.D. assessment of the condition of Omatua Homestead was never forthcoming.

The Hawkes Bay Regional Committee of the HPT recorded at its meeting on 9 July 1982 that the Omatua Homestead had been demolished and the site cleared for rebuilding.

Discussion

The Girl Guides Association, in the absence of any M.O.W.D. report to the contrary, was obliged to heed the Hawkes Bay County Council's assessment of Omatua, describing extensive structural inadequacy and prescribing ultimate demolition.

Blame cannot be levelled at the Girl Guides Association for its decision, on financial grounds, to demolish Omatua. Although the HPT was enthusiastic in its verbal support of upgrading the building, no continuing financial assistance was offered. In the light of previous years of declined requests for grants, the Girl Guides Association's expectations of the HPT had diminished.

The maintenance and upgrading requirements of Omatua had become apparent as early as 1972, at which time the Trust did make a considerable donation towards costs. It was

then, perhaps, that the HPT should have initiated a report on the condition of the building - not only to justify it allocating funds to the Girl Guides Association, but also in preparation for the inevitable time when continued maintenance was not going to be sufficient, and extensive upgrading or demolition would be discussed.

Lack of funds (both on the part of the Girl Guides Association, and the HPT) was therefore the principal barrier to Omatua being conserved and continuing to be used as a Girl Guides training centre.

It will never be known, however, if the amount of money raised to develop the new block would have been sufficient to upgrade the old homestead to the required standard. There should perhaps be a legal obligation on the owners of classified buildings (or the HPT) to commission a feasibility study comparing the costs of demolition and rebuilding, with those of upgrading (given first a favourable assessment of the structure of the building).

Apart from the structural condition of a building, another variable which must be considered when discussing the possible upgrading of an historic building is that of the standard of building design required by the relevant local authority. As in the case of Omatua, the owner of such a building may have insufficient funds to fully meet these requirements.

Such building design standards may often be stringent and inflexible in the special circumstances of preserving an historic building. Should modern building codes necessarily be rigidly imposed upon structures built prior to the mandatory obedience of such codes?

Finally, note must be made of the lack of public exposure and discussion that events leading to the demolition of Omatua received. No public support for conservation of the building was evident, apart from that voiced by the

Hawkes Bay Regional Committee of the HPT.

The building was not listed in the Hawkes Bay County's D.P.S., and therefore was afforded no protection, legally. This is to spite its being classified by the HPT. The two processes available for the recognition of historic buildings (i.e. D.P.S. registration, and HPT classification) are inconsistently applied and apparently uncoordinated. The HPT must lobby local authorities to ensure that classified buildings are afforded D.P.S. recognition and (where possible) protection.

Conservation Problems Exemplified

1. Owner financially unable to upgrade an historic building. (see Part 3-A1)
2. Lack of funds available to HPT for protection of historic buildings. (see Part 3-A1)
3. Poor structural condition of building. (see Part 3-A3)
4. Possible inflexibility and inappropriateness of building codes and requirements. (see Part 3-A3)
5. Lack of early expert structural advice on building, and economic feasibility study. (see Part 3-A4)
6. Though classified by the HPT, the building was not registered in the D.P.S. as being of historic significance. (see Part 3-A5)

Case Study 4

SACRED HEART CONVENT

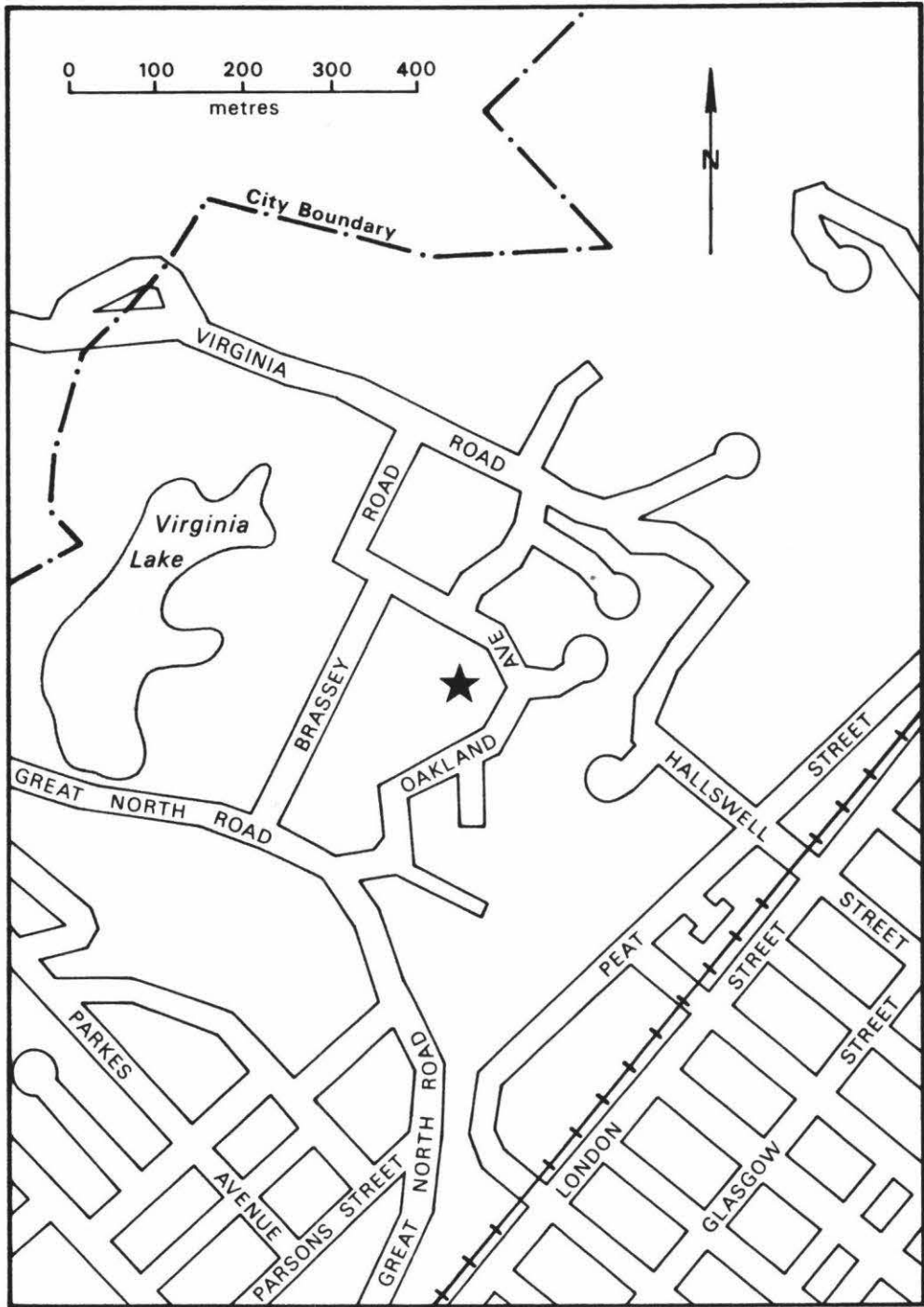
- 49 Oakland Ave, St John's Hill,
Wanganui

1911-1982

J.S. Swan (Architect)

Site use today: vacant

Sacred Heart Convent Wanganui



Case Study No. 4 – Location Map

FIGURE 8

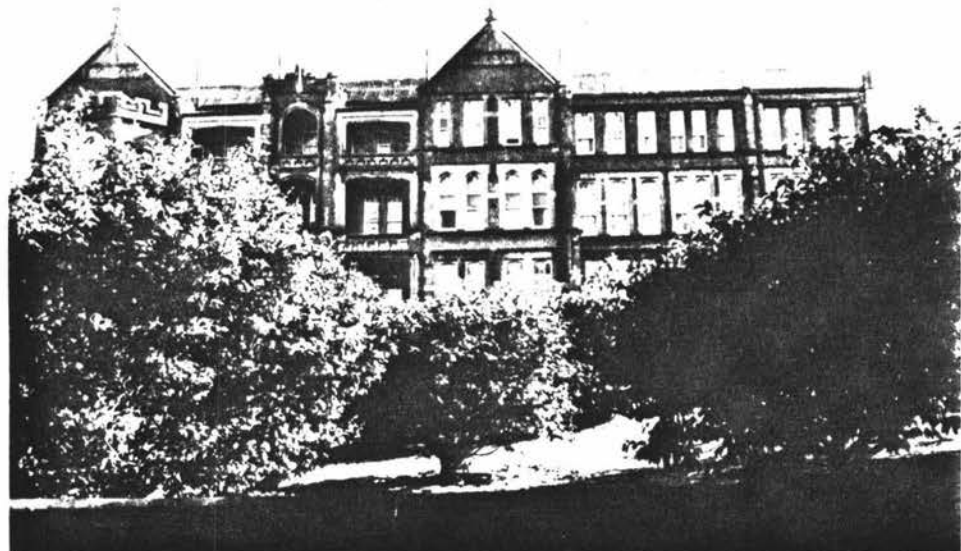


Plate 5 The Sacred Heart Convent as it loomed over Wanganui City from its hilltop site. (Source: Mr B. Dickson, Architect, Wanganui.)



Plate 6 Demolition of the Sacred Heart Convent in December, 1982. (Source: Mr B. Dickson, Architect, Wanganui.)

Historic Places Trust Classification

The building was unclassified as the HPT Buildings Classification Committee had not yet begun its inspection of post-1900 buildings. In retrospect, however, the building would be classified as 'C': a building of such historic significance or architectural quality that preservation should be encouraged.

Style

Gothic.

Materials

Red brick and tiled roof.

Alterations since built?

Facade unaltered, replacement of original roofing.

Owner/Developer

Wanganui Sacred Heart College.

Listed in District Planning Scheme's Register of Historic Places?

Yes (Wanganui City Council, 1979).

Zoning of site at time of demolition

Residential (Wanganui City Council, 1979).

Conservation alternative suggested

Continued education use.

Historic/Architectural Significance

The Sacred Heart Convent was designed in 1910 by John S. Swan thought also to be responsible for the design of Shed No.7, the Harbour Board Wool Store and office buildings on the north side of Queen's Wharf, Wellington (Cochran, 1979).

The foundation stone for the Convent was laid in 1911.

The red brick, tiled-roof building was three storeys high and designed as a boarding school for girls. The building, along with living quarters contained a refectory, chapel, music lobby, singing room, and four infirmaries.

Until early 1981 the Sacred Heart Convent building was listed in the D.P.S. as having architectural and community significance. The Sacred Heart Convent was valuable in townscape terms, also, as it stood on high ground above covered slopes and was visible from many parts of the City.

The building's social significance was precious to many women in Wanganui and elsewhere in New Zealand who would have strong feelings about the building and its part in their childhood.

Events Leading Up to Demolition

In November 1978 a firm of Wanganui consulting engineers advised of their agreement with the Wanganui City Council's appraisal of Sacred Heart Convent, and its Life Evaluation estimate of twenty years¹ (Bycroft, 1978). Mr Bycroft

¹ Section 301A of the Municipal Corporations Act 1954 gives local authorities the right to inspect all buildings which are considered to be a high earthquake risk, and where necessary, require strengthening, repairs, or even demolition of the building. All such buildings are assessed and graded according to the degree of risk they exhibit. From this grading the 'Life Evaluation' is determined (i.e. the assessed life of the building in its present form). At the end of this period the building will be required to have been either substantially strengthened or demolished.

concluded that the building would have to be demolished within the twenty year Life Evaluation period because of the alternative cost of strengthening (although neither a detailed structural analysis, nor an estimate of costs had been presented).

Late in 1979 the Convent, acting on that engineering advice requested that the Wanganui City Council remove the Convent from its list of historic places so as to allow demolition and redevelopment.

Newspaper coverage and comment upon the possible fate of the building became prolific at this time (Wanganui Chronicle, Wanganui Herald, early November 1979).

On 22 November the Wanganui City Council Town Planning Committee advised the New Zealand Institute of Architects that the Council had resolved to change its D.P.S. to allow the deletion of Sacred Heart Convent from its historic places register (Dickson File, 22.11.79).

At the Town Planning Committee hearing late in April 1980, the Wanganui City Council heard objections that the building was of significant historical importance to the City and that insufficient investigation into alternatives to demolition had been conducted (Wanganui City Council, 1980). The Committee recommended that the objections be disallowed and the full Council later endorsed the Scheme change for the following reasons (Dickson File, 13.5.80):

- (a) the building did not meet current fire and earthquake code requirements
- (b) the building was no longer capable of meeting the needs of the users
- (c) sufficient evidence had been presented to show that the cost of maintenance of the building was becoming an increasing burden
- (d) No strong community desire to preserve the building had been evident.

Following this decision, two Wanganui architects, Messrs Dickson and Lonergan decided to appeal against the City Council's decision on the grounds that alternatives to demolition had not been investigated, and comparative estimates of retention costs and rebuilding costs had not been produced. Further Dickson and Lonergan claimed that the Council had failed in its statutory duty by uplifting the designation without being prepared to consider alternatives, and that the Council had also failed to adequately gauge public opinion on the matter before making its decision (Horsley File, 9.6.80, Notice of Appeal).

Bruce Dickson discussed the plight of Sacred Heart Convent with people involved in the 'Save the Hunter' campaign (Dickson File, 24.5.80). Grahame Anderson, an architect prominent throughout the Hunter Building campaign, claimed that:

"The building has sufficient significance in architectural, historic, townscape, and social terms to warrant at the very least an objective analysis of the method, cost, and purpose of its rehabilitation and restructuring as an alternative" (Anderson, in Dickson File, 27.6.80).

Further, the New Zealand Institute of Architects publicly announced its support of the appellants, and voiced concern that no comparative feasibility study had been made for retaining the building (Dickson File, 11.7.80).

The Planning Tribunal hearing took place in August 1980 in Wanganui at which the appellants put forward expert evidence from Grahame Anderson as well as Ian Smith (structural engineer specialising in the field of earthquake resistance in old buildings). Their statements claimed that the Sacred Heart Convent could have been economically brought up to meet current earthquake and fire codes, and further that it could have been internally refurbished to meet the user's needs and comforts at a cost less than that of replacement (Smith, 1980).

The Wanganui City Council was criticised by Mr Dickson as they had:

"adicated their responsibility to the city, in favour of the concern they feel towards the Sisters, and have used as part of their reason for this an alleged lack of community interest" (Dickson, 1980, 4).

Dickson claims that it was the Council's responsibility to seek out and gauge public opinion prior to any decision to delete Sacred Heart Convent from the top listing in its D.P.S. register.

The appellants claimed that in making its decision the Wanganui City Council had only two alternatives: to consent to the building's deletion from the Scheme, or to acquire the property on behalf of the community.

Structural and architectural reports by local professionals were produced, along with a submission from the Sisters of St. Joseph.

The appeal was dismissed and no order made as to costs (Planning Appeal, Dickson and Lonergan v Wanganui City Council, 1980).

The Sacred Heart Convent was demolished in November of 1982.

Discussion

The Planning Tribunal decision on the Sacred Heart Convent was in many aspects supportive of the actions and comments made by the appellants who,

"took the steps they did, not to protect matters of private interest, but in a genuine endeavour to pursue a matter of public moment..." (Planning Appeal, ibid, C1438).

There are three issues concerning the conservation of historic buildings which arise from the events leading to the demolition of Sacred Heart Convent. These relate to the adequacy of information, the Wanganui City Council's role, and the apparent inflexibility of the legal framework.

Good decision-making is based on sound and adequate information. The appellants in this case considered that inadequate information had been available to the Council prior to its decision to deregister the Sacred Heart Convent. The appellants provided two expert witnesses from Wellington to counter local consultants' findings - a move which prompted the Tribunal to comment that, "it is apparent to us that the expertise was not available in Wanganui" (Planning Appeal, ibid, C1438).

More specifically the appellants required that a feasibility study, comparing the costs of strengthening and refurbishing with those of demolition and rebuilding, should have been produced. The Tribunal endorsed this comment, suggesting that, "perhaps there is a middle course of action which can be adopted which will both preserve the building and not place undue financial burden" (Planning Appeal, ibid, C1437).

The second point relates to the role of the Wanganui City Council. The local authority had placed Sacred Heart Convent in its highest category for preservation purposes and even in the opinion of the Planning Tribunal, "should have been more active in investigating the feasibility of preservation before it initiated the Scheme change" (Planning Appeal, ibid, C1438). By not doing so the City Council abrogated its obligation to the community - there is little use in establishing a classification system and register if the Council was not willing to scrutinise and demand technical information regarding possible preservation. This makes a mockery of any attempt to incorporate conservation measures into D.P.S.'s.

Further, it was the responsibility of the Wanganui City Council to have actively sought public opinion on the matter. A local authority supposedly represents the interests of the citizens of the city. To claim that public interest was non-existent was indeed misleading, as steps to measure it had not been taken.

Thirdly are the legal inadequacies revealed by this case. A serious gap in the legal requirements of a local authority planning hearing of this nature is the production of a feasibility report taking into account both structural and economic factors. This could be a valuable intermediate step providing an alternative to the currently conceived options of either public purchase of an historic building, or deletion from the D.P.S. and eventual demolition.

The legislation is inadequate also in the sense that it provides for public authorities to protect buildings of historic importance, but does not legally expand on obtaining the means of ensuring that protection. Ultimately it relates to the lack of financial backing that has been allocated to building conservation.

Conservation Problems Exemplified

1. Require clarification and modification of statutes to finance and increase effectiveness of protection for historic buildings. (see Part 3-A1)
2. Inadequacy of protection regarding D.P.S. register when it seems to be relatively straightforward to have a building deregistered. (see Part 3-A2)
3. Planning Tribunal sees it must uphold private interest when an owner may suffer (through lack of compensation provisions) because of registration. Further, Tribunal not willing to/unable to consider alternatives. (see Part 3-A2)

4. Building claimed not to meet earthquake design standards. (see Part 3-A3)
5. No comparative feasibility study carried out of cost of strengthening and refurbishing against that of demolition and rebuilding. (see Part 3-A4).

Case Study 5

SANDRIDGE HALL

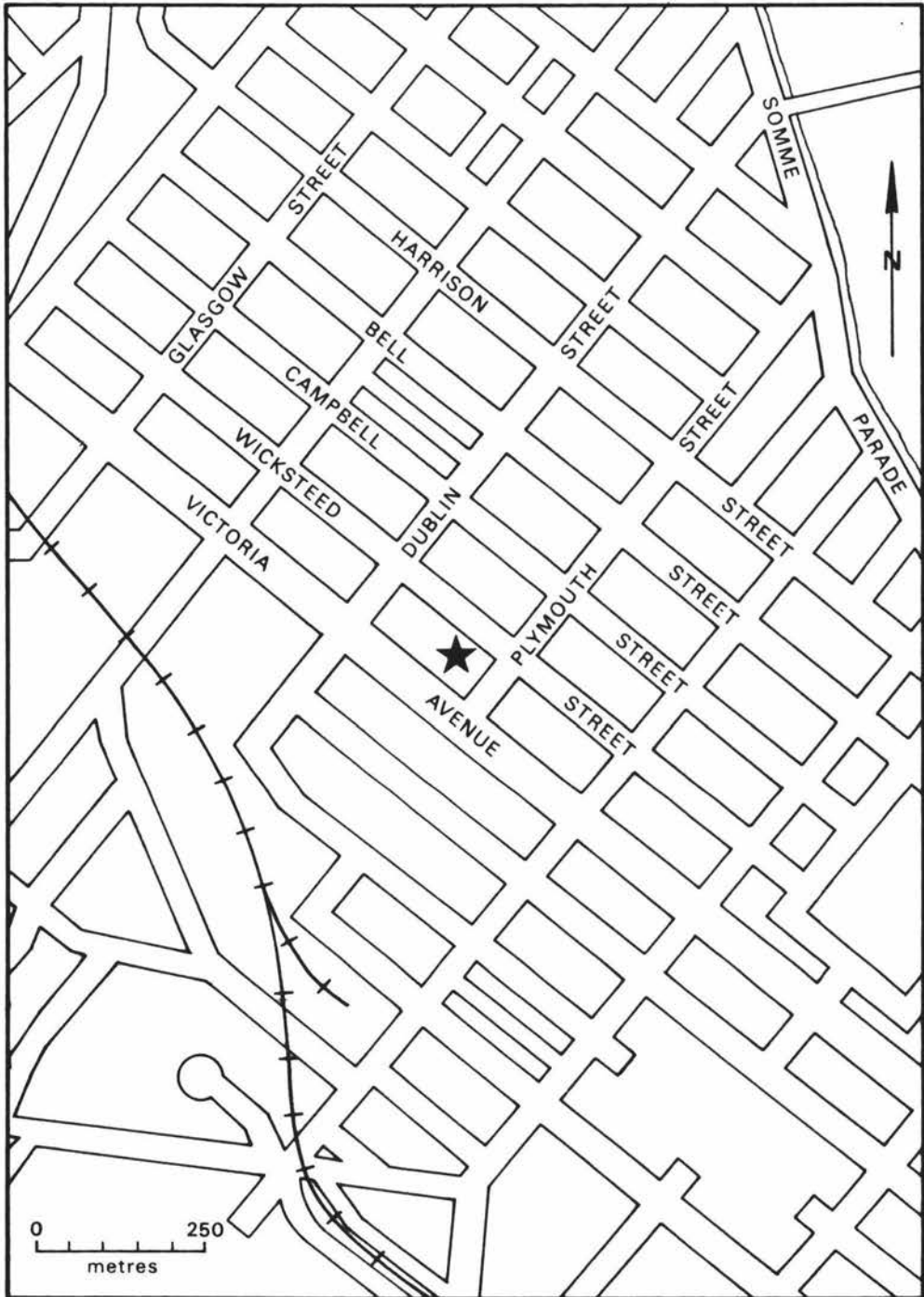
- 58 Plymouth St, Wanganui

1869-1979.

(Unknown English Architect)

Site use today: motel construction

Sandridge Hall Wanganui



Case Study No. 5 – Location Map

FIGURE 9



Plate 7 Sandridge Hall, Wanganui. (Source: Wanganui Newspapers Ltd.)



Plate 8 The Demolition of Sandridge Hall. (Source: Wanganui Newspapers Ltd.)

Historic Places Trust Classification

Classified as 'D': building of sufficient interest that it should be recorded.

Style

Victorian architecture.

Materials

Wooden - kauri.

Alterations since built?

Many of the internal fittings had been lost, and at the time of demolition it would have been impossible to reconstruct the floor plan as it had been converted into flats.

Owner/Developer

Automobile Association Properties Limited.

Listed in District Planning Scheme's Register of Historic Places?

Yes (Wanganui City Council, 1979).

Zoning of site at time of demolition

Commercial (Wanganui City Council, 1979).

Conservation alternative suggested

Continued residential use.

Historic/Architectural Significance

Mr W.H. Watt, Wanganui's first Mayor, bought the 15 acre site which Sandridge Hall was originally on, in 1864. In 1869 construction of the house was started, according to a plan drawn up by an English architect.

The large two-storey building with gabled roof had three windows in the front upper storey, and three sets of French windows below opening onto a verandah. The house boasted exquisite detailing which included:

- verandah brackets of filigree in a clover leaf pattern
- doors of cedar with French hand-painted finger plates and doorknobs
- carved skirting boards and mantelpieces made in and shipped from England
- Italian marble fireplaces from quarries in Carrara.

The entrance hall featured elaborate plaster cornices, facings, and an ornate centrepiece surrounding the Italian lamp fitting.

In 1911 Sandridge Hall was sold to Mr A. Burnett who had extensive alterations made.

Around 1927 the building was again sold, and converted into flats - the 'Croyden Flats'. By this time the area of land surrounding the house had diminished significantly.

Sandridge Hall had both architectural, and local historic value. These are the two criteria which gained its inclusion in the highest category of historic buildings in the Wanganui City Council's D.P.S. (Wanganui City Council, 1979).

Events Leading Up to Demolition

Automobile Association Properties Ltd. (A.A.) bought Sandridge Hall in 1974,

"but as the style of the solid kauri timbers of the old mansion would not blend with the cold concrete of a proposed office complex, the days of Sandridge Hall were numbered" (Crawley, 1980, 5).

Early in 1978 when it appeared that indeed the house was to be demolished, many local people expressed their dissatisfaction by writing to the local newspapers. The A.A., however, indicated that no final decision had yet been made concerning the building's future (Wanganui Herald, 18.4.75).

There were many people who, on the other hand, felt that the building had been so altered that its historic character had been lost. Among these was the Chairman of the Wanganui Regional Committee of the HPT at the time, Mr Athol Kirk, who felt that "with the large number of buildings...one has to be in a first-class condition to warrant saving" (Kirk, letter to Editor, Wanganui Herald, 22.4.78). Hence the HPT took no action to encourage Sandridge Hall's conservation. Mr Kirk further considered that "the time to protest was fifty years ago when the house was converted into flats" (Kirk, in Wanganui Chronicle, 8.2.79).

It has been contended that the building by 1978 was in a state of advanced decay and had become a "mini-slum" in what would otherwise have been a fairly select residential area.

Tenders for the demolition of Sandridge Hall were called for on 24 February 1979 and the wreckers moved in during July. Reportedly Sandridge Hall was found to be "soundly built of kauri and as strong today as when it was erected" (Wanganui Herald, 30.4.79).

Postscript: Within five months of the demolition being completed, the A.A. revealed that they had bought property elsewhere and the Plymouth Street land would be sold. It will never be known if the new owners would have demolished Sandridge Hall.

Discussion

Two significant points emerge from the fate of Sandridge Hall.

Firstly protest over the possible demolition of Sandridge Hall appears to have been a low-key one. No organised campaign against demolition was launched in order to bring pressure to bear on the owners.

Secondly the attitude taken by the Wanganui Regional Committee of the HPT was an unwarranted negative one. The Chairman's comment that the time to protest was at the time the house was converted into flats (Kirk, in Wanganui Chronicle, 8.2.79), was an ill-considered one. On the contrary, conversion into flats at that time was a practical way of conserving the building for future enjoyment. As C.F. Crawsey says, "it matters very little that the original plan cannot be reconstructed" (Crawsey, letter to Editor, Wanganui Herald, 13.2.79).

The aim of conservation of historic buildings is not, surely, to only accept the re-creation or retention of the exact internal and external original condition of the building. Of great importance, also, is the 'townscape' or 'streetscape' value a building contributes (see Cullen, 1971). Indeed, there is a larger number of people who would benefit from viewing the external appearance of such buildings, than those who have the opportunity of venturing inside it to see if the original floor plan is discernible.

In calling for the widespread practical conservation of historic (indeed all old buildings) such rigidly held preferences must often be compromised in an effort to have the building retained at all. The Chairman of the Wanganui Regional Committee of the HPT was not fostering protection of historic buildings by his attitude.

The fact remains that Sandridge Hall was classified by the HPT (albeit in the lowest category). It must be remembered that although there are many more 'C' and 'D' rated buildings (than 'A' and 'B' classified) their demolition is collectively just as serious as that of a highly-rated building. For 'C' and 'D' buildings tend to be those once common houses, churches, and public buildings which are slowly being culled out. Nevertheless, a range of these buildings must be retained to represent their particular historic and architectural period. Yet these buildings are the least protected and, as was the case of Sandridge Hall, seem to be easily done away with.

Conservation Problems Exemplified

1. Demolition of low-priority classified building is an inappropriately straightforward procedure. (see Part 3-A1)
2. Lack of an organised group pushing for conservation of the building. (see Part 3-B2)
3. Building poorly maintained. (see Part 3-B3)
4. Regional Committee of HPT not prepared to push for retention of the building. (see Part 3-B5)

Case Study 6

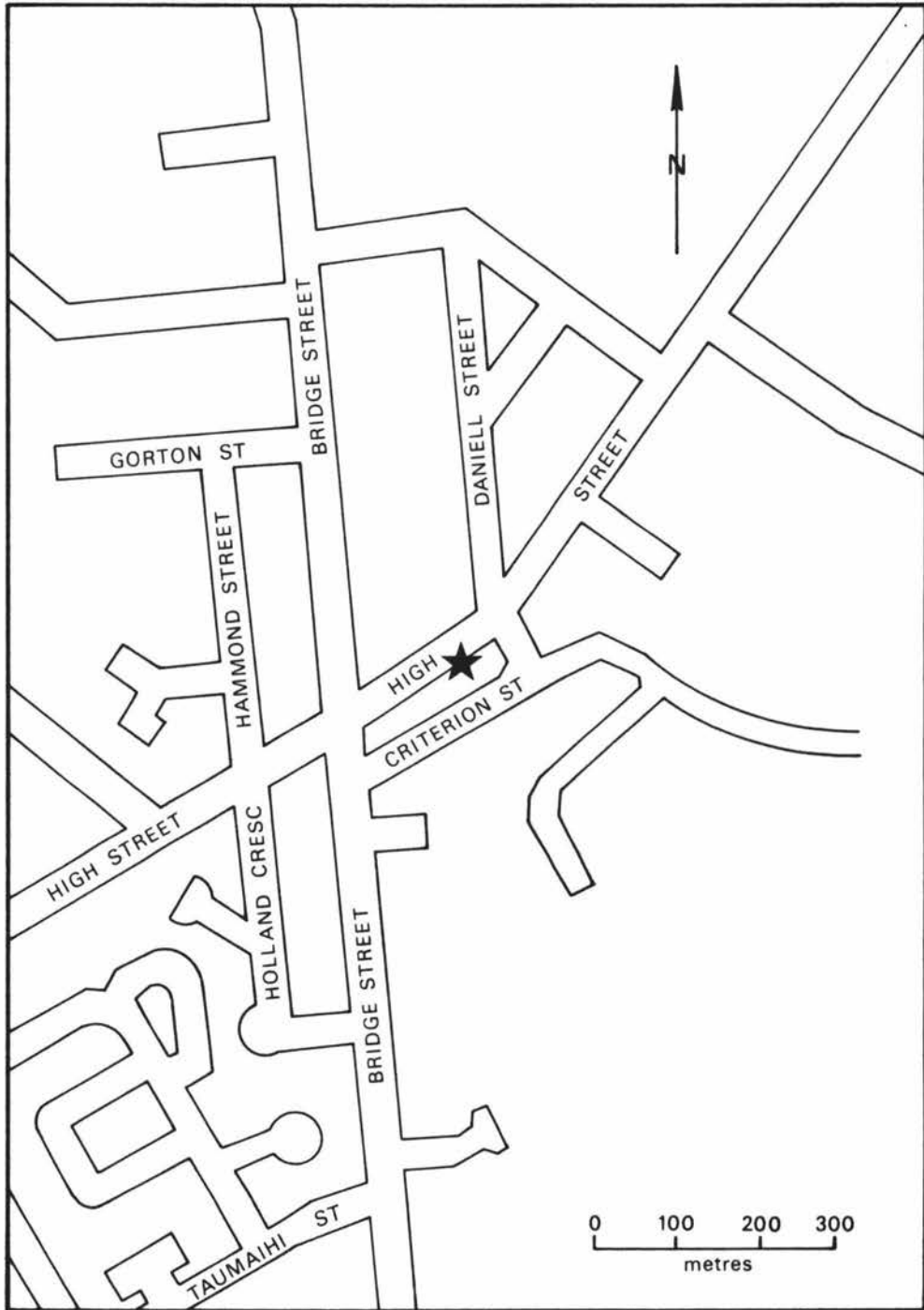
BULLS POST OFFICE

1909-1983

(Architect Unknown)

Site use today: carpark.

Bulls Post Office



Case Study No. 6 – Location Map

FIGURE 10



Plate 9 The Bulls Post Office - standing solid and symmetric. (Source: The Rangitikei Mail.)

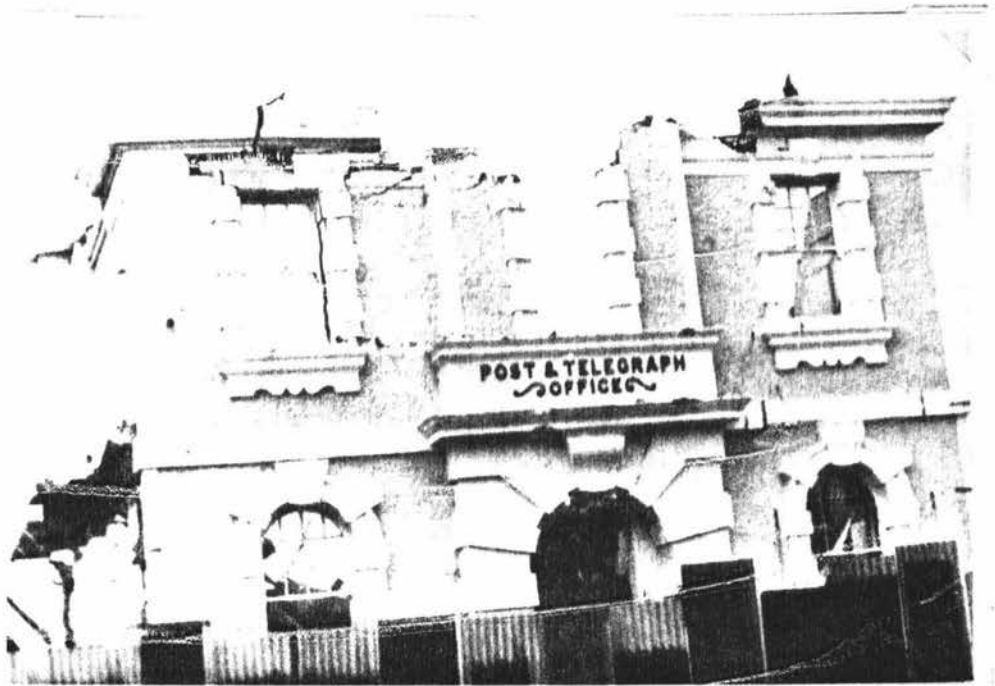


Plate 10 The demolished shell of the Bulls Post Office, 1983. (Source: The Rangitikei Mail.)

Historic Places Trust Classification

Classified 'B': building of such historic significance or architectural quality that preservation should be strongly recommended.

Style

Edwardian.

Materials

Roughcast stucco finish on timber on upper part; below this, unbonded cavity brickwork on the external walls (rimu panelling on interior).

Alterations since built?

Following damage from earthquake of 1942, the bricks on the upper part were removed and (as mentioned above) replaced with timber and roughcast.

Owner/Developer

Crown - New Zealand Post Office.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Designated for Post Office purposes with an underlying commercial zoning (Wanganui City Council, 1978).

Conservation alternatives suggested

Base for mail-order business.

Historic/Architectural Significance

The old Bulls Post Office built in 1909 was not only typical of a small town Post Office in that time but also rare in that it had upper storey accommodation.

The building was used as a Post Office until its closure early in 1983, and had immense townscape value marking an era when New Zealand "showed certain delusions of grandeur in the architecture of public buildings" (Wanganui Chronicle, 16.9.83). The old Bulls Post Office was an imposing building of robust structure with the tower capped by agee-shaped sides and complete with clock. Inside it boasted high quality rimu joinery.

Events Leading Up to Demolition

With plans for an automatic telephone exchange being mooted for the early 1980s, in 1977 the HPT felt that it was time to make a move to see the old Bulls Post Office was preserved. The Manawatu Regional Committee HPT staged a display of photographic material on the old Post Office in the window of a Bulls bank for several weeks. A meeting to consider possible alternative uses for the building in the future was held also at that time. Further, a small petition for the Post Office's retention was sent to the Postmaster General (Rangitikei Mail, 16.2.78).

The premonitions proved accurate when, in February 1978, the Bulls District Community Council received plans for a new Post Office in Bulls. The Bulls Council was

"horrified to see a plan which was against the wishes of the many who do not wish to see the present Bulls Post Office replaced" (Rangitikei Mail, 16.2.78).

Even at that stage, however, it was evident from the plans received that a new Post Office could be built without touching the old structure - and a comforting thought this must have been for Bulls Council Chairman, Dr O.F. Haylock, who said, "I don't know of anybody in Bulls who wants a new Post Office" (Rangitikei Mail, 16.2.78).

Accordingly the Bulls Council decided to advise the Postmaster General of its unanimous opposition to the new building plans. The Manawatu Regional Committee HPT also protested, believing that the structure was sound and could be modernised to improve conditions for staff and the public relatively cheaply. The Committee claimed that the telephone exchange could be located at the rear of the building (Manawatu Regional Committee HPT, 21.2.78).

The Postmaster General discussed the implications of retaining the Bulls Post Office with the M.O.W.D. which considered it would be uneconomic to strengthen and renovate to enable the structure to be used as a Post Office. The Postmaster General then offered the building in sale to the Rangitikei County Council (the Bulls District Community Council's parent authority).

As it is a M.O.W.D. policy not to divulge reports' contents to client departments, the HPT was unable to ascertain precisely what the economics would be of strengthening and retaining the building as against building a new one (Manawatu Regional Committee HPT, 5.4.78). As later reports estimated the cost of the new building at just below \$1.4 million (Rangitikei Mail, 21.4.83), the M.O.W.D. presumably had arrived at a greater figure for strengthening and upgrading.

The Manawatu Regional Committee of the HPT met representatives of the Rangitikei County Council in late April 1979 and reported that the Council was sympathetic to acquiring the building but that it first wanted the Trust to commission an independent engineer's assessment of the building.

The resulting report advised that structurally the building was of 'robust condition' and showed no evidence of foundation settlement or damage due to seismic activity (NZHPT 8/6/60, 13.9.79).

By the end of 1980, following a public meeting held in November, the Bulls Council appeared to have second thoughts as to acquiring the building. As it was not registered in the D.P.S. as being of historic interest, the Council had no legal obligation to encourage preservation of the Post Office.

Following that November 1980 public meeting, the Rangitikei Mail stated that the people of Bulls wished the old Post Office to be demolished and a new one erected (Rangitikei Mail, 11.12.80). The same issue of the paper printed a letter to the Editor claiming that the meeting had not been a representative one - the majority present were from the business sector and "their views were influenced by pecuniary motives" (Harns, letter to Editor, Rangitikei Mail, 11.12.80).

Meanwhile the Rangitikei County Council and the Postmaster General had been discussing the situation. The local authority resolved that, because of lack of community interest it could not now support moves to retain the building, and that redevelopment work could go ahead unimpeded.

The Post Office at this stage decided to alter its plans and build two separate buildings (Post Office and telephone exchange) on the one site, but still requiring demolition of the old building.

The hopes of the Manawatu Regional Committee HPT seemed to diminish, especially with the apparent lack of public support shown.

"What is really needed is interest by the local authority, or some other local group with financial resources, in using and

maintaining the building" (NZHPT
8/6/60, 2.3.82).

Consequently a further public meeting was held in Bulls on 7 May 1982 to discuss possible ways of saving the old Post Office from being demolished. It was moved that the Postmaster General be asked to give the residents of Bulls time to present alternative uses before a definite date for demolition was set.

The New Zealand Post Office stood firm, however, and a Surplus Land Notice issued on 8 July 1982 for the section behind the Bulls Post Office seemed to mark the end of any hopes that the Post Office would reconsider and rebuild on that site instead of demolition and redevelopment on the old Bulls Post Office site.

In that same month the HPT, persistent in its efforts, went ahead with classification of the old Bulls Post Office in category 'B'.

It was revealed at this stage that in the development plans the site of the old Bulls Post Office was to become a car-park in accordance with the off-street carparking requirements of any new public building. The Post Office could have applied to the Rangitikei County Council for a dispensation but it did not. Although "the car-park could perhaps have been located elsewhere...this is not what you approved" the County Clerk told Bulls Council (Rangitikei Mail, 16.6.83).

Having finally initiated classification procedures for the Bulls Post Office, the HPT considered issuing a Protection Notice (under s 36 of the HP Act '80) on the building to legally prevent demolition. The Protection Notice went to the Minister of Internal Affairs for official endorsement in late November 1982, and accordingly submissions were heard from the Bulls Businessmen's Association, and the Postmaster General. The Minister found

the situation a complex one and attempted to arrange a meeting of all parties concerned. As the Postmaster General had indicated that if a firm offer was made the Post Office was prepared to consider sale or lease of the building, this meeting was to discuss the possibility of alternative uses for the building.

A positive declaration of interest was forthcoming - this from a Christchurch businesswoman interested in establishing Bulls as the North Island base for a fabric-importing mail order business.

The Marton and District Historical Society decided to use the delay in decision-making (while the Minister considered the Protection Notice) to fully explore the degree of public support for retaining the building. To that end a third public meeting was set for 26 April 1983, at which Miss Prunella Downs of Christchurch outlined her commercial proposal to be housed in the old Post Office. The meeting was adjourned without decision for a month, so that fuller details of financing the building's purchase and meeting town planning requirements would be presented. A month later, however, after heated debate, a substantial majority of those present voted in favour of demolishing the Bulls Post Office, despite the presentation of firm financial proposals by Miss Downs.

Consequently the Minister of Internal Affairs, although the meeting of parties he had proposed had not taken place, finally decided to deny the issuing of a Protection Notice on the ground of lack of public support from the local community (NZHPT 8/6/60, 21.6.83).

Accordingly the old robust Post Office at Bulls was pulled down in July 1983.

Discussion

The old Bulls Post Office was not registered in the Rangitikei County D.P.S. as an historic building and therefore the local authority had no legal obligation to encourage its preservation - yet it had a 'B' classification through the Trust. This shows the inconsistency of protection efforts - the HPT must lobby to ensure that all buildings it has classified become incorporated into their relevant D.P.S. as places of historic interest.

The ultimate reason for the fate of the Bulls Post Office was the lack of support for its retention held by the local community, one of which declared it to be "an abominable eyesore" (Wanganui Chronicle, 4.6.83).

Although the public meetings held in Bulls were suspected of being 'stacked' (Melody File, 5.6.83), the decisions made there must be regarded as democratically arrived at. The Marton and District Historic Society and the HPT were deeply disappointed and frustrated with this lack of public support - especially when the commercial proposition put forward would not have involved use of ratepayers money at all.

That the historic assessment of the Post Office made by the HPT was ultimately over-ridden by local opinion, is in many ways a controversial point. Why charge an expert public body with the task of identifying and protecting buildings of importance when it seems that in making the final decision greater heed is taken of the local people's opinion of the building - largely a group ill-qualified to identify and assess the finer historic and architectural attributes of it?

Is the carpark which now occupies that space a more pleasing sight?

Conservation Problems Exemplified

1. Success of Protection Notice denied by negative local feedback. (see Part 3-A2)
2. Non-conformity to building design codes. (see Part 3-A3)
3. Lack of public appreciation and support of the historic and/or architectural qualities of old buildings. (see Part 3-B2)
4. Building though classified by HPT, not recognised in the local D.P.S. as being of historic significance. (see Part 3-B5)

Case Study 7

C.M.L. INSURANCE BUILDING

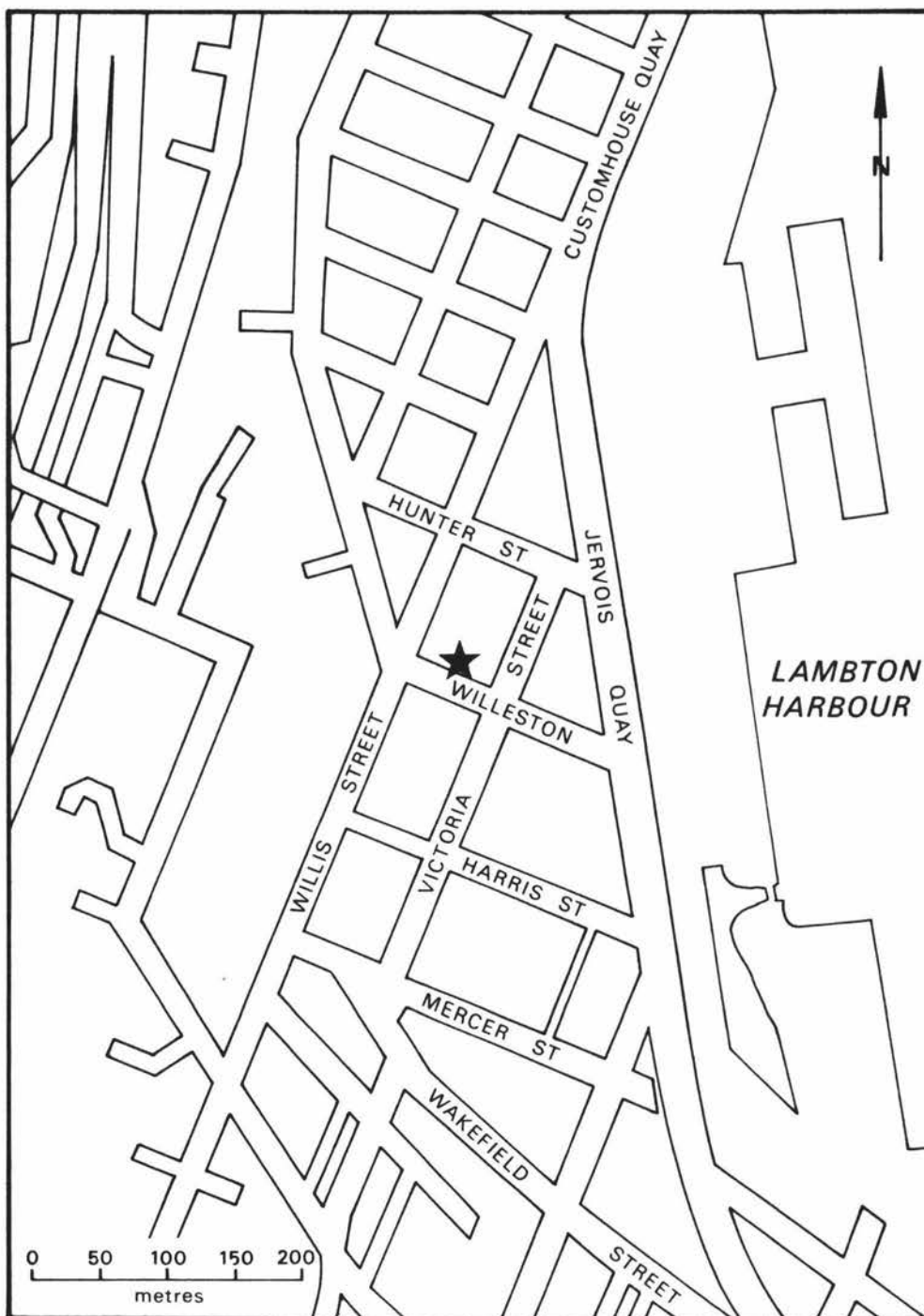
- corner Willeston St and
Customhouse Quay, Wellington

1935-1980

J.S. Swan (Architect)

Site use today: office/retail building

C.M.L. Insurance Building Wellington



Case Study No. 7 – Location Map

FIGURE 11

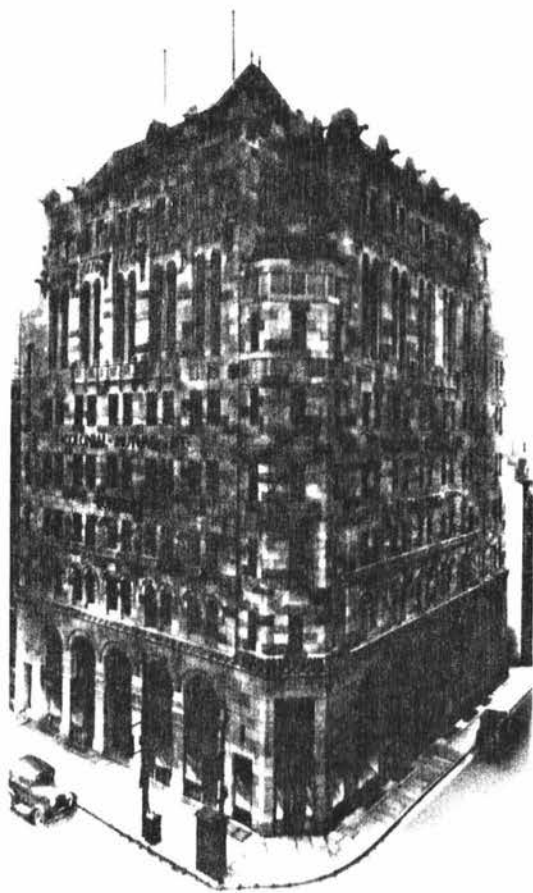


Plate 11 The CML building, Wellington
- a unique corner-site building.

(Source: Alexander Turnbull Library.)

Historic Places Trust Classification

The building was uninspected and unclassified at the time of demolition, but in retrospect it would have warranted a 'C' classification (Cattell, 1983): a building of such historic significance or architectural quality that preservation should be encouraged.

Style

Variously described as Baroque, Egyptian, and Romanesque in style.

Materials

Coloured cement/concrete.

Alterations since built?

Some decorative gargoyles were removed after the 1942 earthquake.

Owner/Developer

C.M.L. Association.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Commercial (Wellington City Council, 1979).

Conservation alternative suggested

Continued use as offices.

Historic/Architectural Significance

The Colonial Mutual Life (CML) building opened in 1935, is not strictly 'historic' although Mr Roy Worskett, English campaigner for building conservation claimed, "it is as important as any nineteenth century building" (Worskett, 1982, 18).

Architecturally the CML building was representative of the transition from Victorian to Modern Architecture with the use of architectural detail and the high-rise curtain wall facade effect. The 1930s also saw the use of a variety of surface textures and colours. Such novel features of the CML building included Spanish tiles, bird gargoyles, brown embossed lions, and the use of multi-coloured greens and pinks of Benedict stone round the base and colourcrete coloured cement all the way up.

Chairman of the Wellington Regional Committee HPT at the time of demolition, and renowned architect, Chris Cochran, described it as "our best commercial building of the mid 1930's" (Wellington Regional Committee HPT, 11.8.80).

The designer of the CML was architect J.S. Swan, local agent of the Melbourne company Hennessey, Hennessy and Co., and was also responsible for Sacred Heart Convent, Wanganui (see C.S.4).

Events Leading Up to Demolition

After numerous attempts by the Wellington City Council to persuade the CML Association to preserve its building (Evening Post, 28.10.77, 10.11.77, 18.11.77), a press article in 1978 advised that the company intended to go ahead and redevelop its property on Wellington's Customhouse Quay (Evening Post, 17.2.78).

In response to a request by the Wellington City Council's

Town Planning Committee, the CML Association stated that they were not prepared to consider retention of the 'birthday cake' facade of the building. The Town Planning Committee decided not to press the matter further (Evening Post, 10.4.79). Consequently throughout early 1980 the Wellington Regional Committee HPT lobbied both the City Council and the CML Association to retain the building, pointing out the possible benefits of refurbishing and renovating within the existing structure and especially appealing to the CML to carry out a feasibility study to look at this option (Wellington Regional Committee HPT, 16.5.80, 20.6.80, 11.8.80).

Little appeared in the press at this time as the issue had been fought and lost, in the opinion of the developers.

The CML building was demolished in June of 1980, while the manager of CML Assurance Society claimed that "upgrading wouldn't be economic" (Evening Post, 14.6.80). The HPT challenged the Company to produce figures proving this allegation, as the Trust claimed that the building was sound and extremely suitable for further upgrading to bring it up to modern standards for office accommodation. The CML declined to meet this request in justification of the building's demolition.

Yet another Lambton Quay landmark was lost in an event deemed "the saddest and stupidest demolition inflicted on the capital" (Cochran, 1980, 22).

Discussion

It appears that although the building was sound, the CML Association was set on getting a brand new building rather than renovate the existing structure. CML's building manager explained that the current structure was to be demolished because it was only 60% efficient and the building was

dark and damp. McGill (1980) points out that such thinking is unfounded - the CML was a young, structurally sound, and earthquake resistant building. It was dark and dingy due to its old furnishings and lighting systems. These could have been readily removed and replaced with a modern office layout and lighting. Further, and more significant for the case, is that had such renovation occurred within the retained facade, the CML (because of town planning provisions regarding plot ratio) would have had more office space than would have been permitted for a new building on that site.

The fate of the CML building has been attributed to both an unwillingness on the part of the owner to try something new by refurbishing within the existing facade (McGill, 1980), and a result of the company wanting to boost corporate prestige and status with a new building (Burns, 1981).

McGill comments:

"Down comes the ANZ, down comes the BNZ, down comes the CML. I heard one story that the fourth biggest company in central Wellington planned its new building to be just one storey higher than the fifth biggest company's new building" (McGill in Evening Post, 18.8.83, 6).

It is such thinking which threatens the possible conservation of many existing old commercial buildings. The character, scale, and often extravagant ornamentation of such buildings must be more appreciated and the economic possibilities of such attributes recognised.

It appears that no organised public protest was launched against demolition of the building. Public attention and pressure is required and the media must be used to bring pressure to bear on those who will ultimately decide the fate of the building - the owners.

Conservation Problems Exemplified

1. No organised campaign against demolition.
(see Part 3-B2)
2. Owner unsympathetic to preservation principle.
(see Part 3-B3)
3. Though worthy of classification by the Historic Places Trust, the building was not registered in the D.P.S. as being of historic interest.
(see Part 3-B5)

Case Study 8

MIDLAND HOTEL

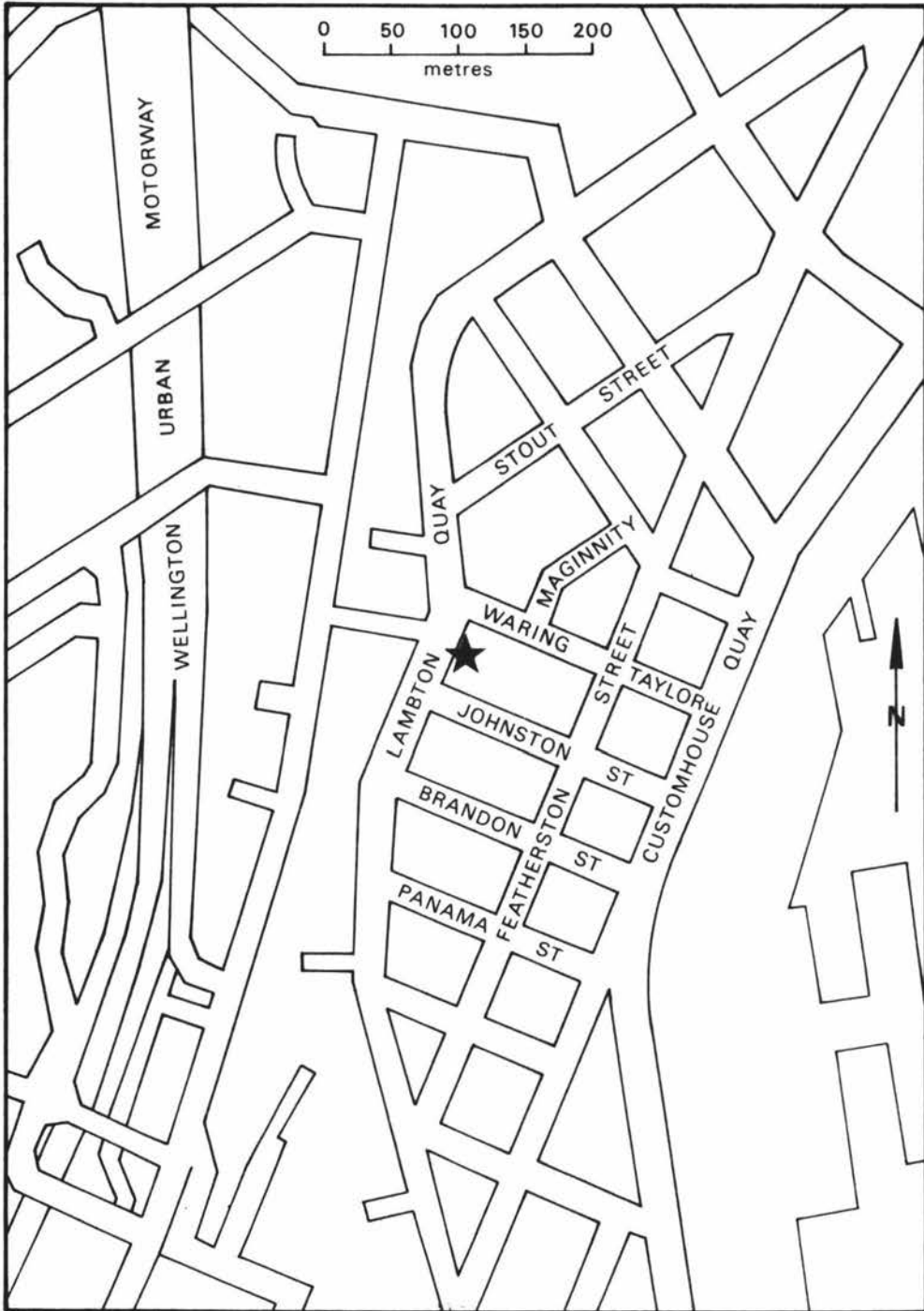
- corner of Lambton Quay and
Johnson St, Wellington

1917-1982

Henry White (Architect)

Site use today: landscaped urban
park and walkway.

Midland Hotel Wellington



Case Study No. 8 – Location Map

FIGURE 12



Plate 12 The Midland Hotel, Wellington.
(Source: The Evening Post , Wellington.)

Historic Places Trust Classification

Classified 'C': a building of such historic significance or architectural quality that its preservation should be encouraged.

Style

An adaptation of the "Spanish mission" style of architecture (Anonymous, 1917, 1003).

Materials

Stucco.

Owner/Developer

Wellington City Council.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Designated for "open space" with underlying zoning of 'central area retail' (Wellington City Council, 1979).

Conservation alternative suggested

Incorporation with park proposal.

Architectural/Historic Significance

The Midland Hotel was designed by Henry White in 1915.

"On account of its simplicity and apparent solidarity which is in marked contrast to the older type of buildings, it attracts attention and creates a suggestion of airiness and cleanliness" (Anonymous, 1917, 1003).

Further, referring to the fire escapes on the street facade "it makes ornamental that which is usually provided as a commonplace utility" (Anonymous, 1917, 1003).

Relief on the building's plain face was provided at the ends and corner by square towers between which was a striking feature in the form of massive metal cornices on each facade. Also there was a suspended awning over the main entrance on the Lambton Quay side.

The HPT classified the Midland Hotel late in 1981 not only because it represented a period of architecture (Spanish mission), but also because the building was illustrative of the social history of Wellington (being the city's most luxurious modern hotel), and for its quality as a landmark in the capital.

In townscape terms the building occupied a strategic position on the curved landscape of Lambton Quay, softening and rounding out the streetscape. On that side of the Quay there was a continuity of facades from the Public Trust building through to Kirkaldies' and D.I.C. "Removing one of them is like removing one of the teeth of Lambton Quay" said Chris Cochran (Cochran in Evening Post, 10.10.81).

Events Leading Up to Demolition

The Midland Hotel was opened in 1920 as Wellington's finest

and most luxurious hotel. It was operated by Dwyers until sold to New Zealand Breweries in 1962. The Wellington City Council assumed ownership of the building in 1979 with the intention of turning the site into an urban park. It was then let to Lion Breweries on a two year lease.

As early as 1974 ideas were mooted involving the possible demolition of the Hotel (Evening Post, 16.9.74). It was not until October 1979, however, that the Wellington City Council announced it was to spend \$1,000,000 in creating a park on the site (Evening Post, 16.10.79).

This decision met with mixed reaction from the press. While on one hand many applauded the "further softening of the concrete jungle" (Evening Post, 16.10.79) and creation of an urban park, there was a faction who claimed that the idea was "expensive, ridiculous" (Evening Post, 17.10.79) and would cost the ratepayer in continuous maintenance, and the city the price of a good piece of architecture and townscape.

The Architectural Centre (Inc.) in a formal objection to the proposal questioned 'the Mid' property as being the best site for an inner city park and demanded investigation of alternative locations (Wellington Regional Committee HPT, 13.10.80).

The Lion Breweries' lease expired and the hotel was closed in October of 1981. In August the Town Clerk stated, however, that no decision had yet been made on the hotel's possible demolition (Evening Post, 6.8.81).

Later, at its September meeting, a firm intention by the City Council to have the Hotel demolished as soon as possible was evident. This decision prompted the establishment of a group seeking a stay of demolition, comprising representatives of the HPT (local committee), the Civic Trust, and the Architectural Centre (Inc.). This 'Save the Midland' group offered an alternative proposal which involved creating

a small park on a site between the Hotel and Waring-Taylor Street and restoring the building itself. The proposal would have retained the continuity of the facades on the outside curve of Lambton Quay (Evening Post, 10.10.81).

On 12 October 1981 the Evening Post advised that the HPT had approved a 'C' classification for the Midland Hotel. Although this action afforded no legal protection for the building, it did validate the claims of conservation groups who called for the retention of 'The Mid' for its townscape, architectural, and socially historic value.

Wellington's Mayor at the time deemed the HPT's move as that of "a lot of eleventh hour Charlies" (Evening Post, 12.10.81).

It then became evident that the Council was not unanimous in its support for the proposal to demolish the Hotel and replace it with a park. Councillor Helen Ritchie (supported by Councillor Noonan) sought a six-months reprieve for the building so that Council could look at all the development options. Indeed, an Evening Post editorial stated that this "lack of any sort of real plan for development in places like Lambton Quay is most upsetting" (Evening Post, 13.10.81).

Councillor Ritchie was very active in researching alternatives to demolishing the Midland Hotel. On 6 November she put forward two such plans to Council. One of these proposals incorporated a smaller more intimate park, conservation and renovation of the Midland, and provided a greater number of car parks (at lesser cost) than the Council's scheme. The Council, however, rejected the proposal (Evening Post, 7.11.81) and consequently tenders for demolition were invited up until 4 December 1981.

Despite this final decision having been made, the 'Save the Midland' group went ahead and prepared a report outlining why the Hotel should be saved, including a preliminary

assessment of the building's structure, and the economics of the various options (Evening Post, 14.11.81).

A tender for demolition was accepted by the City Council on 4 December 1981 for \$200,000 (The Dominion, 5.12.81).

A month later in early 1982 the entire site was cleared of buildings and now an urban park is on the site, "although it looks like a grass-topped mausoleum to me" (Burton in Evening Post, 13.4.83).

Discussion

Martin Hill, discussing plans to demolish the Midland Hotel and create a park on the site claimed that "little research or thought seemed to have gone into the Council's proposal" (Hill in The Dominion, 5.10.81).

Although the Council had resolved as early as 1978 to look into developing a park on the Midland site, it was not until 6 November 1981 (when dates had been finalised for demolition and the advertisement calling for tenders had been drawn up) that,

"Council officers [had] been asked to urgently report on development of the site, including possible provision for underground carparking, and a pedestrian shelter" (The Dominion, 7.11.81).

Coincidentally, the City Art Gallery hosted a seminar, 'The High Rise of Lambton Quay' in early October, and it was possible that it was the recency of this display fresh in their minds which prompted the 'Save the Midland' group to question the choice of the Midland site for a park and the cost of such a valuable piece of townscape.

When questioned by the group it appeared that the Wellington

City Council had investigated alternative sites. Many of the reasons that these sites had been discarded as unsuitable, however, were also sound reasons not to use the Midland Hotel site. A site on the west side of the Quay was rejected, for example, because it would break up the continuity of the facade:

"exactly the same thing applies to the eastern side of the Quay...on that side there is a continuity of facades from the Public Trust building through to Kirkaldies and the DIC" (Cochran in Evening Post, 10.10.81).

Whereas the size of the park was a variable able to be negotiated, perhaps (a smaller one would have allowed retention of the Midland Hotel), the need to create a park at all was questioned:

"alternatively foot-path widening, tree-planting, and seating would create an atmosphere where people could stroll or chat" (Hill in The Dominion, 5.10.81).

But the Council appeared unmoved - a park they wanted, the Midland they did not want - the creation of an urban park on that site was myopically pursued. There was no evidence of any investigation, or feasibility study to look at a possible modification of proposals so that a compromise could be reached (such as a smaller park, and conservation of the Hotel). The question was not put to the people of Wellington, yet the cost of the park was at one time estimated to be as high as \$2,000,000 (Wellington Regional Committee HPT, 12.10.81) with ongoing maintenance costs.

"Instead decisions have been made in secret, as the last one to demolish, and the public, now the decision is known, is being stifled and attacked instead of being listened to" (Ritchie, letter to Editor, The Dominion, 6.11.81).

As a publicly owned historic building in a strategic location, the upgrading and reuse of the Midland, in conjunction with a small urban park, could have provided an excellent amenity for Wellington and enhanced the ever diminishing distinctive character of Lambton Quay as the downtown heart of New Zealand's capital.

Conservation Problems Exemplified

1. Neither feasibility study nor structural assessment put forward. (see Part 3-A4)
2. Owner (in this case a local authority) reluctant to consider development alternatives. (see Part 3-B3)
3. Local authority not involving public in decision-making regarding the future of a publicly owned historic building. (see Part 3-B4)
4. Though classified by HPT, the building was not registered on the D.P.S. as being of historic interest. (see Part 3-B5)

Case Study 9

258-260 ORIENTAL PARADE

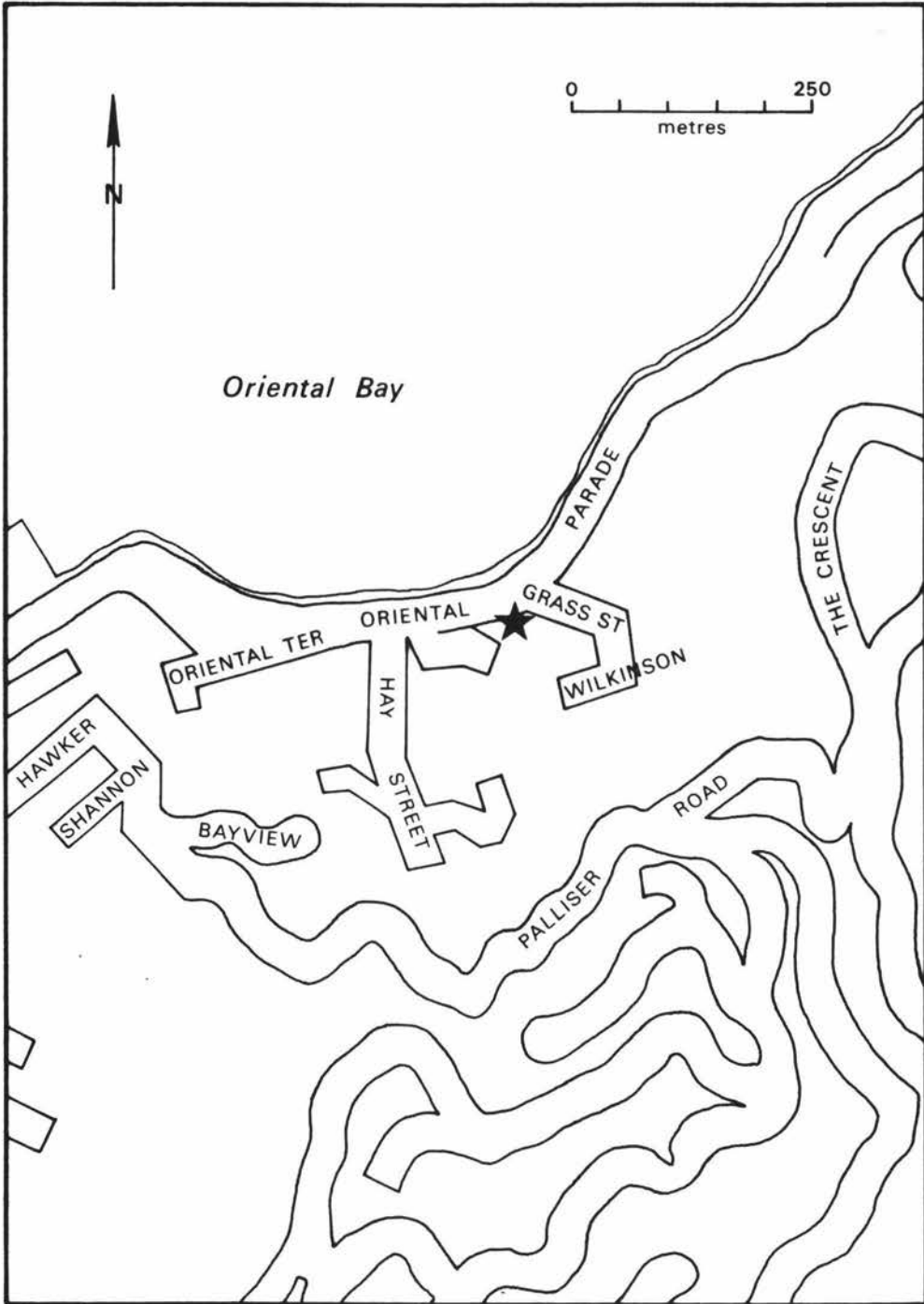
Wellington

1878-1983

(Architect Unknown)

Site use today: high rise residential
tower block

258 - 260 Oriental Parade Wellington



Case Study No. 9 – Location Map

FIGURE 13

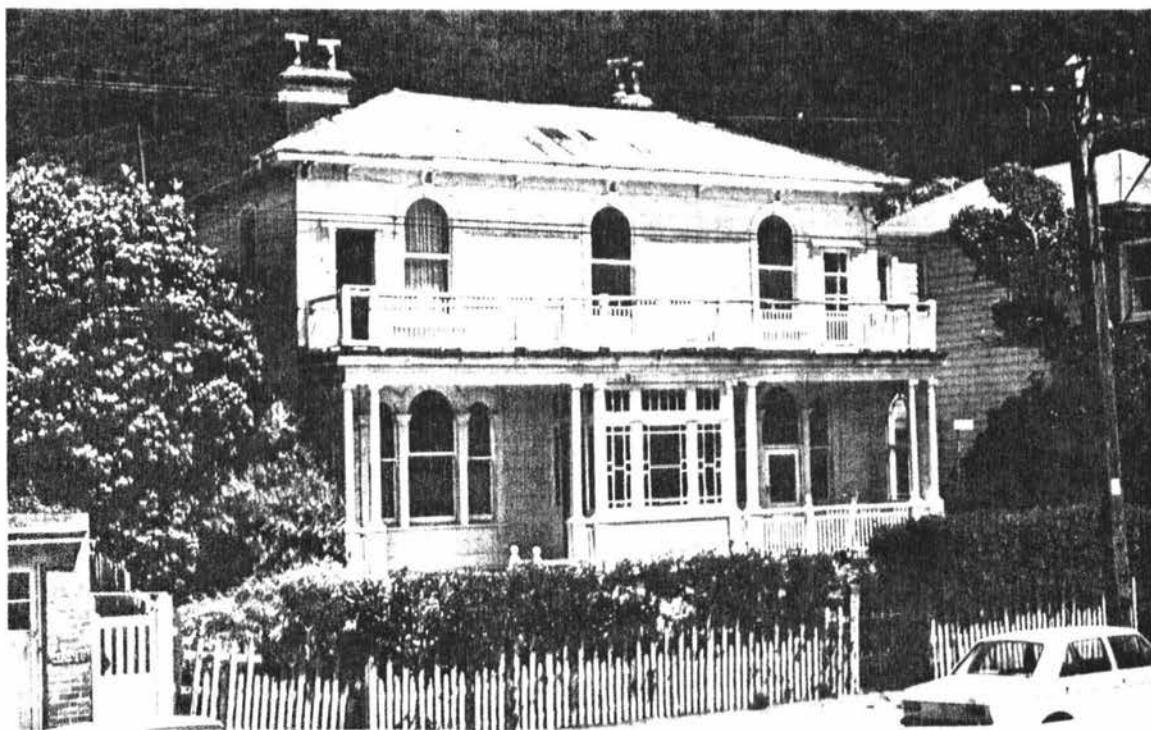


Plate 13 The Colonial cottage at 258-260 Oriental Parade, Wellington.
(Source: Evening Post, Wellington.)

Historic Places Trust Classification

Classified 'C': a building of such historical significance or architectural quality that its preservation should be encouraged.

Style

Colonial residential architecture.

Materials

Timber.

Alterations since built?

Converted into flats in 1944, otherwise externally unaltered.

Owner/Developer

Chapman-Tripp Securities.

Listed in District Planning Scheme's Register of Historic Places?

Yes (Wellington City Council, 1979).

Zoning of site at time of demolition

Residential (Wellington City Council, 1979).

Conservation alternative suggested

Incorporation with proposed residential development.

Historic/Architectural Significance

The house situated at 258-60 Oriental Parade, Wellington, had both historical and townscape value.

In 1878 Robert Clarke Shearman bought the site and subsequently built there. Shearman was one of the more important figures in nineteenth century New Zealand police history. He was appointed Commissioner of Police in the Canterbury Province in 1862, and later in 1876 as Superintendent in charge of the North Island police.

In townscape terms, Oriental Bay was one of Wellington's earliest settled areas. Today very few homes built prior to 1900 remain. No.258-60 Oriental Parade was one of the first homes to be built in Oriental Bay and it was the opinion of the HPT that it was the best remaining example of the once typical pre-1900 residential architecture (Stratton, 1982).

Events Leading Up to Demolition

Wellington City Council disclosed its Reviewed D.P.S. in May of 1979 (Wellington City Council, 1979). No.258-60 Oriental Parade was listed in the Review as being a place of historic interest in category 'B': a category in which objects and places have such significance that their preservation be regarded as of local importance.

It is understood that the owners of the property, Chapman-Tripp Securities, made no objection to this registration (Stratton, 1982). It may well have been that the owners were unaware of the implications of this registration, as the City Council's Town Planning Department was first approached with plans for the redevelopment of the site as long ago as 1969.

Since then various schemes had been submitted, all of which naturally inferred the demolition of the existing buildings.

Perhaps it was due to this long-standing insecurity of the fate of the house that there was little public attention focussed on attempts to save the building. It was not until the fate of the building had been sealed in early June 1982 (by the Town Planning Committee of the City Council approving an application to demolish the building), that some newspaper coverage was given the issue. This was, however, largely retrospective and did little to delay the final demolition permit being issued in February 1983.

The HPT decided not to take the Council's decision to appeal, because of lack of funds (Evening Post, 19.6.82) and consequently the house at 258-60 Oriental Parade was demolished in 1983.

Discussion

The planning Tribunal has repeatedly stated that if the owner of an historic building suffers financial loss because of the restrictions placed on him in respect of registration, then the local authority must either delete that item from its register or purchase the building. This ruling is all the more severe for conservationists when the building is on a valuable city site, as was the case for 258-60 Oriental Parade. The owners would have demanded a large amount in compensation for potential development rights denied them.

At the Town Planning hearing, Mr Stratton put forward an alternative solution to the problem showing how if only 260 Oriental Parade was demolished, a suitable redevelopment could be designed for the site incorporating the requisite number of flats and adequate parking spaces. If this was shown to be feasible then:

- no hardship or loss would occur to any of the various demands on the site
- this alternative development could prove to have been equally profitable
- this alternative development would provide apartments with the amenity value envisaged.

Legally neither the Wellington City Council nor the developer was obliged to consider such an alternative to demolition. The success of such proposals requires a cooperative and willing owner, and a Town Planning Committee sympathetic to any dispensations which may be required. This is a direct consequence of the inadequacies of the present legal and economic forces at play in the field of building conservation.

Conservation Problems Exemplified

1. Limited funds made available for preservation of buildings. (see Part 3-A1)
2. Inadequacy of legislation:
 - in not prescribing source of revenue for HPT. (see Part 3-A1)
 - in not providing compensation for owners. (see Part 3-A2)
 - in not requiring consideration of alternatives to demolition. (see Part 3-A4)
3. Owners unsympathetic to preservation of buildings. (see Part 3-B3)

Case Study 10**NELSON PROVINCIAL
COUNCIL CHAMBERS**

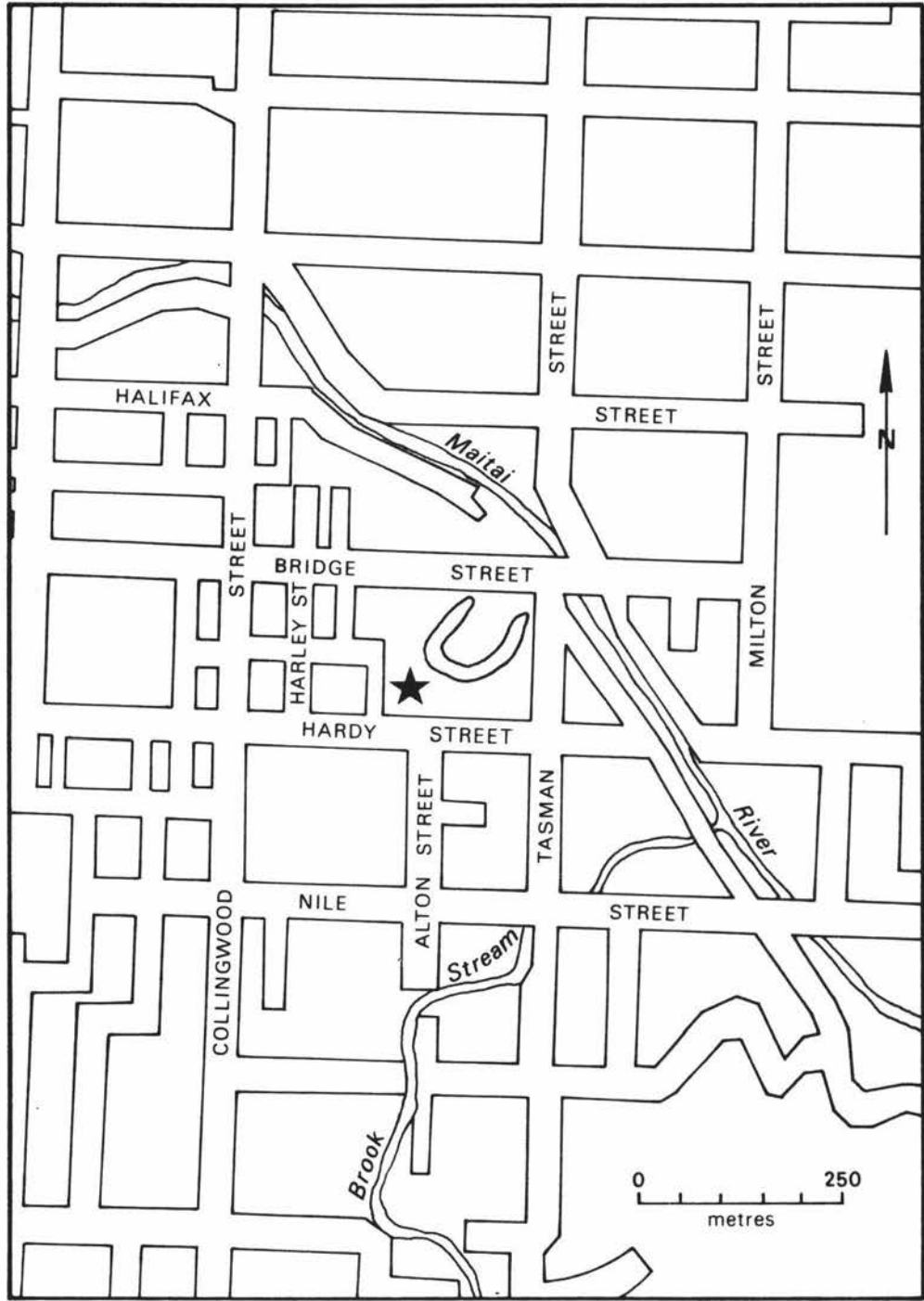
- Bridge St, Nelson

1886-1969

Maxwell Bury (Architect)

Site use today: Justice Department
Building

Nelson Provincial Council Chambers Nelson

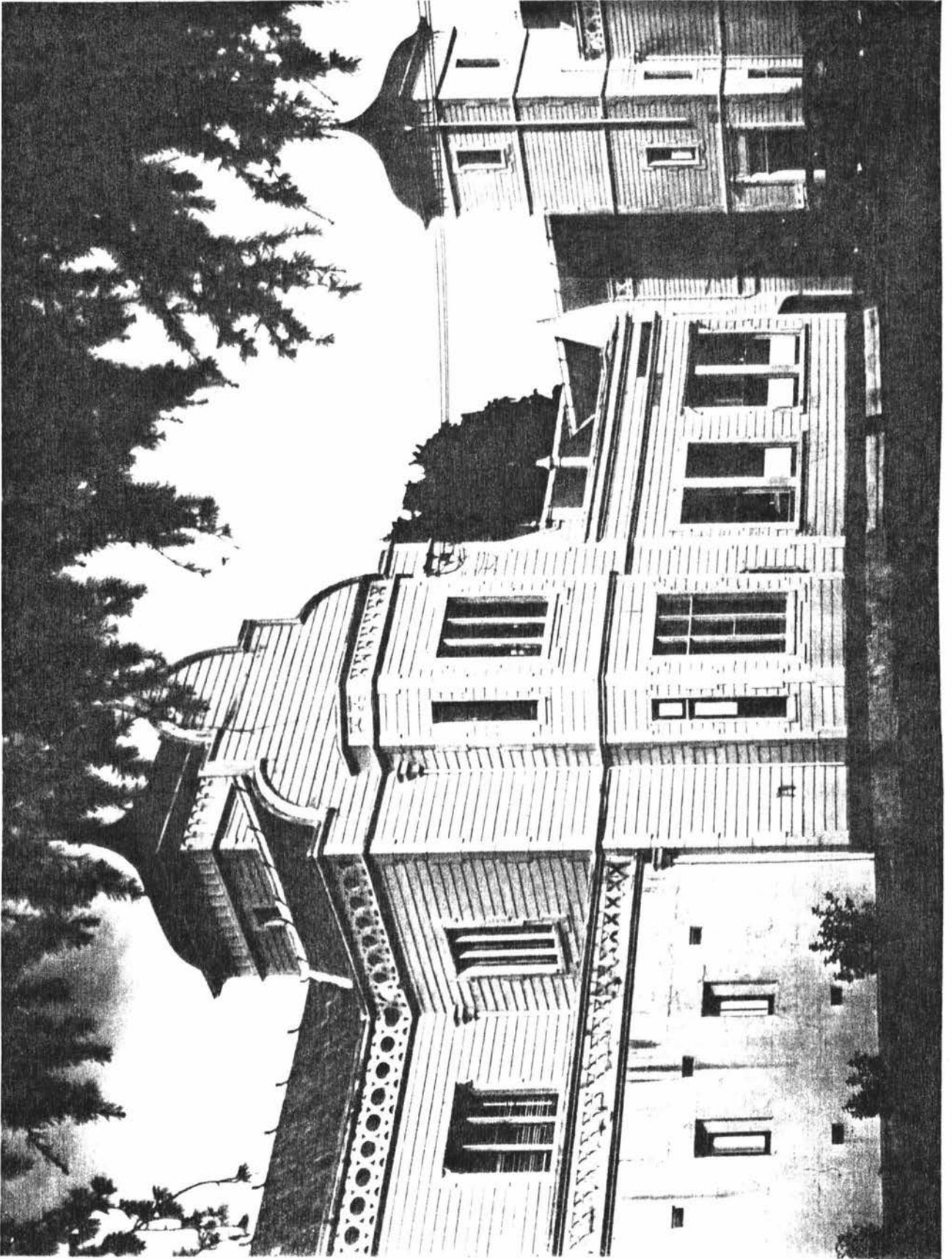


Case Study No. 10 – Location Map

FIGURE 14

Plate 14 The Nelson
Provincial Council
Chambers - a huge
wooden structure.

(Source: G.C. Wood
Studio Ltd., Nelson.)



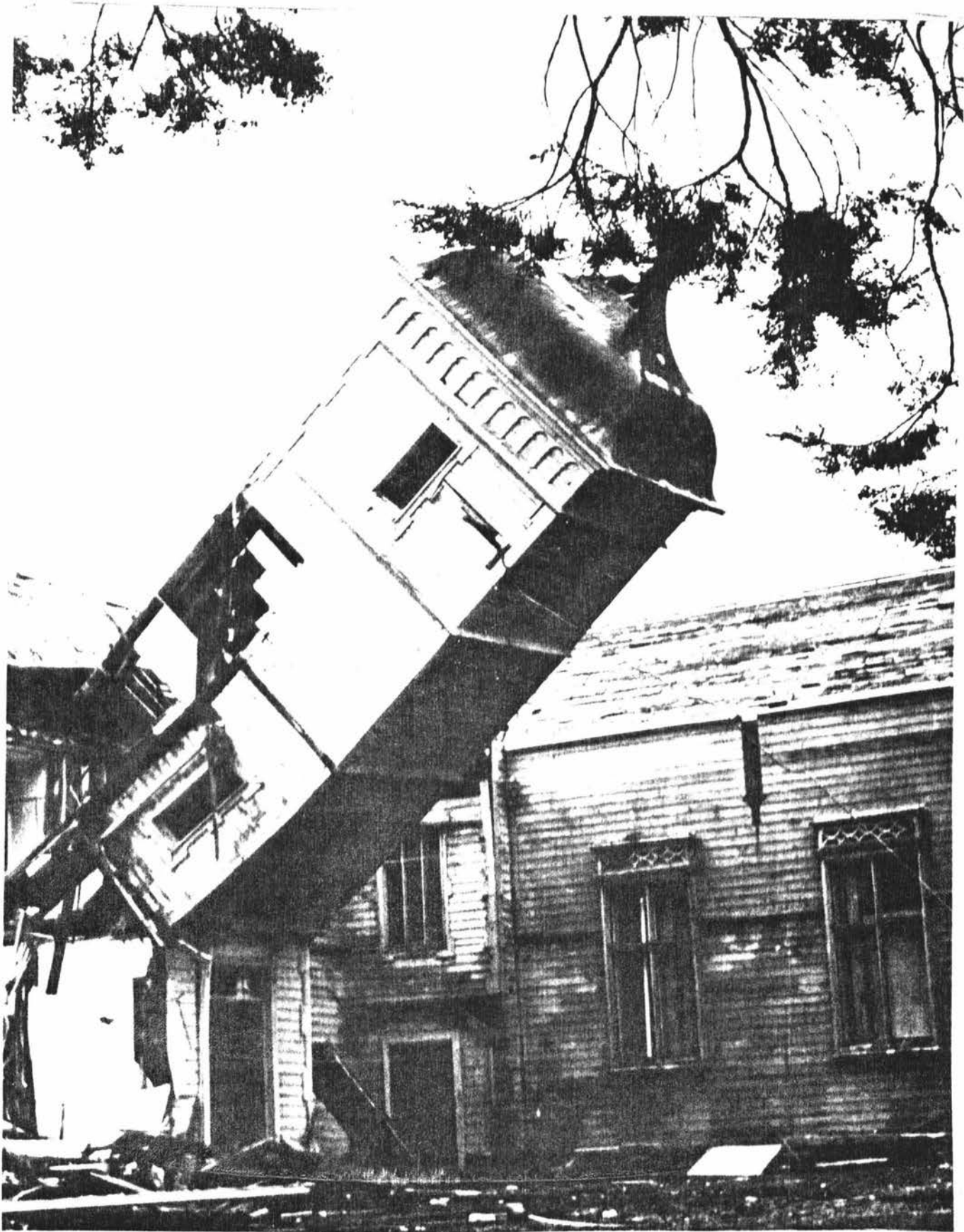


Plate 15 ...going, going...the demolition of the Nelson Provincial Council Chambers in 1969. (source: G.C. Wood Studio Ltd., Nelson.)

Historic Places Trust Classification

Uninspected at the time of demolition, though in retrospect Nelson Provincial Council Chambers would have warranted classification.

Style

Designed on the Jacobean architecture of 'Aston Hall', Warwickshire, England.

Materials

Wooden.

Alterations since built?

Additional wings later built.

Owner/Developer

Crown - Justice Department/M.O.W.D.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Land designated 'government administration centre' but an underlying zoning of 'commercial' (Nelson City Council, 1967).

Conservation alternative suggested

Continued government use; partial lease for catering firm.

Historic/Architectural Significance

The Nelson Provincial Chambers building was designed by Maxwell Bury and the foundation stone laid in 1859. By 1969 it was one of the only two remaining Provincial Council Chambers left standing in New Zealand (the other being in Christchurch).

Maxwell Bury designed buildings in Nelson, Dunedin, and Christchurch. In the latter, also with partner B.W. Mountford, Bury was considered the only architect of real note practising in the 1960s (Stacpoole, 1976). In Dunedin Bury was responsible for the grey stone university building (1878) and Professorial Houses (1879).

The Nelson Provincial Council met in the Chambers between 1861 and 1875 during the short-lived experiment of provincial autonomy in New Zealand.

The Provincial Chambers had townscape qualities as well as historic,

"with elaborate silhouette of towers and gables making for a pleasing contrast with the rectangular buildings alongside" (Nelson Historical Society, 1966, unnumbered pages).

Events Leading Up to Demolition

In July of 1958 the Nelson Regional Committee of the HPT was informed that the government intended modernising the Council Chambers for the sole use of the Justice Department. The Committee passed a resolution to press for retention of the buildings essentially in their current architectural state and form (NZHPT 8/6/6, 31.7.59).

Following an inspection of the buildings in May of 1959, however, the Committee found that the building was in such a poor structural state that nothing sort of virtual rebuilding would restore it to a sound condition. It was felt that such a proposition would hardly have been economic. The Committee passed a motion to that effect and this sentiment was endorsed by the HPT head office in Wellington.

The M.O.W.D. advised accordingly in June of 1959 that planning for a new Courthouse and demolition of the Council Chambers would proceed (NZHPT 8/6/6, 19.6.59).

Chairman of the Nelson HPT Committee (architect and town planner, Mr A. Bowman), was very much opposed to demolition however, and he called for the public to express its opinion (Nelson Evening Mail, 30.11.65). He felt that this was an opportunity for the government to save some money and renovate rather than rebuild.

'Public opinion' was sought (of a kind). On 11 December 1965 the Nelson Evening Mail published results of a 'survey' where twelve Nelsonians were asked their opinion as regards the possible future of the Council Chambers. Although an overwhelming majority of eleven favoured demolition of the building, the integrity of such a narrow survey must be questioned.

On 23 March 1966 the Nelson HPT Committee reaffirmed its decision to take no further action in pressing for the preservation of the Chambers (NZHPT 8/6/6, 23.3.66, meeting minutes).

Meanwhile the Nelson Historical Society had formed a committee of concerned individuals and proposed retaining all but the very dilapidated south wing. A booklet commissioned by the Society made proposals for the building's reuse and hoped to reawaken sufficient interest in its

retention so that a stay of sentence might be granted (Nelson Historical Society, 1966).

By this time the Nelson Provincial Council Chambers were empty pending demolition.

Following a public meeting convened by the Historical Society, it was agreed that a determined effort be made to save the Provincial Chambers from demolition.

The HPT was asked to reconsider its stance and consequently decided to "strongly support the preservation of the Provincial Buildings, Nelson, if this is at all practicable" (NZHPT 8/6/6, 10.11.66). The Trust also called for an independent inspection of the buildings which was carried out by Mr K.R.C. Rowe of Structon Group Architects. Mr Rowe in concluding his report felt that "the preservation of the Provincial Buildings at Nelson should be undertaken in the public interest" (Rowe, 1966, 7). This attitude was endorsed by the HPT in July of 1967, and by the Nelson City Council also (Nelson Evening Mail, 29.11.68).

The government was not prepared, however, to incur the substantial expenditure necessary to preserve the building - especially when it did not envisage any future government use for the building (NZHPT 8/6/6, 23.5.67).

Meanwhile the building's condition was deteriorating rapidly and tenders for demolition were called at the end of November in 1968.

Demolition of the Council Chambers seemed imminent but was delayed by the M.O.W.D. to see if Nelsonians could come up with any viable plan for its retention. In March 1969 the government decided to offer the building to the Nelson City Council, along with a \$60,000 grant if Council would accept full responsibility for the building's upkeep (Nelson Evening Mail, 18.7.69).

A newly elected Council declined the offer, however, despite the former Council favouring preservation (albeit by the Mayor's casting vote in favour of retention). The \$60,000 offered by the government was far short of the cost of bringing the Provincial Chambers up to standard. It was felt that inevitably ratepayers would have to foot the balance of the bill - a small fortune which Nelson was unwilling to pay to remedy years of government neglect. Moreover, the imposed condition of the grant was that the land on which the building stood would remain Crown property, so that if it was ever demolished (or fell down) the land would revert back to the Crown (Bell, 1978).

The government, unwilling to bypass the Nelson City Council's decision, proceeded with the demolition which was carried out in September 1969 - just 110 years after the foundation stone was laid.

Discussion

It was eleven years from the time that modifications to the Provincial Council Chambers were first suggested, until the building's eventual demolition in 1969. This is not to say that demolition should have been more promptly executed. But it does demonstrate the delays and procrastination involved in the decision-making processes of a bureaucratic system. Further, in those eleven years three of the four major parties involved (HPT, Nelson Regional Committee HPT, M.O.W.D., and the Nelson Historical Society) changed their stance from pro-conservation to anti-conservation or vice versa. The exception was the Nelson Historical Society whose constant determined campaign was unsuccessful.

The HPT appeared to half-heartedly push for preservation - once it had made a firm decision, The Trust must take criticism for its readiness to surrender to pressure from the government so early in proceedings. If the Trust had

strongly backed preservation efforts at an early stage, the outcome may have been quite different.

It is hard to gauge the level of support that retention of the building had locally. The 'survey' carried out by the Nelson Evening Mail in December 1965 can be largely discounted as the method used for sampling was completely biased and non-random: to the point that the participants were hand-picked. Ms K. Galletly in her thesis, however, on the preservation of historic buildings unwisely uses this survey as an indication of lack of local support in Nelson for keeping the building (Galletly, 1982).

In early 1966 the Nelson Historical Society convened another public meeting. Those present were reportedly unanimously in support of retaining the building. Contradictory reports, therefore, have been put forward regarding local opinion on the issue.

The government's attitude throughout seems to have been negative. Faced with the independent report by Rowe (Rowe, 1966) an inspection of the building (throughout which he was accompanied by a M.O.W.D. architect), the government chose to ignore its recommendations. Further, it would appear that it was only after considerable badgering by interested groups and individuals that the government was prepared (as late as 1967) to look at alternatives to demolition.

Plans to lease the building (or parts thereof), to a local catering firm were looked at and later discarded. This rejection was more because of the restrictions on modifying the building imposed by the HPT rather than by government according to Galletly (1982), who criticises the HPT for its uncompromising stance in such a desperate situation.

The government's final gesture was to offer the building, along with a considerable grant, to the Nelson City Council.

At no stage, though, did the government use its own initiative to encourage conservation of the building - one which is a very vital part of that very body's history. This lack of government interest in and commitment to the Nelson Provincial Council Chambers was largely irrational, as rebuilding would not have been any cheaper than renovating had the will been there. The Nelson Evening Mail put the cost of bringing the building up to standard at around \$160,000 (Nelson Evening Mail, 2.12.68).

So the government had made its final gesture - the 'financial brick wall' inevitably loomed up and lack of funds ultimately sealed the fate of the historic period piece.

This was a classic case of procrastination and delay. The buildings, lying vacant, became very dilapidated, and the government had dug its toes in as regards further public expenditure. It has been dubbed by Corry as "an example of New Zealand's apathetic approach to keeping worthwhile examples of old architecture" (Corry, 1979, 1).

In retrospect the demolition of the Nelson Provincial Council Chambers has been widely cited as one of the tragic losses of historic buildings in New Zealand - something which never should have happened (Bell, 1978; Galletly, 1982; Hill, 1976; Stacpoole, 1971, 1976, 1982).

This thesis is a further addition to this list.

Conservation Problems Exemplified

1. Lack of feasibility study comparing cost of renovation to that of demolition and reconstruction.
(see Part 3-A4)
2. Procrastination and delay in the decision-making process causing further decay of building.
(see Part 3-B1)

3. Lack of positive government action in favour of the conservation of historic buildings.
(see Part 3-B1)
4. Reluctance to commit present and future local public funds to the retention and maintenance of an historic building.
(see Parts 3-B1 and 3-B4)
5. Lack of appreciation (and action on that appreciation) of the great loss that demolition of such an historically significant building represents.
(see Part 3-B2)
6. Building in poor physical condition.
(see Part 3-B3)
7. HPT's lack of strong and consistent efforts to save the building.
(see Part 3-B5)

Case Study 11

FLEMINGS MILL

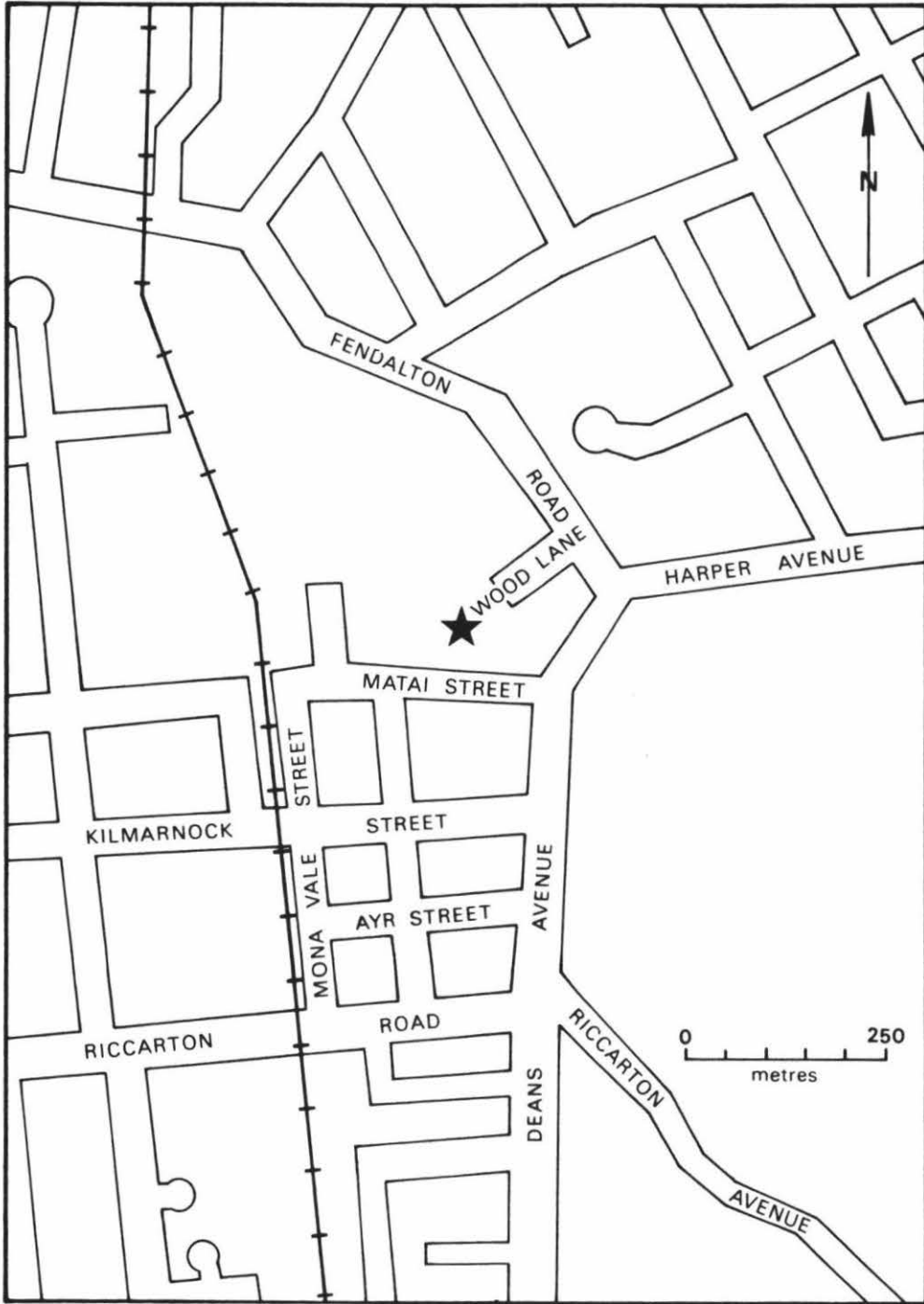
- Dean's Ave, Christchurch

1861-1974

(Architect Unknown)

Site use today: site clearance

Flemings Mill Christchurch



Case Study No 11 – Location Map

FIGURE 15



Plate 16 Flemings Mill, Christchurch. (Source: The New Zealand Newspapers Ltd., Christchurch.)



Plate 17 The demolition of Flemings Mill. (Source: Christchurch Press Co. Ltd.)

Historic Places Trust Classification

The HPT's Buildings' Classification Committee visited Flemings Mill in 1974, but because of its imminent demolition, decided not to classify the building. In retrospect, however, the structure would have warranted a 'C' classification (Cattell, 1983): a building of such historic significance or architectural quality that preservation should be encouraged.

Style

Industrial architecture.

Materials

Weatherboard.

Alterations since built?

Up until 1880 Flemings Mill was water powered; steam turbines were then installed. In 1889 the original French stones were replaced by steel rollers.

Owner/Developer

Flemings & Co. Ltd.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Site designated for 'educational purpose' with underlying residential zoning (Christchurch City Council, 1972).

Conservation alternatives suggested

Incorporation with proposed Girls' High School, incorporation with Mona Vale Reserve.

Historic/Architectural Significance

Flemings Mill (also known as Woods Mill) was constructed in 1861 by Mr William Derisley Wood, a pioneer in the milling industry, and a man closely connected with local Christchurch history. Wood made a cut across a loop in the Avon River and constructed a weir, in turn creating the Mona Vale millpond.

At the time of its demolition in 1974 the mill was the only surviving flour mill building from the 1860s in Canterbury, where few historic industrial buildings remain. The water turbine which drove the flour mill since 1880 was still intact and in working order as late as 1972. The plant known as 'five-stack capacity reform rotary mill' was the first of its kind in Christchurch, and possibly New Zealand.

Events Leading Up to Demolition

In July 1972 an article in a Christchurch paper (The Press, 12.8.72) inspired Mr S.H. Wood (grandson of W.D. Wood) to write to the HPT, drawing its attention to the original Woods mill under the threat of demolition, as the Department of Education had designated its site for the relocation of the Christchurch Girls' High School.

The Canterbury Regional Committee of the HPT consequently took an interest in the building and convened a 'Woods Flour Mill Subcommittee' to inspect the building and assess its potential for presentation. The Subcommittee reported back on 2 May 1973, and the Regional Committee resolved it to be highly desirable that the mill be preserved. Because of the substantial costs involved, however, the Committee asked for direction from the HPT as to the extent

of support to be offered (CRCHPT¹, 2.5.73, meeting minutes).

Consequently the Director of the HPT appealed to the Minister of Education for assistance in delaying the demolition of the historic flour mill (NZHPT 5/19/4, 10.5.73). The situation was complicated, as before the land could be handed over to the Crown for the proposed secondary school, the Riccarton Borough Council required the owners (under a bond of \$25,000) to demolish all non-residential buildings on the site. It was a delay in this demolition requirement which the HPT sought so that the preparation of preservation proposals could be made.

Tenders for the demolition of the mill and surrounding buildings were called for just over a week after the HPT's appeal to the Minister of Education (The Press, 19.5.73).

Although the HPT did not have a written report on the condition of the building it was felt that restoration of the mill could be feasible, and the machinery could be restored to working order (CRCHPT, 21.5.73).

At that time the Department of Education had asked the M.O.W.D. for a delay in the demolition of the building, and it had been suggested that providing the M.O.W.D. or the HPT take over the bond from Flemings and providing some amount was agreed to (being the estimated cost of demolition), then it might be possible to delay the demolition and enable the Trust to inspect the mill and consider whether restoration was feasible.

The Christchurch Civic Trust also approached the Riccarton Borough Council and the Christchurch Girls' High School, calling for the salvation of the mill buildings.

The fate of the mill was further discussed at the HPT's meeting at the end of May 1973 at which a report on the building from the District Architect for the M.O.W.D. was tabled. The resulting press release was optimistic

¹ CRCHPT - The Canterbury Regional Committee of the Historic Places Trust

about the possibility of saving the mill and expressed hope that it could be either incorporated into the Mona Vale Reserve, or used by the proposed Girls' High School (CRCHPT, 5.6.73, press release).

The HPT indicated that some financial support would be forthcoming, and proposed to meet with representatives of the Education Board, M.O.W.D., Riccarton Borough Council, and Christchurch Girls' High School, on the site to discuss the issue.

Headlines in the Christchurch Star on 7 June 1973 warned that the HPT decision to preserve Flemings Mill "could mean the end of Christchurch Girls' High School" (Christchurch Star, 7.6.73). The regional superintendent of the Education Board claimed that there was not room for both the proposed college and the old flour mill on the site bought by the Education Department. The School's Board of Governors was most emphatic that it would take any action necessary to ensure that the site was used for the school's relocation, finding it

"absurd that any old building; no matter how historic, should affect the location of a school which will serve the community" (Christchurch Star, 7.6.73).

It was at this critical stage, in June of 1973, that a report on Flemings Mill was released by engineers Andrews and Beaven Limited (CRCHPT, 26.6.73, engineering report).

This report revealed:

- that the building would require a very large sum of money to restore
- much of the structure was in poor condition and rotting in places
- with the external renovation necessary the building would differ from its original concept.

At this time, unaware of that engineering report, the Canterbury Regional Committee HPT had reassessed the possibility and expense of restoring the building. It was decided that due to the costs and lack of original machinery left in the building, no further action would be taken by the Committee (CRCHPT, 27.6.73, file note). That decision was endorsed by the head office of HPT - a move which drew harsh criticism from Mr Simon Wood, initial instigator, of the move to preserve the building (Christchurch Star, 29.6.73).

Nevertheless the old Flemings Mill was demolished early in November 1974.

Discussion

The controversy surrounding the demolition of Flemings Mill reflects poorly upon the organisation and credibility of the HPT's efforts to save threatened historic buildings.

Firstly, on 12 July 1972 Mr Simon Wood wrote to the HPT drawing its attention to the possible fate of the mill; even the Secretary of the Canterbury Regional Committee HPT commented that it was 'regrettable' that it was not until April 1973 that a subcommittee inspected the building (CRCHPT, 21.5.73). Within that nine months the mill would most certainly have deteriorated in condition and could quite possibly have been demolished. As it was tenders for demolition were called on 19 May 1973. Given this nine month delay in decision-making, the Canterbury Regional Committee of the HPT was inactive in rallying public support to preserve the mill.

Time is of the essence therefore, and the preparation of constructive alternatives to demolition is the key to campaigning to save buildings. Any time available must be used carefully to advantage by the regional committees

of the HPT.

Secondly, in looking at issues which arise in the Flemings Mill case are the varied and contradictory reports of the condition of the building, and the machinery in it.

The initial optimistic report by Ken Coates in the Christchurch Press claimed the mill was structurally sound and the water mill intact and in working order (Coates, 1972). The findings of the Subcommittee of the Canterbury Regional Committee HPT were more critical of the structural condition of the building and suggested that the expense involved in its restoration would be significant (CRCHPT, 2.5.73, meeting minutes). The head office of HPT advised the Minister, however (albeit very cautiously), that the "preliminary examination of the building indicates that restoration would be feasible" (CRCHPT, 10.5.73).

Contrary reports and opinions, insufficient information, and lack of accurate facts regarding the condition of the building, possible costs of restoration, and the condition and amount of machinery in the mill are evident throughout discussion over the building. It is evident that the HPT, and any historic building's owner require ready access to accurate and expert information and assessments. The Trust must be seen to operate as a consistent, credible (in terms of accurate information and assessments on buildings), and firm organisation. Resources should be made available to allow the Trust to effectively carry out its functions, while enjoying the status of a worthwhile and autonomous body, rather than a body which, because of limited funds and legal backing, must resort to persuasion and last minute appeals to save buildings at risk.

Another matter arising from this case, and which has been touched upon earlier, concerns the preparation of a structured assessment of the building. This was not produced, for Flemings Mill until the end of June 1973, even though the HPT had become involved nearly a year earlier.

By the time this assessment had been made both the Canterbury Regional Committee, and the head office of the HPT had committed themselves to a course of attempting to save the building. A structural report on the condition of any building should be a prerequisite to the Trust's involvement in preservation negotiations. It seems logical to assess the structural possibility of conservation before committing resources to that end. As was the case here with Flemings Mill, should a structural report reveal that restoration is neither economically feasible and/nor structurally possible, then the HPT would be justified in taking no further action.

Conservation Problems Exemplified

1. Inadequacy of Regional Committee HPT in effectively and consistently organising any conservation campaign. (see Part 3-B5)
2. Lack of accurate and sound information regarding the contents and structure of the building (including the dilatory presentation of a structural report). (see Part 3-A4)

Case Study 12**RESTHAVEN
EVENTIDE HOME**

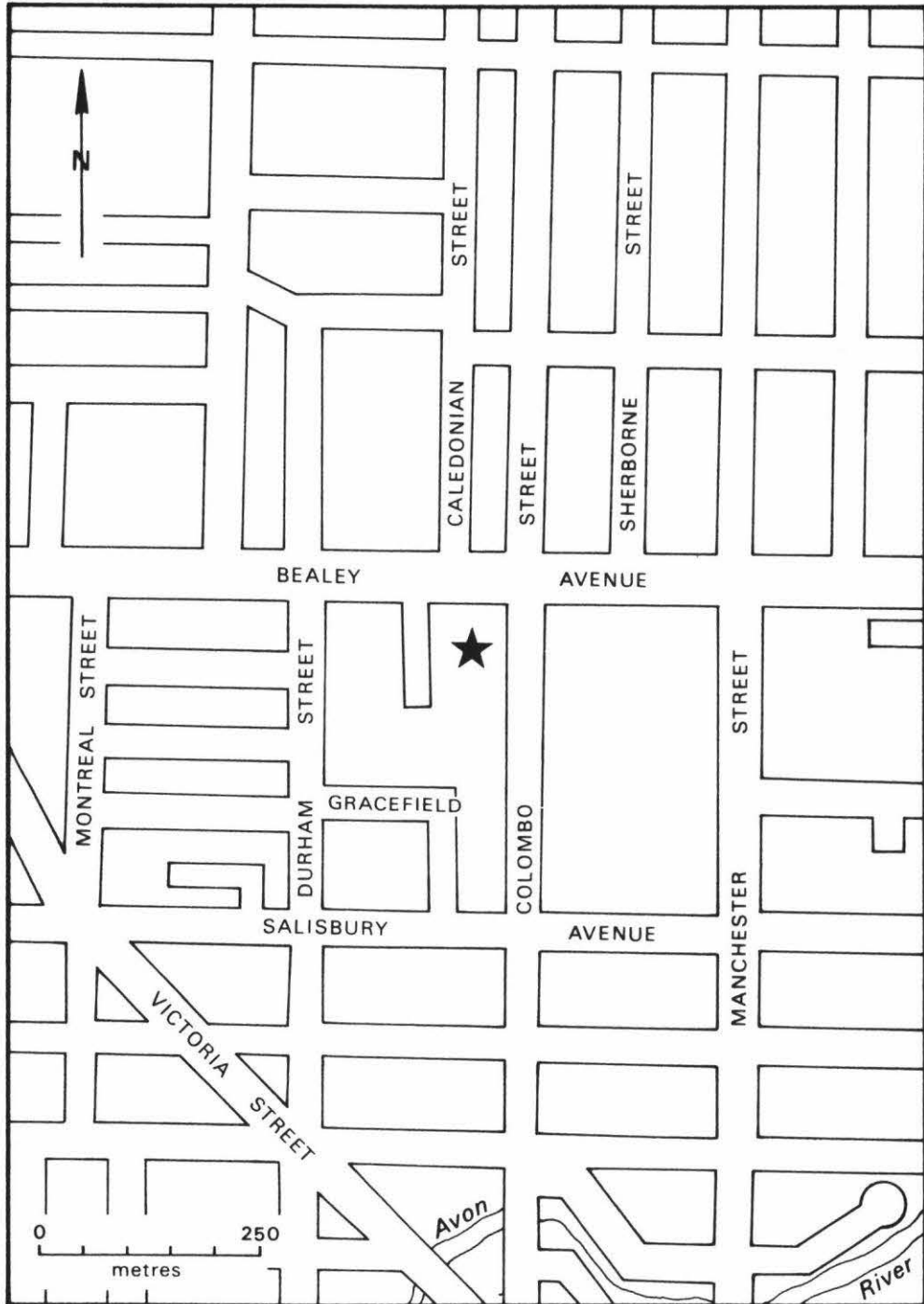
- 901 Colombo St, Christchurch

1906-1978

E.H. and R.W. England (Architects)

**Site use today: single storey complex
for accommodation for the elderly.**

Resthaven Eventide Home Christchurch



Case Study No. 12 – Location Map

FIGURE 16



Plate 18 The Resthaven Eventide Home, Christchurch.
(Source: The Star , Christchurch.)

Historic Places Trust Classification

Resthaven Home was uninspected and unclassified by the HPT, which in retrospect, however, feels that the building would have merited a 'C' or possibly a 'B' classification (NZHPT 6/1/2, 17.11.83).

Style

Edwardian.

Materials

Timber, and a ceramic tiled roof.

Alterations since built?

The entrance way had been altered and an exterior fire escape constructed.

Owner/Developer

Salvation Army.

Listed in District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Residential 4 - inner residential/apartment zone (Christchurch City Council, 1972).

Conservation alternative suggested

Incorporation into a townhouse development.

Historic/Architectural Significance

In 1904 the Resthaven Home property was bought by Peter Grant who built the house probably in 1906.

Resthaven was designed by the architectural firm of the England brothers who were responsible for a large number of timber houses in Christchurch including Mona Vale, a wing of Riccarton House, and the bold Christchurch landmark, Holly Lea (Donnithorne, 1979).

The house was sold in 1927 and eventually the Salvation Army opened it as an Eventide Home for women in 1948.

A.J. Mair describes the building as:

"an attempt at art nouveau with the swirling lines and dominating cupola contrasting sharply with gables, high-pitched roofs, and secondary balconies" (Mair, 1974, No.10).

Alternatively it has been described as:

"a piece of fruity Edwardian - the house has a strange exterior that is unique with the pastiche of shapes and forms derived from a melange of sources" (Christchurch City Council Architect, 1975, unnumbered pages).

Further, the ornate carvings on the ceilings, fancy panelled woodwork and countless stained glass windows give the house a 'classic' atmosphere (Duncan, 1974).

The dominant feature outside, however, was the circular 'onion tower' surrounded by a sweeping ground floor verandah.

Such was the diversity of style and uniqueness of Resthaven that Mair wonders if perhaps the whole design is "in ghastly good taste" (Mair, 1974, No.10).

Events Leading Up to Demolition

"Landmark soon to be demolished" stated The Press in August 1971 (The Press, 26.8.71).

The Salvation Army which had used Resthaven as an eventide home since the late 1940s claimed that the house was becoming entirely unsuitable as accommodation for the elderly and constituted a high fire risk.

The Salvation Army claimed to have weighed the 'pros and cons' of preserving the Resthaven Home and concluded that the building had to go (Christchurch Star, 23.3.74). The final plans awaited Health Department approval in March of 1974 despite architect Peter Beaven's statement that "the house should definitely not go" (Beaven, in Christchurch Star, 23.3.74).

Beaven suggested that town houses could be built around Resthaven Home and so cover the cost of restoring the house.

The suggestion that a financier look over proposals for a town house development was put to the Salvation Army but was not considered by the organisation.

Two local women and a firm of architects formed the 'Resthaven Preservation Committee', and organised a petition in protest against the possible demolition of the Resthaven building. The Committee sought to interest developers in conserving the house as a restaurant, clubrooms, or company offices amidst a town house complex, offering the Salvation Army an alternative site. This idea was rebuked by the Salvation Army, however, which feared further delay at a time when plans had neared completion (The Press, 2.4.74). An alternative site was considered impossible because of the benefits of the Colombo Street property - not only including adjacency to the Christchurch Women's Hospital, but also allowing a zoning density of 90 persons per acre (a provision

which was appropriate for the Salvation Army's proposed use).

It appeared at that time that the HPT had indicated that the building did not come within the scope of its interest - considering it to be neither architecturally nor historically significant (CRCHPT, 1.4.74).

Consequently on 7 November 1975 the Salvation Army notified Christchurch City Council that it intended to demolish the Resthaven Eventide Home (The Press, 7.11.75) and saw through that intention in 1978.

Discussion

Most notably the case of the demolition of Resthaven Home illustrates the underlying reluctance of an owner of an historic building to consider alternatives to demolition (and the lack of legal provisions requiring him to do so).

While appearing through the media to have genuinely attempted to save the building and realising "it is a lovely old building and it would be just glorious if we could reclaim it" (Salvation Army representative, in Christchurch Star, 23.3.74), correspondence to both the Canterbury Regional Committee of the HPT, and the Resthaven Preservation Committee would suggest otherwise. It seemed that throughout discussions the Salvation Army was intent on rebuilding, and would not entertain the possibility of, for example, a town house development. Indeed, when approached by Miss Lather of the Resthaven Preservation Committee, the Salvation Army denied her permission to see and take a tracing of their proposed plan for redevelopment (CRCHPT, 23.4.74).

Throughout the issue the Army claimed to have considered the possibility of saving the building, but at no time

did it come forward with the relevant details of any cost comparisons in justification of their final decision to redevelop rather than conserve the Resthaven Home.

Hence the Salvation Army was able to demolish Resthaven Home without being obliged to consider alternative suggestions, and without having to produce a structural report or financial statement showing that demolition (rather than retention) was justified. This lack of onus on the owner to 'prove need' for the demolition of such a building, is still the case today, despite the acclaimed increased protection afforded by the HP Act '80 which has in the meantime become operative.

In the case of Resthaven Home, of course (a building unclassified by the Trust, and not listed in the relevant D.P.S.'s register of historic places), no legal protection against outright demolition is afforded the building at all.

Conservation Problems Exemplified

1. Lack of legislation requiring owner to 'prove need' for demolition of an historic building (e.g. structural report, alternative site consideration, and economic feasibility assessment).
(see Part 3-A4)
2. Owner intent on eventual demolition.
(see Part 3-B3)

Case Study 13**OLD NATIONAL BANK**

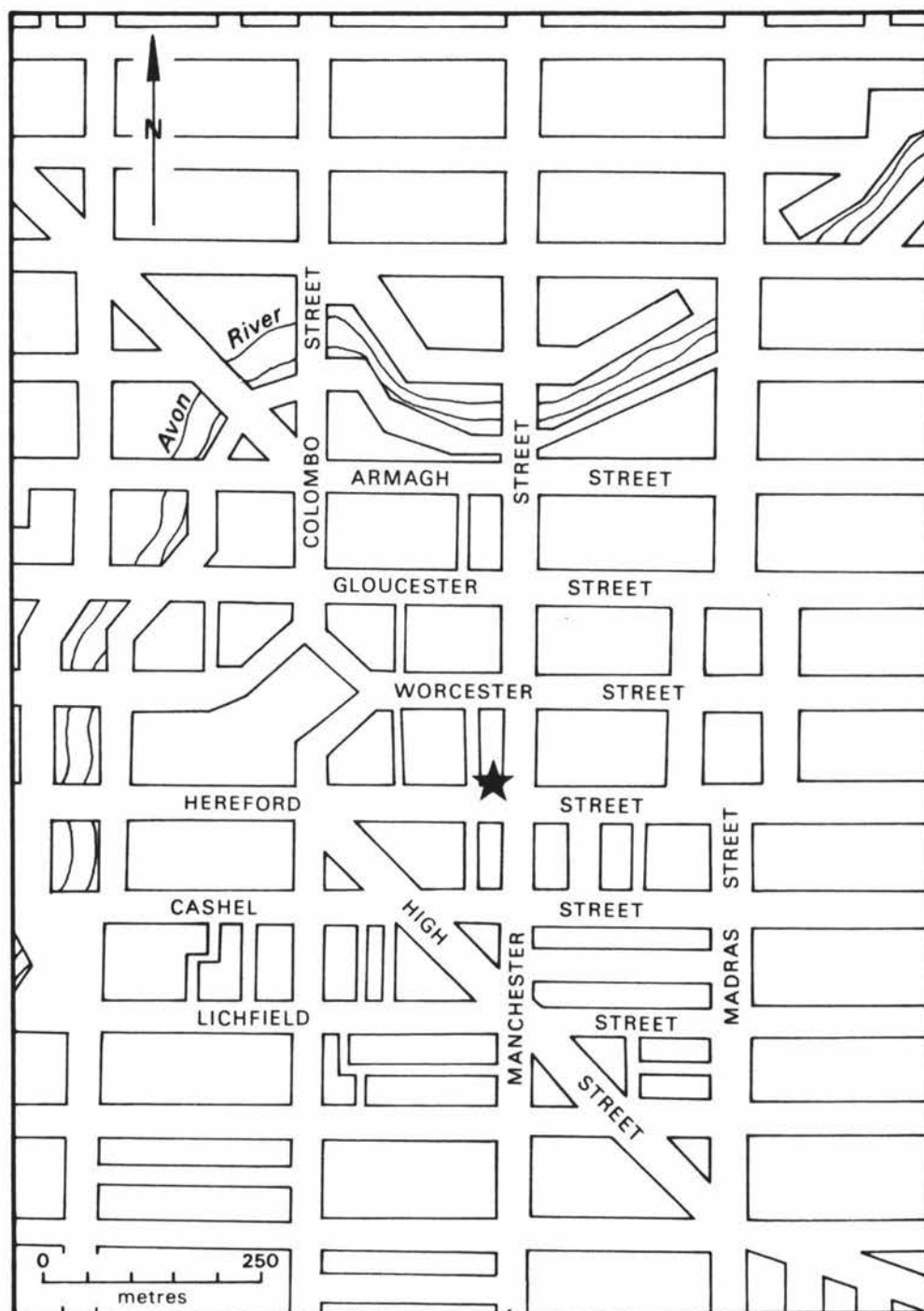
- 171 Hereford St, Christchurch

1883-1982

W.B. Armson (Architect)

Site use today: single storey
commercial building and carpark

Old National Bank Christchurch



Case Study No. 13 – Location Map

FIGURE 17

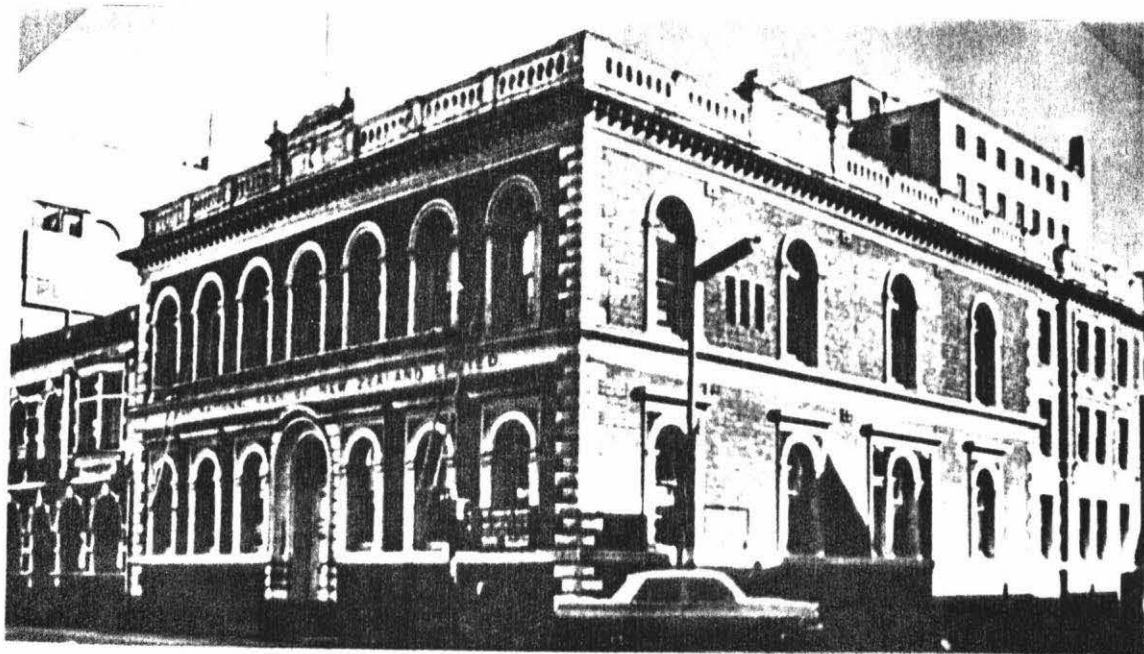


Plate 19 The Old National Bank, Christchurch.
(Source: Christchurch Press Co. Ltd.)



Plate 20 The first blows of demolition to the
Old National Bank. (Source: Christchurch Press Co. Ltd.)

Historic Places Trust Classification

Classified 'C': a building of such historic significance or architectural quality that preservation should be encouraged. The Canterbury Regional Committee of the HPT recommended it be reclassified in the 'B' category, i.e. that its preservation should be strongly recommended (CRCHPT, 4.10.82).

Style

Classical renaissance-inspired. "Venetian Renaissance palazzo" style (Mané, 1983, 19).

Materials

Brick and stone.

Alterations since built?

In or about 1904 a stone parapet (designed by J. Collins, a former partner of Armson) was constructed over the main cornice.

Owner/developer

The National Bank, which later sold the building to the Skyline Finances Ltd.

Listed in District Planning Scheme's Register of Historic Places?

Yes (Christchurch City Council, 1979).

Zoning of site at time of demolition

Commercial 5 - constituting the commercial and retail core of Christchurch (Christchurch City Council, 1979).

Conservation alternatives suggested

Restaurant, shops, cabaret, or offices.

Historic/Architectural Significance

Designed by W.B. Armson, Christchurch's Old National Bank was erected in 1883.

There are few remaining early renaissance-inspired bank buildings left in New Zealand. The Old National Bank in Christchurch was a fine example of nineteenth century bank-building architecture, illustrating the concern for ornamentation which marked the 1880s (Stacpoole, 1976). Further, it was a fine example of a nineteenth century corner site building.

The Old National Bank was a notable example of the fine work of the colonial architect, Mr W.B. Armson, who also designed the Old Canterbury Library (now part of the Arts Centre), and the Boys' High School buildings in Christchurch. Armson is considered to be one of early New Zealand's most gifted exponents of the classical style of architecture.

The Old National Bank had great historical significance as a visual reminder of the Bank's significant contribution to the growth and prosperity of the Canterbury region during the nineteenth and into the twentieth century. Of particular note was the coffered ceiling inside (The Press, 9.11.82).

Events Leading Up to Demolition

In March of 1977 the Christchurch City Council advised the secretary of the Canterbury Regional Committee of the HPT that the National Bank had stated its intention to vacate the old Bank building and to rebuild on another site. The property would be sold and it was expected that the new owners would demolish the building on it (CRCHPT, 18.3.77).

It was five years later that an advertisement in The Press depicting a photograph of the Old National Bank offered

the commercial property for sale. Describing the building as "imposing banking chambers" (The Press, 7.5.82), the advertisement was quite positive in suggesting alternative uses (restaurant, shops, cabaret, offices) but although demolition was not specifically suggested it would have sprung to the mind of a 'new-is-progress' thinking developer.

By 10 June 1982 the Christchurch City Council had received notification that the building may be demolished (The Press, 18.10.82). Because the building was listed in Group 3 of the Register of Historic Objects in the D.P.S. (Christchurch City Council, 1979), three months' notification of demolition was required so that a photographic record of the building could be compiled.

Up to, and especially during September 1982, Christchurch newspapers received and published many letters urging preservation for the building. Notably many were from architects, art-history experts, and HPT members. Many constructive points were made in support of retaining the building:

- the Old National Bank "speaks of a time when the gamble of their [the early Canterbury pioneers] first optimism was reaping its earliest rewards" (Willis and Hawkhead, letter to Editor, The Press, 28.9.82).
- Christchurch must keep up its reputation as a city of architectural distinction.
- the Old National Bank building is crucial to the character of Hereford Street, a street which in particular "provides a fine selection of buildings of different eras and styles" (Wilson, letter to Editor, The Press, 28.9.82).
- the building is notable architecturally for its attractive detailing, the balance existing between design features, and inside the handsome coffered

ceiling (Cattell, letter to Editor, The Press, 28.9.82).

- "demolition would set a dangerous precedent"
- "Christchurch should learn before it is too late from the tragic mistakes made in post-War British architecture in the name of progress" (Stocker, letter to Editor, The Press, 29.9.82).

In a press statement, Mr Saville (spokesman for the developer, Skyline Finances Limited), said that a decision on the building would be made soon, and that demolition was only one of three possible alternatives under consideration (The Press, 18.10.82).

Meanwhile in a letter to the HPT head office in Wellington, the Regional Committee recommended that the classification on the Old National Bank be lifted from a 'C' to a 'B' ranking (CRCHPT, 4.10.82). If this had been successful the building would then have become eligible for a Protection Notice under section 36 of the HP Act '80, and protection may have been more likely.

On 28 October 1982 a delegation from the Christchurch City Council, the HPT, and Skyline Finances Ltd. met to discuss the building. Councillor Garrett was:

"impressed that the company was aware of the Bank's architectural value and not just out to make a quick buck"
(The Press, 29.10.82).

In both The Press and the Christchurch Star the following day a spokesman for the developer said that parts of the bank were to be preserved and that soon a statement would be made.

Just over a week later The Press advised that "the Old National Bank will be demolished early this morning" (The Press, 6.11.82). This was the only notice of imminent

demolition that was given, despite earlier assurances by the Company that a statement would be made. Not surprisingly, the spokesman for Skyline Finances Ltd. was not available at the time for comment on that point.

A photograph of the demolition in The Press on 8 November verified the demolition report made two days earlier and another historic building was lost to "many people who treasure what is architecturally special" (The Press, 9.11.82).

Discussion

There were many unfortunate circumstances working to the disadvantage of those wishing to save the Old National Bank. Not the least was the uncoordinated attempts of the various groups to fight for the retention of the building. The Canterbury Regional Committee of the HPT had known for five years previously that the Bank intended selling the site and that demolition would be considered. It appears that the Trust did not act on that information - a serious mistake, as when the building did come under imminent threat of demolition five years later, the Trust was caught unprepared.

Most significantly, however, there was insufficient liaison between the developer and the Council and the public, to the extent that the developer did not in good faith 'lay his cards on the table'. Information feedback to those wishing to save the building, therefore, was erratic, inadequate, and wholly reliant on the press media. This culminated in the first clear and definite intention of demolition being made public by the developer on the very morning that demolition was taking place, in spite of earlier assurances that a statement would be issued. By the time many had read their papers on that Saturday morning, the bulldozers may have already crept up on the old building from behind and struck the first triumphant blow.

Hence the fate of the building was largely due to uncoordinated protest activity, the powerlessness of the Historic Places Trust regarding protection of 'C' classified buildings, and what could be termed the 'devious' neglect on the part of the developer to state the true intention of the Company regarding the future of the building.

Conservation Problems Exemplified

1. The inherent weaknesses of the HP Act '80 in its provision for the protection of 'C' classified buildings. (see Part 3-A1)
2. Inadequate funding of the HPT to enable it to more effectively become involved with the protection of all classified buildings. (see Part 3-A1)
3. The negative attitude, and actions of uncooperative developers and owners in not making public their intentions, making misleading statements, and 'pulling the wool over the eyes' of conservation groups. (see Part 3-B3)
4. HPT neglecting to act on information of possible threat of building. (see Part 3-B5)

Case Study 14**EDINBURGH HOUSE**

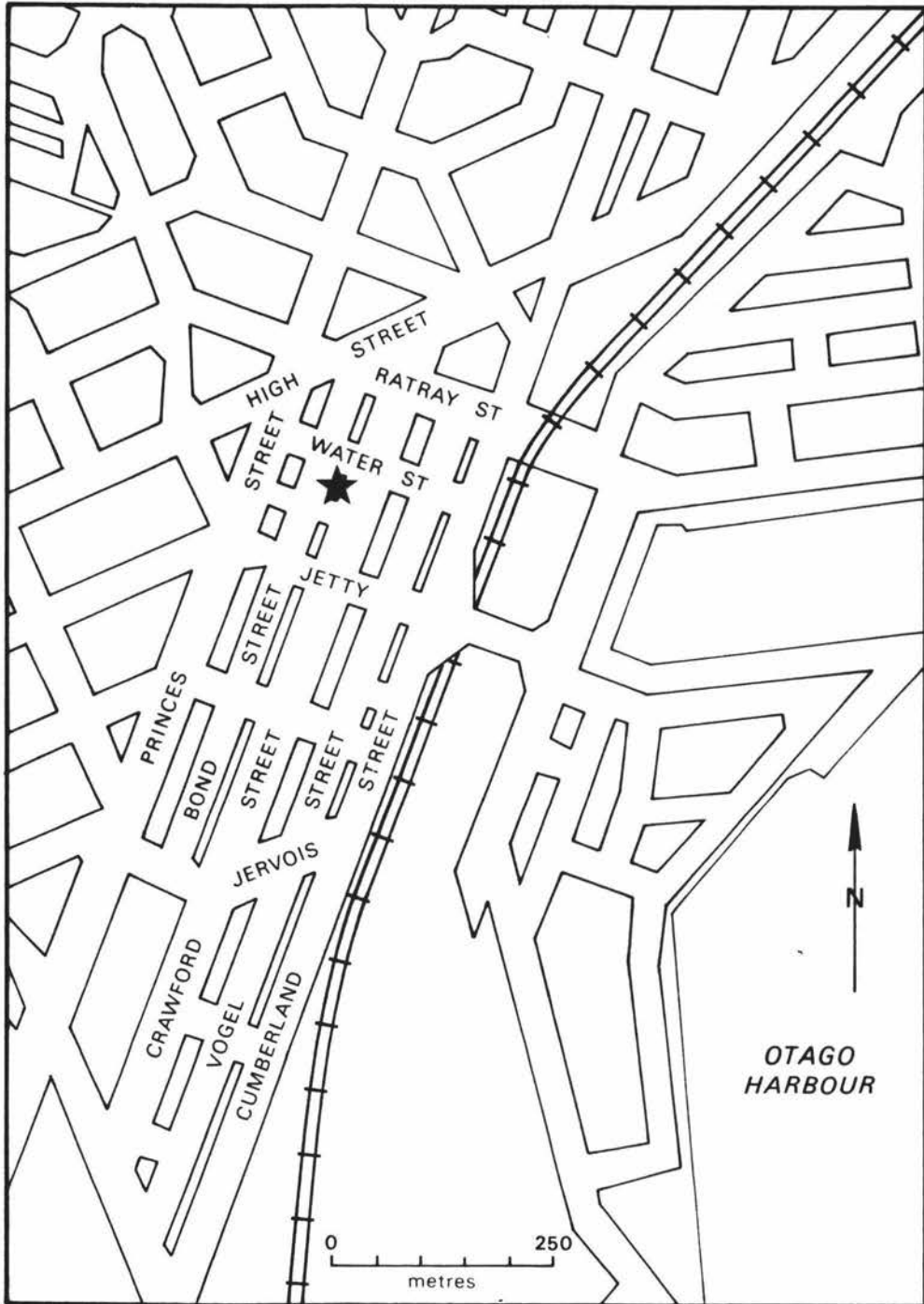
- the block bounded by Liverpool,
Bond, Water, and Crawford Streets,
Dunedin

1865-1983

W. Mason and W.H. Clayton
(Architects)

Site use today: vacant

Edinburgh House Dunedin



Case Study No. 14 – Location Map

FIGURE 18



Plate 21 Edinburgh House, Dunedin. (Source: F.R.M. O'Leary, New Zealand Historic Places Trust Head Office, Wellington.)

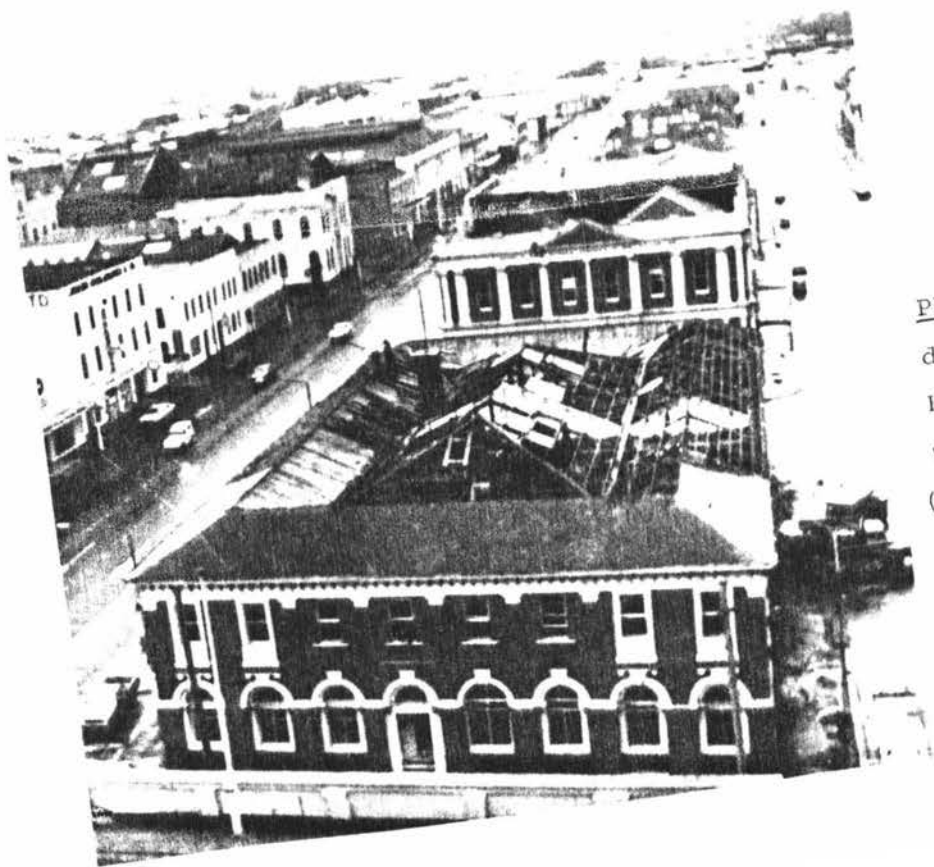


Plate 22 The task of demolishing Edinburgh House - comprising a whole block - begins. (Source: Otago Daily Times, Allied Press Ltd., Dunedin.)

Historic Places Trust Classification

Classified 'B': building of such historic significance or architectural quality that its preservation should be strongly recommended.

Style

Victorian commercial architecture.

Materials

Brick.

Alterations since built?

Interior considerably altered.

Owner/developer

Crown - New Zealand Post Office.

Listed in District Planning Scheme's Register of Historic Buildings?

Yes - in the lowest rating, Group 1 (Dunedin City Council, 1972).

Zoning of site at time of demolition

Designated for Post Office purposes, with an underlying commercial zoning (Dunedin City Council, 1972).

Conservation alternatives suggested

Archives storage, continued Post Office use.

Historic/Architectural Significance

Edinburgh House was a fine example of the work of New Zealand government's first colonial architect, W.H. Clayton, and was also the only remaining building in the inner city of Dunedin which was partly W. Mason's work.

Various dates are cited for the construction of Edinburgh House. The HPT quotes 1862 (NZHPT 8/6/65, paper HP 336), and the M.O.W.D. 1865 (NZHPT 8/6/65, 29.11.77). Whichever the date, the building certainly was one of the earliest substantial bond stores in Dunedin at the time, and therefore had historical links with the development of Dunedin in the 1860s following the discovery of gold. The building also served to recall that the original foreshore of the Otago Harbour ran past Bond Street before the various reclamations.

Physically and architecturally the building was quite unique in that it occupied an entire city block. Also a cartway ran through the middle of the building from Bond Street to Crawford Street for the carriage of goods for customs clearance from incoming vessels. Further, Edinburgh House had a unique system of foundation strengthening in which a series of inverted brick arches ran through the bluestone base.

The overall visual effect of Edinburgh House was:

"vested with a balance of line and proportion that has consistently drawn the admiration of expert observers" (ORCHPT¹, 28.6.80).

The building is documented in McCoy and Blackman's Victorian City of New Zealand (1968).

¹ORCHPT - Otago Regional Committee of the Historic Places Trust

Events Leading Up to Demolition

Edinburgh House functioned as a bond store until the early 1920s when it was converted into offices. Since 1944 it had been owned and used by the New Zealand Post Office. In late November 1977 the M.O.W.D. advised government departments that the Edinburgh House site was "surplus land available for reallocation or disposal" (NZHPT 8/6/65, 29.11.77).

It was reported that the structure of the building was very weak - the brickwork in the facade was disintegrating and the lime mortar perished. The building was described as "a hard-boiled egg in a soft shell" as its interior was quite sound (ORCHPT, 15.12.77).

Despite its 'B' classification by the Trust, the structural report looked gloomy, and hence preservation seemed impractical unless the facades were demolished and rebuilt in replica (termed a 'Cable House' exercise because of the technique of preserving that historic building).

Although the building seemed doomed, there was the possibility of its use in a low-intensity capacity until its physical life ran out as the Post Office did not envisage redevelopment of the site for another ten years.

The HPT at this stage suggested throwing the case to the public to gauge public interest and discuss possible suggestions (NZHPT 8/6/65, 15.3.78). Such a suggestion was the proposal to use the building as a Regional Records office, or as an archives storage building for the Hocken Library.

The Post Office still wished to proceed with plans to have the building demolished and the site absorbed in future redevelopment as had been the intention when it was purchased in the 1940s. Consequently the Post Office

approached the HPT and asked that its 'B' classification of the building be revised.

The HPT, however, wanted the demolition to be delayed until redevelopment of the site was imminent as it felt that an empty historic building may as well occupy the site as a vacant lot awaiting development. The Trust also at this stage commissioned consulting engineers to give an opinion on the possibility of strengthening Edinburgh House. The resulting report verified the earlier adverse M.O.W.D. assessment - short of virtual rebuilding (at a cost of approximately \$250,000-300,000), the preservation of the building was likely to be neither viable nor economic (Cox, 1980).

Despite earlier suggestions by the HPT that the public be advised of the situation, this did not occur until the Dunedin City Council was notified in April 1980 of the proposed demolition and requested removal of Edinburgh House from the Council's D.P.S. Register of Historic Buildings. Accordingly the intention to demolish Edinburgh House was advertised by the Dunedin City Council (Otago Daily Times, 28.5.80) and submissions called for, although not legally required to be in the case of the Crown. In August 1980 the Dunedin City Council advised the HPT that while approval had been granted for the removal of the building from the Register, it was concerned that the site would lie idle as a parking area until the New Zealand Post Office decided to develop it (ORCHPT, 18.8.80).

At this stage the Trust was still insisting that the Post Office look at the possibility of rebuilding Edinburgh House, if the cost was comparable with that of a new building. This, of course, brought into the debate the ethics involved in rebuilding an historic building in new materials.

Revising figures, and comparing costs, the Post Office

estimated that the complete replacement of the facade would cost in excess of \$3,300,000 and this "course of action is considered by the government architect to extend historic credibility to the limit and is not favoured by the Post Office" (NZHPT 8/6/65, 3.2.82).

The HPT had to accept the New Zealand Post Office's situation and although it could not agree to its demolition, the Trust advised that it would take no further action (NZHPT 8/6/65, HP paper 22/1981).

A media release was issued to the effect that a final decision in favour of demolition had been made, and that tenders were soon to be called. After demolition the site would be landscaped and used as car-parking until additional Post Office accommodation was needed. The Post Office had agreed, however, that when the time came for rebuilding, consideration would certainly be given to a design that preserved the theme of Edinburgh House (Otago Daily Times, 28.1.83).

Consequently the old bond store was demolished in May of 1983, and sadly today the site is untidy and vacant with not a single plant to render it 'landscaped'.

Discussion

The Edinburgh House experience must be regarded as a sad case where the physical condition of the building would not lend itself to conservation. In such a 'cut and dried' situation it may have been unreasonable of the Trust to persist in its determination to have the building saved. On the other hand, of course, it is the role of the Trust where even the slightest chance of preservation exists, to encourage the retention of the historic building, especially such a highly classified one.

Another procedural point to come out of this case, as far as the HPT is concerned, is that a building's qualification for classification (in this case a high priority, 'B' rating) does not reflect whether or not it is feasible to retain and strengthen the building. This is because the classification system is based on the architectural and historical merits of the building (see Appendix A), not the preservation risk the building represents. Therefore an exceptionally important historical and high quality architectural building, awarded an 'A' or 'B' classification may be on the point of imminent physical collapse, and its classification will not take that into account.

This has serious implications. If a building's classification is an indication of the priority the Trust awards it in terms of effort and possible financial assistance, then that classification should reflect that building's physical amenability to be conserved. Only in this way could an accurate picture of realistic priorities be seen and attention appropriately focussed on those buildings more suitable for conservation. It may be that certain 'C' classified buildings are being overlooked by the Trust in terms of its willingness to provide assistance for preservation, on the assumption that higher rated buildings should be given this high priority (i.e. 'A' and 'B' buildings). This assumption could be quite inappropriate if many of those higher rated buildings were physically unable to be preserved (as in the case of the 'B' rated Edinburgh House).

Overall the Post Office was quite reasonable in its practical consideration of alternatives to demolition of Edinburgh House. Although not required to do so by law (the government being exempted from the requirement to seek the local authority's permission to remove a building from the historic places register), the Post Office allowed public submissions on its proposal. Further, the Post

Office undertook to ensure that the eventual building to be established on the site would retain the theme of Edinburgh House. The Post Office could be criticised, however, in that it insisted on imminent demolition when it did not have immediate plans to redevelop the site. Today the site is a rubble-strewn vacant lot.

Public participation in the debate surrounding the building was not sought until May of 1980. The HPT questioned what it termed the 'in-committee approach' taken by government departments, Dunedin City Council, and the HPT head office itself in discussing the Edinburgh House issue. The editor of the Otago Daily Times noted that:

"news of the impending demolition of Edinburgh House has taken a long time to reach the public, though government departments and the Dunedin City Council have been aware of the situation for almost two years, and the building and its site could have been a subject for public comment over most of that time" (Otago Daily Times, Editorial, 3.6.80).

As the Otago Regional Committee of the HPT notes:

"there was a general feeling that this was a community question, and there could be no pretending that Edinburgh House was not in jeopardy, and that open enquiries were more likely to elucidate possible users" (ORCHPT, 17.2.82).

Although Edinburgh House's demolition seems to have been justified on physical grounds, its path to destruction could have been one more open to public discussion.

Conservation Problems Exemplified

1. Poor structural condition of the building rendering retention neither economic nor practical.

(see Part 3-A3)

2. Lack of early and open public discussion because of lack of information made available by government departments concerned.

(see Part 3-B1)

3. HPT's lack of recognition of the structural condition of buildings in carrying out classification procedures.

(see Part 3-B5)

Case Study 15**KNOX CHURCH MANSE**

- 453 George St, Dunedin

1876 - 1977

J.H. Hislop (Architect)

Site use today: grassed part of
landscaped grounds of Knox Church

Knox Manse Dunedin



Case Study No. 15 – Location Map

FIGURE 19



Plate 23 The somewhat eerie gothic structure of the Knox Church Manse, Dunedin. (Source: Otago Regional Committee of the Historic Places Trust.)

Historic Places Trust Classification

Classified 'C': building of such historic significance or architectural quality that preservation should be encouraged.

Style

Victorian.

Materials

Stone.

Alterations since built?

None.

Owner/Developer

The Knox Church.

Listed in District Planning Scheme's Register of Historic Buildings?

Yes (Dunedin City Council, 1972).

Zoning of site at time of demolition

Residential (Dunedin City Council, 1972).

Conservation alternatives suggested

Day care centre, medical and social welfare museum.

Historic/Architectural Significance

Knox Manse was built in 1876 and designed by architect J.H. Hislop.

The old Manse had significant streetscape value, as it stood in its original central-city setting uncluttered by buildings of lesser distinction, and in its complementary relationship with the Knox Church. McCoy and Blackman claimed that "the grounds and trees provide the first oasis of green space in George Street north of The Octagon" (McCoy and Blackman, 1968, caption of Plate 81).

Further, the Church and Manse together recall the epoch when Knox was one of the leading religious and historic social influences in Dunedin.

Events Leading Up to Demolition

The Knox Church congregation decided unanimously on 22 September 1976 that "unless someone comes up with a viable proposition, the Manse...will be demolished next year" (Otago Daily Times, 23.9.76). The date of 30 June 1977 was set to allow any interested parties to put forward propositions. An estimated \$40,000-50,000 would have to be spent on renovations, and the Church was then prepared to allow a long-term lease at a nominal rate. The congregation agreed it was not justified itself, in using its resources in renovating a building it had no use for (Otago Daily Times, 23.9.76).

Two months later the congregation moved that the demolition date be brought forward four months (ORCHPT, 24.11.76).

Accordingly the Dunedin City Council was notified in mid December 1976 and submissions called for on the proposed removal of the Knox Manse from the D.P.S.'s register of historic places.

Public pressure was prompted by "Dunedin's self-appointed environmental conscience, the Fox" (Evening Star, 25.1.77), when he erected placards outside the building hoping to draw attention to the issue.

A 'Knox Church Manse Committee' was established by a group of individuals interested in trying to save the building. The Committee realised that it was the financial liability of the Manse which threatened it with demolition and that to ensure its future, the Knox Church must be relieved of this financial responsibility (Evening Star, 26.1.77).

The Committee also expressed dissatisfaction at the intended haste which was apparent in the Knox Church's intentions - "it is not as if they are knocking it down to replace it with something" a spokesman said (Evening Star, 26.1.77).

Meanwhile the Otago Hospital Board was exploring the possibility of using the Manse as a day care centre for the Department of Psychological Medicine. This proposition, however, was rejected by the Otago Hospital Board Works Committee at a meeting in February 1977 where a structural report advised that the building did not comply with the M.O.W.D. Code of Practice for Public Buildings.

At a meeting of the Works and Finance Committee of the Knox Church, a proposal to establish a medical museum (including a section on the development of social welfare services in New Zealand) was put forward by Messrs Manning, Borrie, and Logan (ORCHPT, March 1977). This idea was further advanced at a meeting of interested parties on 17 March when a definite estimate of costs of conversion was put at \$41,000. The enthusiastic steering committee had detailed plans for immediate fundraising activities and urgent maintenance jobs.

Specific sources of possible grants had also been cited by the Committee and an engineering report advised that

no great expense would be required for strengthening to comply with the earthquake codes (ORCHPT, 28.3.77).

Accordingly in late March 1977 the Knox Manse Committee tabled an objection to the removal of the Knox Manse from the register of historic buildings and submitted their detailed proposal of retaining the building and converting it into a museum. The Otago Regional Committee of the HPT also objected and expressed support for the Knox Manse Committee's proposal.

The Knox Church Finance and Property Committee, however, did not accept the proposal and accordingly advised the Dunedin City Council that it was satisfied that no practical or economic alternative to demolition was available (ORCHPT, 31.3.77).

The Dunedin City Council meeting minute paper on the matter claimed that "none of the submissions enclose any detailed financial statement showing that sufficient funds are available" (Dunedin City Council, 1977).

Consequently the Manse was struck off the register of historic buildings as of 1 June 1977 (a mere fortnight after the HPT's release of its 'C' classification for the building), and demolished later in the month. The site is now a part of the landscaped grounds of the Knox Church.

Discussion

The Knox Manse was of sufficient architectural and historic value that it warranted a 'C' rating by the HPT.

Two points for discussion emerge from the chain of events leading to this building's demolition. The first has to do with the rating of the building as an historic

place in the Dunedin City Council's D.P.S. and has implications for the procedures involved in registering historic buildings.

The second looks at the role played by the Knox Church as an owner of an historic building.

The Dunedin City Council concluded at its meeting of 1 April 1977 that as a Group One listing was made "to acknowledge the significance" of the building, then it was doubtful whether the provisions of the D.P.S. gave Council any real power to refuse the application for cancellation. If it did have such power then the Town Planning Appeal Board's decision in the Arundale case (Planning Appeal, Arundale Centre v Waitemata County Council, 1972) would apply whereby the owner of the object would have to be compensated by the community for any financial loss suffered through registration (Dunedin City Council, 1977).

The Otago Regional Committee of the HPT picked up on this latter point and challenged the Church "to show good reason why the retention of the Manse would actually cause them financial hardship" (ORCHPT, 28.4.77, chairman's report). This was especially so in the light of the fact that no rates were paid on the property and a minimum amount was spent annually on maintenance.

Further, the Dunedin City Council D.P.S. states that buildings in Group 1 (which included the Manse) were included in this group which offers less protection "because they are on prime commercial land, or are subject to possible redevelopment proposals" (Dunedin City Council, 1972, 115). Also,

"the fact that the building is in Group One should not be taken to imply that the building is necessarily inferior to those in group 2 and 3" (ORCHPT, 28.4.77, chairman's report).

The Church Manse was on land zoned residential (not commercial) and the Church had indicated that it intended neither to redevelop nor to sell the property (indeed they planned to landscape it). Perhaps then, the Church Manse was inappropriately classified in Group 1 and it could (because of its exemption from the redevelopment pressures of other sites) have warranted a higher rating in the D.P.S. This in turn may have empowered the Dunedin City Council to deny the Church its application to have the Manse removed from the D.P.S. register - as a higher rating would have afforded greater protection than that of Group 1 (which was mainly to acknowledge the significance of the building). This serves to emphasise that each building must be considered individually when being placed in an appropriate ranking in the D.P.S. register.

In retrospect it must be accepted that if there had been an underlying intention to cherish and, if possible, preserve the building, the Church authorities may well have taken more vigorous steps to gain public support.

The Church's position must of course be appreciated and its offer to lease the Manse at a nominal rental commended. The Church however, did not engender continuing admiration for its apparent preservation efforts when it brought the original demolition date forward some three months - leaving only three months from the initial notification for interested groups to rally and organise their 'viable alternatives'.

An alternative was presented to the Church, completed with a detailed account of immediate and long-term strategy to conservation of the building (see Appendix C). The Church, however, rejected the proposal (no reason given). Against this decision the Knox Manse Committee had no forum for appeal.

The three months' deadline set by the Church for alternative proposals to be offered seems, in retrospect, inadequate

time, given the obvious high standard and detail the Church deemed necessary for a proposal to be accepted as a 'viable alternative'.

Dorene Petersen criticised the Knox Church for rejecting the medical museum proposal (Petersen, letter to Editor, Otago Daily Times, 6.8.77), and challenged the Church's Session Clerk to explain just what constitutes a 'viable alternative' - a very legitimate challenge as the fate of the Knox Church ultimately rested upon whether or not the Church found an alternative proposal an 'acceptable and feasible alternative'.

It is ironical to observe that the cost of demolishing the Manse, in dollar terms, could have represented many possible future years of maintenance of that building - time to formulate satisfactory alternatives, and time to educate a public to appreciate its historical urban environment.

Conservation Problems Exemplified

1. No real protection afforded 'C' classified buildings. (see Part 3-A1)
2. No real commitment on part of owner to encourage and seek possible alternatives to demolition. (see Part 3-B3)
3. Possible inappropriate rating of building in D.P.S. register - resulting in reduced protection offered by the D.P.S. (see Part 3-B4)

Case Study 16**BUCKHAMS BREWERY**

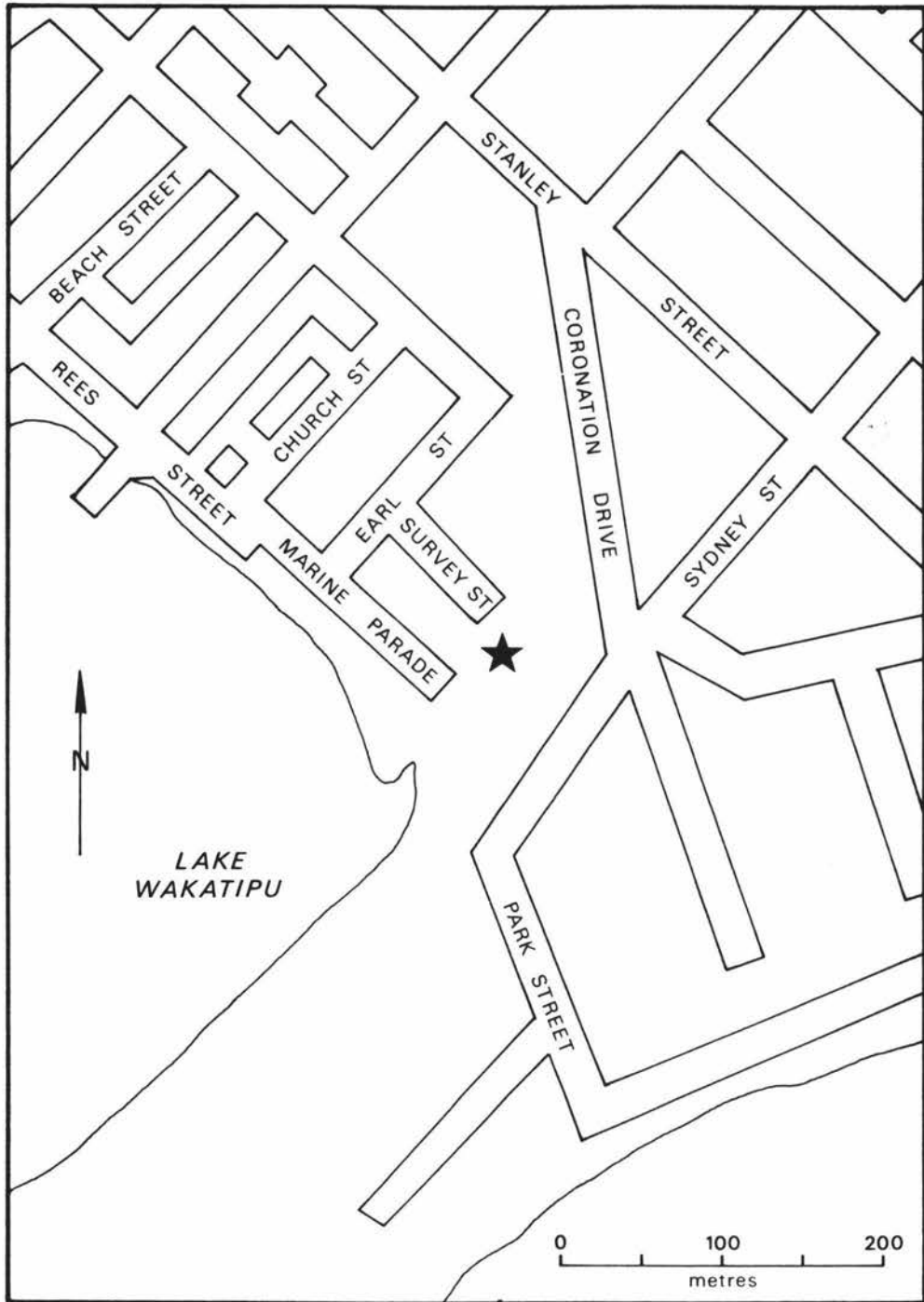
- 12 Earl St, Queenstown

1872-1978

Davis Brothers (Builders)

Site use today: vacant

Buckhams Brewery Malthouse Queenstown



Case Study No. 16 – Location Map

FIGURE 20



Plate 26 The solid stone structure of Buckhams Brewery in Queenstown. (Source: New Zealand Historic Places Trust Head Office, Wellington.)

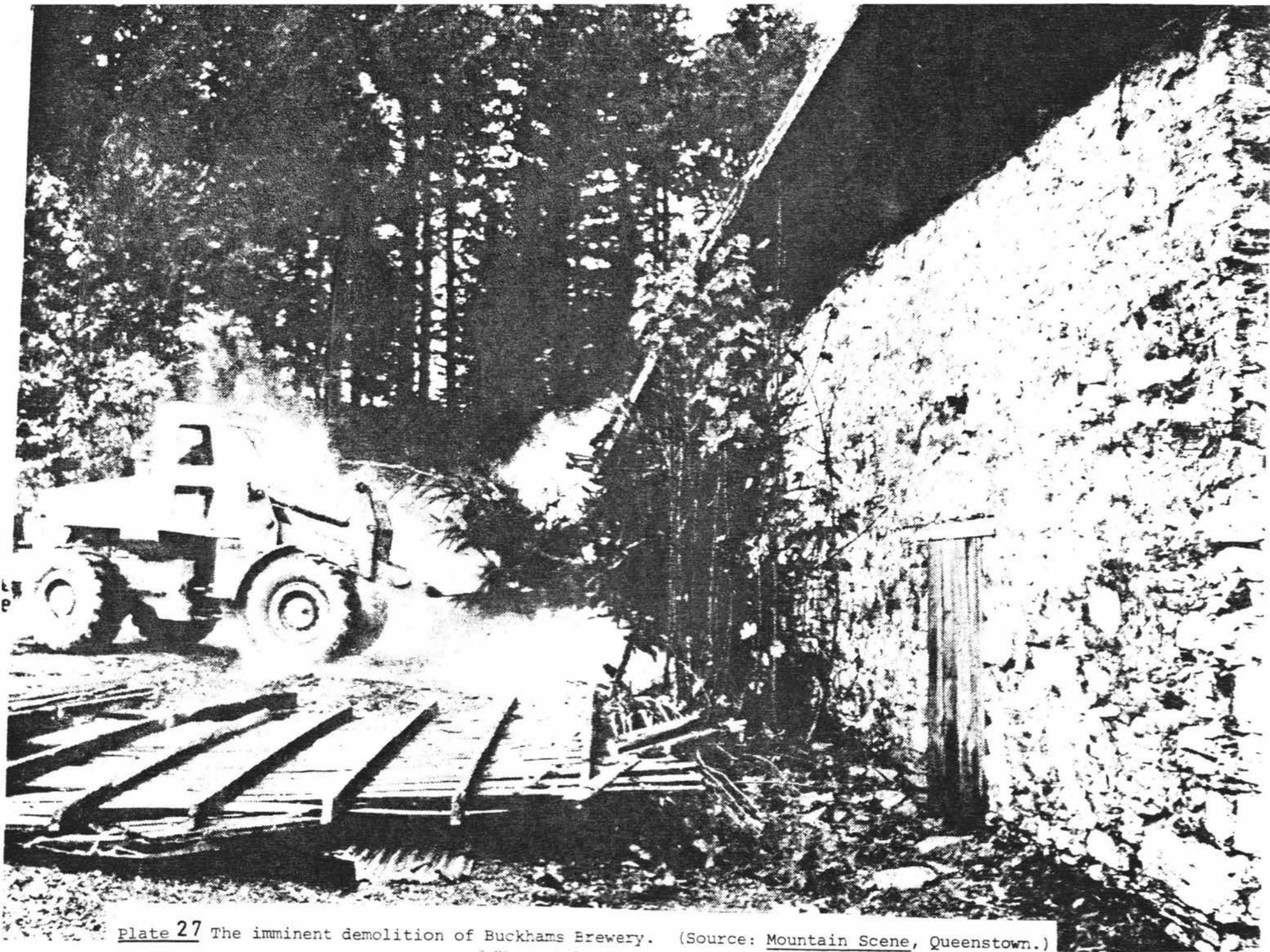


plate 27 The imminent demolition of Buckhams Brewery. (Source: Mountain Scene, Queenstown.)

Historic Places Trust Classification

Classified 'B': building of such historical significance or architectural quality that its preservation be strongly recommended.

Style

Industrial architecture.

Materials

Rubblestone and local schist.

Alterations since built?

A wing was demolished in 1960.

Owner/Developer

Tourist Hotel Corporation (THC) - government body.

Listed in District Planning Scheme's Register of Historic Places?

No - a request by the HPT to have it included in the D.P.S. register of historic places was denied in 1974, and again in 1976. It was resolved in March 1978 by the Queenstown Borough Council, however, to include it in the D.P.S. - the building was demolished before this resolution was carried out.

Zoning of site at time of demolition

Commercial (Queenstown-Wakatipu Combined Planning Committee, 1967).

Conservation alternatives suggested

Tourist attraction, recreation and historic reserve.

Historic/Architectural Significance

The Queenstown Malthouse buildings, consisting of two rubblestone structures (one a malthouse, the other a stone store) once part of Reid's Brewery and Cordial Factory, were later known as Buckham's Brewery.

Few rubblestone buildings remain in existence in the South Island, as laid-stone construction quickly superseded this building technique. The stone structure was at the time of its demolition, one of only a few surviving buildings in Queenstown to display local stone, and the only early building in the town still in its original condition. Further the brewery served to form an historic link with the early goldfields industry of Queenstown.

Events Leading Up to Demolition

The THC bought the Buckham's Brewery property in 1956 (although the brewery did not cease operation until 1970) with the intention of building a quality hotel on the site; when the Mt.Cook Group and other companies proceeded to build accommodation in Queenstown, the proposal was dropped.

The THC applied to the Queenstown Borough Council for a demolition permit in 1974 but was refused because of opposition from the Queenstown and District Historical Society, although an application to the Borough Council from the Historical Society to have the building listed in the D.P.S. was also denied (Galletly, 1982).

In 1976 following a directive from government, the THC decided to sell the site.

In December 1976 the Borough Council declined a further application to have the building registered, following a claim from the Chairman of the Town Planning Committee, Mr A.J. Walker, that "the malthouse building was of no structural interest" (Walker, in Otago Daily Times, 18.12.76).

In August of 1974, however, a registered engineer inspected the malthouse for the Historical Society and reported that:

"in spite of its age, the stone work was reasonably structurally sound, and any lateral restraints required by building by-laws could easily be incorporated in the structure" (Summer, in The Press, 17.1.77).

Indeed the Queenstown Historical Society reminded the Council of that report in criticising its decision to have the building registered.

The Historical Society also wrote to the Minister of Lands in 1976 requesting that his department purchase the site for its historical and recreational value. The THC was asked to support the proposal and to include a covenant in the conditions of sale to ensure that the building's historic value would be retained.

The Otago Regional Committee HPT supported the Historical Society's representations to both the THC and the Borough Council. In late December the Queenstown Borough Council received an urgent telegram from the Director of the HPT "urging Council to take action to protect the two old stone buildings on the Buckham's Brewery site" (The Southland Times, 22.12.76). The matter was discussed and referred to the next meeting of the Queenstown-Wakatipu Combined Planning Committee. The possibility of a purchaser demolishing the malthouse before protection could be given

was ruled out by the Queenstown Borough Council's Town Clerk who said:

"there was little likelihood of the Council's issuing a demolition permit for the building before the Planning Committee made its recommendation" (The Press, 17.1.77).

This is ironical, as a demolition permit was issued even after the Planning Committee had made such a positive recommendation.

A reply from the Minister of Lands was received by the Historical Society in January 1977 in which the site was deemed suitable for protection as an historic and recreation reserve. While the Lands and Survey Department could not afford to purchase the site, the Minister did promise to recommend its retention to the Ministers of Tourism and Internal Affairs.

In May 1977 the HPT wrote to the Queenstown Borough Council informing it that the Buildings Classification Committee had awarded the Brewery a 'B' rating.

In March the Queenstown Borough Council resolved to have the building registered in its D.P.S. (Galletly, 1982), and was to discuss the matter at its meeting on Monday 12 June.

Circumstances changed, however, when the Board of the THC decided on the Thursday evening before that scheduled meeting that it would demolish the building. No time was lost and a demolition permit was applied for and issued by the Queenstown Borough Council building inspector by 9.00 a.m. the next morning. A front-end loader moved on to the Buckham's Brewery site just after (The Southland Times, 10.6.73), and the property was soon cleared of the historic building.

The Queenstown and District Historical Society was outraged, and called a public meeting on the site demanding some explanation from the Mayor. He stated that the Council could not have prevented the demolition because the building was not listed in the D.P.S. (The Southland Times, 10.6.78). Three days later a motion was passed by the Queenstown Borough Council that:

"no permit be issued to demolish any historic building recommended by the local historical society until the full Council have considered the application" (The Southland Times, 13.6.78).

On 5 July Mrs Ballantyne, life member of the HPT requested an investigation by the Ombudsman into the circumstances surrounding the demolition of Buckham's Brewery (Queenstown Courier, April 1979, No.22).

The THC is not subject to the Ombudsman's jurisdiction, but it was concluded in the final report (Office of the Ombudsman, 1978) that it was wrong of the Health and Building Inspector to issue the demolition permit before the matter of registering the building was discussed in full Council, as he must have been aware that the matter was on the agenda for a meeting only three days later.

In August 1978 the Buckham's Brewery site was sold to developers who intended building a luxury hotel on it (The Evening Post, 29.8.78).

Discussion

Buckham's Brewery had many points in its favour: it was structurally adequate, had historical attributes, was a good example of industrial architecture, and local people supported its preservation. What it did not have going

for it was the appreciation of the THC and Queenstown Borough Council, and its commercial zoning. The demolition of the malthouse was not only the result of the attitudes and actions of the THC and the Queenstown Borough Council, but also the lack of clear interim protection provided for historic buildings.

The HPT revealed its 'B' classification for the building in May of 1977, yet more than 12 months later, it had not been recognised in the D.P.S. A clear resolution in March 1978 by the Queenstown Borough Council to have the Brewery registered in the Scheme was made almost a year after receipt of the HPT's assessment of the structure.

The subject was on the agenda to be discussed at the meeting of 12 June 1978. Had the building been registered in the D.P.S., the procedures for its removal from that register, would have allowed a delay in demolition - precious time to organise possible protection for the building. That was not to be, however, and the THC applied for and was issued a permit for demolition quite legally.

The building inspector issued the permit after discussing the matter with his Chairman and Executive Officer and "ascertaining there was no legal reason why he could not issue it" (The Southland Times, 13.6.78). Although there was no legal reason to deny the issue of the demolition permit, likewise there was no legal reason why it could not have been delayed for at least three days until the issue had been discussed. As the President of the Queenstown Commerce and Trades Association, Mrs Judy Davenport told the Mayor of Queenstown:

"There are some occasions when one should not 'go by the book'. This was an extraordinary situation and if the Council had taken a stand it would have received widespread support from the community" (Davenport, in Otago Daily Times, 12.6.78).

Further criticism must be levelled at the Queenstown Borough Council for its fickleness regarding recognition of the historic significance of the building. In 1974 the THC applied for a demolition permit and this was refused largely because of opposition from the Queenstown and District Historical Society (Galletly, 1982). At the same time the Society requested that the industrial building be placed on the D.P.S. register of historic objects. This request too, was denied.

The Queenstown Borough Council, therefore, on one hand did not want to allow the Brewery to be demolished, but it simultaneously refused the structure any recognition or protection through the D.P.S. In 1974 also, an engineering report was tabled at the Borough Council meeting to the effect that the building was structurally sound and merited preservation (The Press, 17.1.77). In view of this assessment it is difficult to understand the Borough Council's refusal to register the building.

Two government departments were involved in the Buckham's Brewery controversy. Firstly and less significantly was the Lands and Survey Department, through the Minister of Lands. Although recognising the recreational and historical interest of the site and deeming it suitable as such a reserve, the Lands and Survey Department did not have the funds to purchase the property outright and hence ensure its protection. This is another example of the need for alternatives other than outright purchase to ensure the protection of an historic building.

Let us now look at the activities and attitudes of the THC, given that the demolition permit was gained quite properly in the legal sense. In terms of ethics and moral responsibility, however, the THC falls short and it is little compensation that "the THC, for its part, has the grace to be embarrassed" (Christchurch Star, 25.8.78).

Two properties of the THC are relevant to this discussion.

Firstly is its status as a public corporation, and secondly its role in the promotion of tourism in New Zealand.

As the Editorial in the Otago Daily Times the day following the Buckham's Brewery demolition states:

"...whereas one gets accustomed to private developers acting in such a way, it comes as a shock to find a public body following suit - particularly when it is an institution devoted to the development of tourism, and the building it was so intent on obliterating was a potential asset to that industry" (Editorial, Otago Daily Times, 10.6.78).

Further, it has been argued that the THC as a public corporation was morally bound to take into account the wishes of the local people (Christchurch Star, 25.8.78), and a "moral obligation to protect those surviving parts of New Zealand's heritage which are in their care" (NZHPT, 1978, 2). Indeed, as Mr N.C. Begg (Chairman of the HPT) said in a letter to the THC, "the Corporation is happy enough to cash in on our scenic and historic value when it suits it to do so" (NZHPT 8/38/4, 27.6.70).

Consequently the THC has been widely criticised for its lack of fair play and public responsibility in having the Buckham's Brewery Malthouse demolished in what has on one occasion been likened to a "pre-dawn commando raid" (The Southland Times, 13.6.78). It has been widely speculated that its sudden decision, after such a long debate on the matter, to have the building demolished within 24 hours (just three days prior to that crucial Council meeting) was a little more than coincidental (Otago Daily Times, 10.6.78).

The Corporation, in defence, denied any knowledge of the building's 'B' classification and its imminent discussion at the next Borough Council meeting.

"When it found out - after the demolition - it was 'most upset'. Had we known about it we would have acted differently - although we would not go so far as to say the building would still be standing" (Evening Star, 25.8.78).

It is difficult to believe that, given the widespread press attention that this controversy was given, that the THC was completely unaware of the situation.

Today the case is still cited as a classic in historic buildings being wantonly demolished. Mr G.G. Thornton, in his book New Zealand's Industrial Heritage, notes that "with its demolition part of New Zealand's industrial heritage vanished beneath the bulldozer" (Thornton, 1982, 52).

The Buckham's Brewery incident was used as evidence by the HPT, of the need to change the (then) current legislation regarding protection of historic buildings (NZHPT, 1978), as it most effectively brought home the impotency of, especially, interim protection provisions.

Conservation Problems Exemplified

1. Lack of interim protection for historic buildings.
(see Part 3-A1)
2. Lack of alternatives to ultimate purchase to ensure protection for an historic building.
(see Part 3-A2)
3. Government body's poor moral attitude towards possible retention of historic building.
(see Part 3-B1)
4. Delay and procrastination in planning process.
(see Part 3-B1)

5. Local authority procrastination in recognising historic building through its D.P.S. register.
(see Part 3-B4)
6. Owner uncooperative with conservation group and unsympathetic towards preservation philosophy.
(see Part 3-B3)

Case Study 17**SOUTHLAND EDUCATION
BOARD BUILDING**

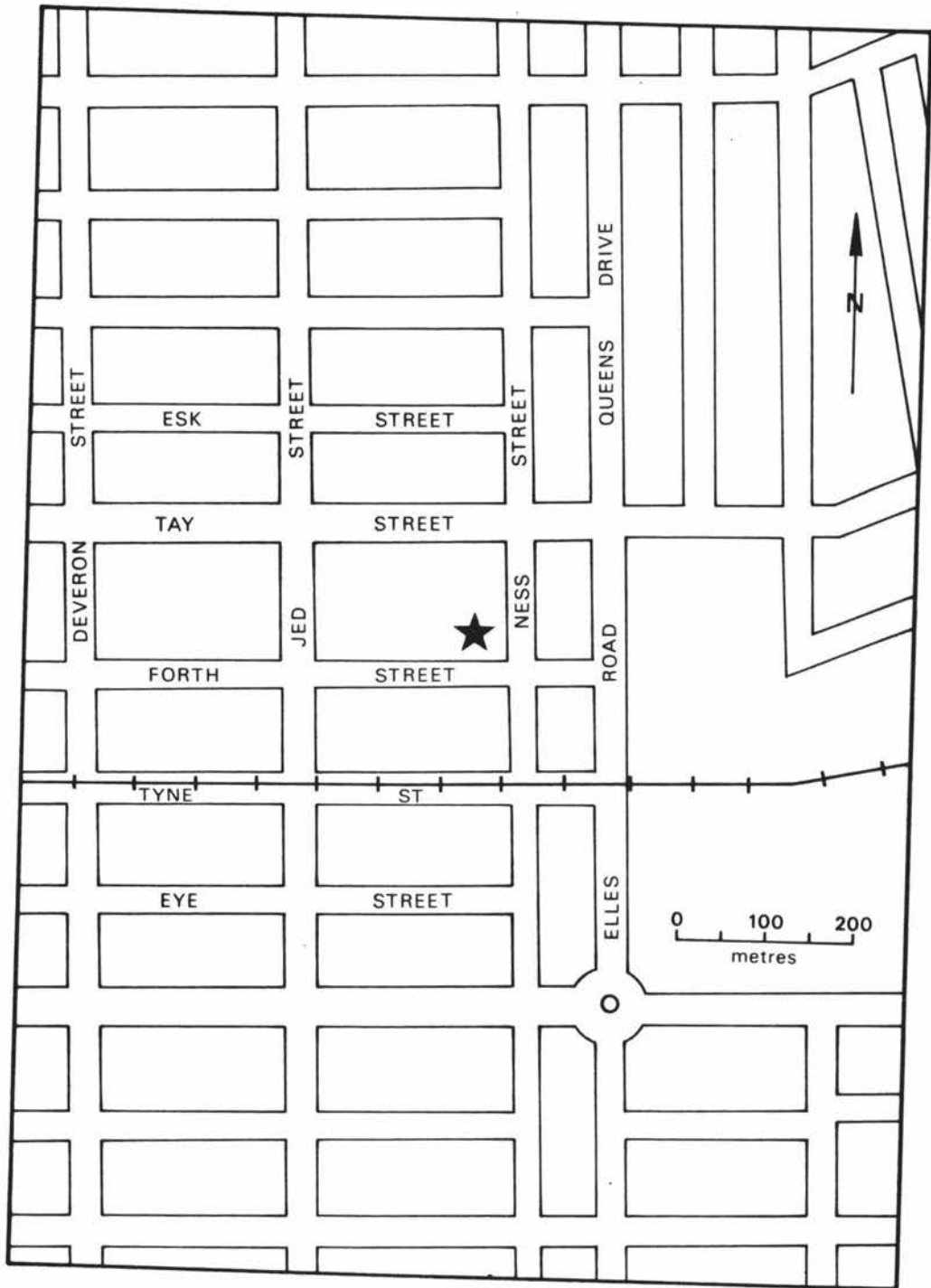
- corner of Forth St and Ness St,
Invercargill

1907-1980

C.H. Roberts (Architect)

Site use today: carpark

Southland Education Board Building Invercargill



Case Study No. 17 – Location Map

FIGURE 21



Plate 26 The Southland Education Board Building in Invercargill... (Source: The Southland Times.)

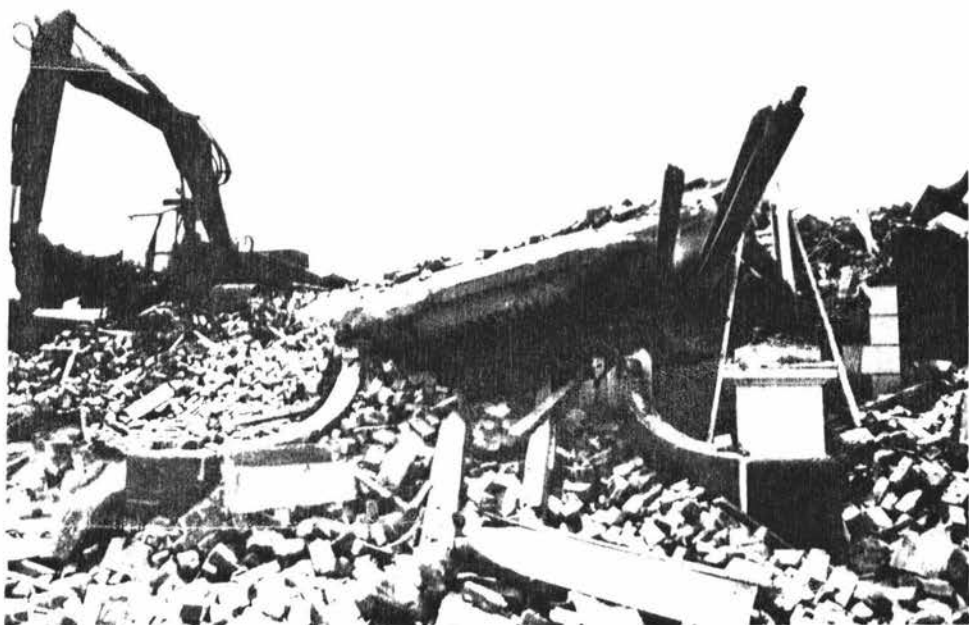


Plate 27 ...reduced to rubble. (Source: The Southland Times.)

Historic Places Trust Classification

Classified 'C': building of such historic merit or architectural quality that its preservation should be encouraged.

Style

Edwardian.

Materials

Red brick and tile.

Alterations since built?

Interior converted to offices in the 1940s.

Owner/Developer

Crown - Department of Education (through the Southland Education Board).

Listed in the District Planning Scheme's Register of Historic Places?

No.

Zoning of site at time of demolition

Site designated for 'educational purposes' with underlying commercial zoning (Invercargill City Council, 1970).

Conservation alternatives suggested

Continued education use, community cultural centre.

Historic/Architectural Significance

The imposing and elegant Southland Education Board building erected in 1907 had historical and psychological value to the women of Southland as it was once a focal building of the Southland Girls' High School. It had been used since 1948 as the administration building for the Southland Education Board.

The building was two-storeyed, in red brick with a tiled cross-gabled roof, symmetrical frontage featuring a central balcony window and an ornamental cornice above the narrow arched entrance. This entrance area had a tiled floor which was quite unique. As 'Hindsight' puts it:

"Even an architectural ignoramus would concede that it has a certain something about it that isn't often seen in Invercargill" (Hindsight, in The Southland Times, 3.11.79).

Mr C.H. Roberts, the architect of the former Southland Girls' High School building, is responsible for the design of various commercial buildings and churches around Invercargill.

Events Leading Up to Demolition

The HPT had been negotiating with the Southland Education Board since 1974 regarding the retention of the building which was scheduled for demolition in 1979. The Southland Regional Committee of the HPT received in 1974 a letter from the New Zealand Institute of Architects stating that in its opinion the building was of considerable merit and that every endeavour must be made to retain it (SRCHPT¹, 3.11.74, meeting minutes).

In July of 1975 the Southland Education Board received an assessment of the building from an engineering firm,

¹SRCHPT - Southland Regional Committee of the Historic Places Trust

which concluded that there were earthquake hazards threatening all three exits from the building.

Mr Old, the Manager of the Southland Education Board, requested in May 1976 that a meeting with the HPT be held to discuss the building, but postponed that meeting several months later. Indeed, it was not until 1978 that a meeting did actually take place. During that time lapse concrete plans were drawn up for the new building incorporating no proposal to include the old building in the overall development. Indeed, as things turned out the new building was so very closely built to part of the old one that restoration of the rear portion of the old Southland Education Board building, at least, would not have been feasible.

In February of 1977 the Buildings Classification Committee of the HPT inspected the building and gave it a 'C' rating. Consequently the Invercargill City Council was asked to put the building into its District Planning Scheme as being of historical interest (the building had not been registered by the time it was demolished in 1980).

A year later the Southland Regional Committee of the HPT requested that the Southland Education Board receive a deputation from the Trust at which time the reasons for the Committee's concern could be discussed. This meeting took place in April 1978 and revealed that the Southland Education Board had not only let the tender for construction of new administration offices at a price of \$75,000 (Southland Times, 3.11.79) but also had applied to the Invercargill City Council for a permit to demolish the old building. Although the rear portion of the old building, because of its close proximity to the new block could not be saved, it was agreed that the front portion of the building was in reasonably good repair and capable of being restored if the expense could be justified (SRCHPT, 26.4.78, report). This proposal was therefore to be explored more fully by HPT and government architects.

At this stage it was the opinion of the Southland Regional Committee of the HPT that "adequate consideration had not been given to the possible preservation of the main block of the old school" and now it appeared to be too late to consider incorporating it into the overall plan of the new building development (SRCHPT, 2.6.78).

Meanwhile the Southland Girls' High School's Old Girls Association advised of its support in retaining the old building as it had sentimental attachment and architectural interest to members. Demolition was particularly opposed as the school was soon to celebrate its reunion.

Pending completion of its new offices, the Southland Education Board saw no further use for the old building and made it quite clear that no Education Board funds would be made available for it. It appeared that the Southland Education Board was offering the building as an 'as is where is' basis, and it also appeared, that pending a favourable structural report from the M.O.W.D., the HPT was not adverse to accepting that offer if indeed it was to be made. In reply to a request for such a report the M.O.W.D. stated that as the building was not to be used in the future by the Crown the Department saw no point in making any assessment (NZHPT 8/31/10, 15.11.78).

Meanwhile a meeting had been held on 9 October 1978 to further discuss the issue - present at which were representatives of the Southland Education Board, Otago Regional Committee of the HPT, and the Southland Girls' High School Centennial Committee. Each group expressed its stand on the subject and it was decided that if a suitable use was found, and appropriate structural upgrading was carried out by an interested group, the Southland Education Board would approve the building's retention.

On 4 May 1979 yet a further meeting took place from which it appeared the Southland Education Board was going to

go ahead with demolition as, due to adverse reports by the M.O.W.D. the building was not to be used by any government department. This effectively eliminated possible tenants which the HPT had in mind. The building did, however, meet Invercargill City Council's engineering requirements for citizen use (SRCHPT, 13.11.79, Chairman's report).

The final decision to go ahead with demolition was made in October 1979 and tenders were accordingly invited for the job despite many letters to the daily newspaper, as well as an editorial in criticism of that move (The Southland Times, 3.11.79).

In a last effort the Southland Community Arts Council proposed to use the building as a community centre for cultural purposes (Southland Community Arts Council, letter to Editor, The Southland Times, 3.11.79). An extensive feasibility study was hurriedly prepared to that end. Accordingly the HPT officially requested a stay of demolition to enable the Arts Council time to assess the building (The Southland Times, 10.11.79). Such a delay had not only wide public support, but also that of Invercargill's Mayor, Mr F.R. Miller.

The request was denied however. Indeed the closing date for demolition tenders was brought forward to 21 December (from 23 December). This move drew reaction from the Finance Committee of the Invercargill City Council which was about to ask the Education Board to delay the demolition at least until March of 1980. The Invercargill City Council had decided to support the attempts of the Arts Council to convert the old building into its new community centre. The HPT also supported this scheme and had offered to make some financial commitment towards it.

A feasibility study on the possible use of the building

as a community arts centre, drawn up by Mr R.B. Walker, concluded that it could "be well suited to conversion" (Walker in The Southland Times, 12.12.79).

The Southland Education Board at its meeting of 21 December 1979 had decided in favour of demolition however, after discarding the feasibility report commissioned by the Community Arts Council as 'inadequate evidence'.

The Southland Times on 22 December consequently headlined that the demolition of the Southland Education Board building was to go ahead and that the site would be cleared by the end of January (The Southland Times, 22.12.79).

The Southland Education Board saw through its decision - the building was demolished in January of 1980 as per schedule at a cost of \$5,960 (The Southland Times, 22.12.79).

Discussion

It may be some consolation for the loss of such a valuable architectural piece in Invercargill, to observe that the path to its eventual demolition was a lengthy and tortuous one.

From 1974 through to 1980 repeated circular arguments and well-worn appeals seemed to have made little progress in the battle over the building.

Four points of contention come out of this struggle to save the building. Each one contributes aggravation to an already frustrating situation.

Firstly and most significantly, were the motives, attitude, and activities of the Southland Education Board itself. One gets the impression from perusing the files of the Southland Regional Committee HPT, and the national head

office (NZHPT 8/37/10), that "all along the Board intended to pull down the building, no matter what" (Poole in The Southland Times, 22.12.79). Although the Southland Education Board expressed its desire to save the building if possible, there was no spontaneous effort on their part to do anything constructive towards retention - other than to say they had passively kept the options open for the HPT. The Board made no attempt to have expert reports prepared to show how the present structure could be renovated to required standards, and incorporated as part of an enlarged complex (The Southland Times, 25.10.79).

The Southland Regional Committee approached the Southland Education Board before the initial plans for the new building were prepared, and outlined its interest in the building and the architectural and historical merits the building exhibited. A meeting was proposed by the Chairman of the Southland Education Board, but in a later reply to the Southland Regional Committee's agreement to this, the Manager postponed it. There was a delay of approximately two years until, at the request of the HPT, a meeting was finally arranged. During that interval plans were drawn up for the new building with no attempt to include the old structure. Although the Southland Education Board revised its initial plan so that the new block was built to the side of the old one rather than on top of it, the new building was designed in such a way that it could be claimed that the old one was in fact a danger to the people working in the new building, if it was not demolished.

The Southland Regional Committee of the HPT has publicly accused the Southland Education Board of taking an irresponsible attitude to the retention of the historic building (The Southland Times, 30.10.79).

Secondly is the vagueness surrounding the M.O.W.D.'s adverse structural assessment of the building - thus curtailing its future use by any government department. The building

did, however, comply with the Invercargill City Council's 'engineering requirements for citizen use'. Why are there differing structural standards? It seems contradictory to say that a building while not fit for the use of a government department is adequate for 'citizen use'.

Related to this issue is the M.O.W.D.'s refusal to carry out a structural assessment of the building when requested to by the Trust late in 1978. The reason for the refusal - that the building was not to be used for government purposes and therefore there was no point in the M.O.W.D. carrying out such an exercise - somewhat begs the question.

It seems that the validity of the initial assessment (not released publicly) made by the M.O.W.D. and resulting in a recommendation that the building be replaced by 1979, had become questionable. Indeed, the HPT felt that the "Ministry may have something to hide" (SRCHPT, 12.12.75), and they:

"strongly suspect that there is seldom even a report prepared and that the guidance comes from summary assessment of the age of the building and type of construction" (SRCHPT, 13.11.79, Chairman's report).

During discussions over the building the Manager of the Southland Education Board, Mr Old, agreed "that there had been a change in M.O.W.D. attitude but in this case replacement accommodation has already been funded" (SRCHPT, 9.10.78, précis of meeting).

It seems that the actual government structural assessment made of the building resulting in the recommendation to the Education Board, was not made available to the Southland Education Board. The Board merely acted on a recommendation from the M.O.W.D.

"If there is a quarrel, it is with the government, the M.O.W.D. We were told by government that this building was to be replaced by such and such a date. We were told that no funds will be available from government to be spent on this building and we are required to programme a replacement for the safety of our workers" (SRCHPT, 9.10.78, précis of meeting).

The M.O.W.D. should have, under these circumstances, reassessed the building and their earlier recommendation regarding its structural fitness in order to exonerate themselves from such criticism.

The Southland Education Board must also shoulder some blame as had it sincerely wished to push for the retention of the building, it could have requested that the M.O.W.D. (through the Education Board) not only made available its report to them, but that it reconfirm the findings of that report in the light of the historical and architectural significance this building had.

A third issue concerns the late entry of the Invercargill City Council's interest into the forum. It was not until the eleventh hour that the Council, led by the Mayor's initial support of the building, publicly stated its approval of efforts to save the old building (The Southland Times, 12.12.79). Such a declared backing for retention would have had a far greater impact had it been revealed much earlier. The relevant point in the Invercargill City Council's defence, of course, was that the Southland Education Board building was not recognised in the D.P.S. as being of historical significance, and therefore the City Council could not impose any planning conditions in order to delay demolition, or effectively encourage preservation.

The final point concerns the lack of coordination of timing and protests on the part of the groups opposing demolition. The Arts Council would surely have known of the old building

and the uncertainty of its future long before it showed an interest. Why did it not present its ideas earlier so that the Southland Education Board's deadline could have been met?

Similarly, as previously mentioned, the City Council was also tardy in its actions. It appeared that the only consistent group throughout was the HPT (and its Regional Committee), but with limited finance and lack of new uses suggested to them, the Trust's effectiveness was limited.

The above issues then - the Southland Education Board's attitude, the City Council's role, the 'structural report' dilemma, and the lack of coordination of the protest groups - all culminated ultimately in the Arts Council proposal being untimely as far as the Southland Education Board was concerned, and it was dismissed as inadequate.

Demolition of the building proceeded.

Conservation Problems Exemplified

1. Lack of alternatives to outright purchase to ensure building's future. (see Part 3-A2)
2. Lack of uniform required standards of upgrading (M.O.W.D., and Invercargill City Council). (see Part 3-A3)
3. Building does not meet M.O.W.D. standards for public buildings. (see Part 3-A3)
4. Disinterest on the part of government departments (Education, and M.O.W.D.), and the passive attitude of the building's owner towards encouraging retention of the building. (see Part 3-B1 and 3-B3)

5. Little coordinated effort between anti-demolition groups. (see Part 3-B2)
6. Building though classified by the HPT, not recognised in D.P.S. as being of historic interest. (see Part 3-B5)

Part Three
Analysis of Problems

Introduction

It is widely claimed that finding a new use for, and ensuring the economic viability of retaining an old/historic building is the only way of ensuring that building's future:

"Whether many or just a handful of old buildings are saved will depend on the answer to the question - can economic new uses be found for them?" (Muldoon, 1983 , 19).

The range of problems derived from the previous case studies, however, divulge a large number of more fundamental barriers to the conservation of historic buildings. If these basic problems could be solved, then what is recognised as being the prime impediment to historic conservation (i.e. the finding of an economically viable use for the building) would largely dissolve.

The 'economic viability' and 'new use' dilemmas facing old and historic buildings are in New Zealand, the result of the range of problems to be discussed in the next two chapters. Overcome these impediments, and historic and old buildings would be ensured of a safe and worthy future - proving to be an economic viability, and accommodating a variety of uses.

Roy Worskett pinpointed the issue when saying at the 1980 'New Lives for Old Buildings' Symposium that, "You lack a real public understanding of what is at stake, and you also lack real legislation..." (Worskett, 1982, 18).

Following collation of information from the case studies (see Figure 22), it became clear that two classes of problem exist involving the conservation of historic buildings in

FIGURE 22 CATEGORISATION OF PROBLEMS EXEMPLIFIED
IN CASE STUDIES

Case Studies	Legislative/Regulatory Problems				Attitudinal Problems 180				
	Historic Places Act	Town & Country Planning Provisions	Earthquake Regulations/ Design Codes	Legislative Omissions	Government	Public	Owner / Developer	Local Authority	Historic Places Trust
Newmarket Junction Hotel Auckland	☆	☆				☆			☆
Post Office Clock Tower New Plymouth			☆	☆					
Omatua Homestead Rissington	☆		☆	☆					☆
Sacred Heart Convent Wanganui	☆	☆	☆	☆					
Sandridge Hall Wanganui	☆					☆	☆		☆
Bulls Post Office		☆	☆			☆			☆
C.M.L. Insurance Building Wellington						☆	☆		☆
Midland Hotel Wellington				☆			☆	☆	☆
258-260 Oriental Parade Wellington	☆	☆		☆			☆		
Nelson Provincial Council				☆	☆	☆	☆	☆	☆
Flemings Mill Christchurch				☆					☆
Resthaven Eventide Home Christchurch				☆			☆		
Old National Bank Christchurch	☆						☆		☆
Edinburgh House Dunedin			☆		☆				☆
Knox Manse Dunedin	☆						☆	☆	
Buckhams Brewery Malthouse Queenstown	☆	☆			☆		☆	☆	
Southland Education Board Invercargill		☆	☆		☆	☆	☆		☆

☆ represents the case study demonstrating that particular problem

New Zealand (see Figure 23).

Firstly are the problems of a legislative or regulatory nature. These are largely the result of inadequate or over-stringent legislative provisions in both the Town and Country Planning Act 1977 (TCP Act '77) and the Historic Places Act 1980 (HP Act '80), and government regulations regarding building design requirements.

Secondly are those problems related to attitudes - of not only the general public and the owner/developer of an historic building but also the attitude of government, local authorities, and the HPT.

Of course, there are facets of both the legislative and attitudinal problems which dovetail at times and overlap in their concern. This is to be expected as, in general, attitudes provoke and are formalised in legislation, just as legislation ideally is a reflection of the current values and attitudes of the nation.

As the problems have already been discussed in the context of each case study, emphasis in this analysis will be on the problem per se, rather than its singular relevance to the respective case studies.

Firstly, then, Part 3-A will deal with the problems of a legislative and regulatory nature; those relating to held attitudes will be the subject of Part 3-B.

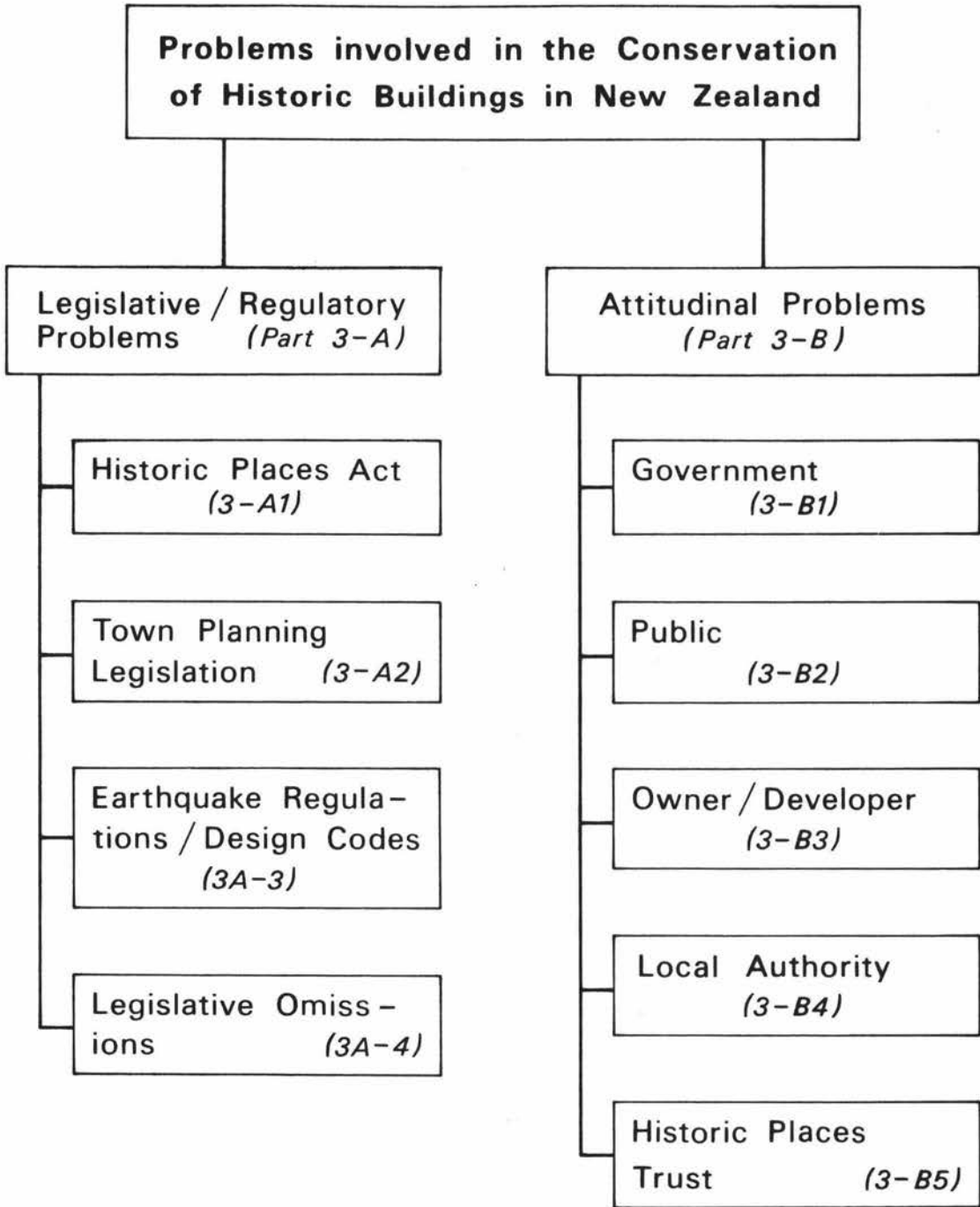


FIGURE 23 PROBLEMS INVOLVED IN THE CONSERVATION OF HISTORIC BUILDINGS IN NEW ZEALAND

3-A Legislative/Regulatory Problems

3-A1 Historic Places Act 1980

There are in New Zealand two parallel avenues for historic building protection. One is through town planning provisions relating to district scheme registration and the other is through the Historic Places legislation involving the classification of buildings and the issuing of Protection and Repairs Notices.

Part III of the HP Act '80 introduced an amendment to the TCP Act '77 to deal with Protection Notices and their relationship of district schemes. Because this piece of legislation is now firmly entrenched in the town planning provisions for historic building protection, it shall be dealt with in Section 3-A2, rather than being regarded as part of the Historic Places Act. This section, then, will look at the inadequacies of the HP Act '80, excluding its Part III.

The general conclusion to be drawn from the case studies is that protection of historic buildings in New Zealand is largely ineffective. This is especially so for lower ranked classified buildings (although it is debatable that the Protection Notice system will be as effective in protecting 'A' and 'B' buildings as it would at first appear).

It is questionable that the Trust has indeed gained anything by the new Act (Davidson, 1982). Most certainly the Act cannot be depended upon to provide absolute protection for those buildings of historical and/or architectural significance throughout New Zealand.

Likewise, interim protection (i.e. protection afforded a building whilst it is in the process of being registered, or classified) is not provided for in the Act. Before a

building is classified 'A' or 'B' an owner and occupier must be given three months' notice of the proposal during which time they may object to the ranking. If they choose, they may alter, damage, or demolish the building in question during that time. Similarly, as in the case of the Buckham's Brewery (C.S. 16) no interim protection is provided whilst buildings are under consideration of being registered in a district planning scheme as being of historic interest.

Galletly suggested that it may be desirable to include emergency measures in the legislation (Galletly, 1982) and interim protection could be a case where this would be appropriate.

The prime shortcoming of the HP Act '80, however, lies in its lack of providing any financial clout for the Trust. Because neither the Act, nor the government have provided the Trust with adequate revenue (or the means to earn it) the legal protective provisions of the Act amount to superficial token gestures. The issuing of Protection Notices is meaningless so long as the Trust cannot afford to ultimately purchase a property when an uncooperative owner takes his case in appeal against that notice to the Planning Tribunal. The Trust will obviously be reluctant to become involved in battles which financially it cannot afford to win.

In 1977, three years prior to the introduction of the HP Act, Katherine Findlay commented that the Trust "needs more money if it is to effectively preserve New Zealand's past" (Findlay, 1977, 12). This comment is just as valid today - it appears that the old limitations on the efficacy of historic building protection have not been overcome, and that this new legislation, proposing little financial backing "is about as effective as a car without petrol" (Tilly and McGill, 1980, 10). This inadequacy has resulted in the losses of Omatua Homestead (C.S. 3), 258-260 Oriental Parade (C.S.9), and the old National Bank (C.S.13), among others, in which the Trust, battling to save each building, was

unable to offer assistance grants or purchasing funds to secure protection.

It appears that persuasion and encouragement are the Trust's true principal tools in attempting to have owners protect and maintain their historic buildings. The concept of Heritage Covenants introduced in the new Act relies for its successful adoption on these techniques to engender cooperation in the property owner. This method of protection, (not requiring the Historic Places Trust to purchase a property in order to preserve it in perpetuity), is ideal so long as the building's owner is in agreement. The Trust, however, when faced with an unsympathetic owner wishing to demolish an historic building, who is prepared to take his case to appeal, has its hands tied by inadequate funding rendering it unable to purchase every such building outright to ensure its future. This assumption rests on the premise that the Planning Tribunal will tend to favour the rights of the land owner in all but the most exceptional cases (see Part 3A-2).

In a paper entitled "Improved Protection for Historic Places" (NZHPT, 1978), the Trust outlined a number of possible sources of finance required to not only purchase buildings but to make grants to owners of historic buildings towards the costs of maintenance. It was suggested that 5% of the stamp duty levied on all property sales (at present \$1.00 per \$100.00 - or 1%) be paid into a Conservation Fund, and that further a Conservation Levy (akin to the building research levy paid on every permit issued for new work) be made on all permits for demolition work.

It must be realised that a greater government contribution to the funding of the HPT is imperative, and possible (when historic buildings are accorded a higher government priority). Allocation of public funds is, as Robert McNamara so eloquently describes, a matter of priority and will:

"And let no one ask the stupid question,
Where is the money coming from?
\$70 billion a year to defend our country
comes from somewhere...the question is
merely one of the will of the [American]
people" (McNamara, as quoted in NZHPT, 1982, 76).

There has been no real commitment on the part of government to frame a statute effectively protecting historic buildings in New Zealand - at best we have a lukewarm attempt to placate the previously dissatisfied HPT. The legislation initially appears promising with its innovative techniques of Protection Notices and Heritage Covenants. Disillusionment has crept in as it has been realised that "nothing in real terms will be accomplished by the Trust which it could not have done before" (Davidson, 1982, 359).

In attempting to tread the middle path between preservation and progress by giving the Trust power to protect a building, and giving the owners equal right to resist, the legislature no doubt had the best of intentions. The resulting inadequate protection for historic places in New Zealand is yet another case in which the community good must bow to the individual rights of the New Zealand property owner.

3-A2 Town and Country Planning Provisions

Problems are evident from the case studies which question the strength of existing town planning provisions for historic building protection. They include issues relating to the Act itself (specifically Protection Notices), the Planning Tribunal, and D.P.S. provisions concerned with registration and compensation provisions.

PROTECTION NOTICES

Ostensibly the introduction of Protection Notices in the HP Act '80 confers on the HPT the power to protect an 'A' or 'B' classified building from demolition. To date Protection Notices have been issued for the Public Trust Building, Plimmer House (both in Wellington), the BNZ Building in Auckland, and the Waimate County Council buildings. The protective power of this technique is not absolute, however, as was shown for example in the case of the Bulls Post Office (C.S.6).

Before becoming effective, a Protection Notice must have the approval of the Minister of Internal Affairs. The case of Bulls Post Office was the first time that the Minister had withheld such approval. The reason given was that local feedback was not in favour of retaining the building. This decision has serious implications for the integrity of the HPT who had classified the building in a high priority 'B' class. It was possible that the building had architectural and historic merits recognised by those beyond the perimeter of the Bulls township - its classification in the 'B' category by the HPT is certainly significant considering that the next highest rating would have ranked it as a building of national historic interest.

It is controversial that a Protection Notice tendered by the HPT, a body comprising great professional expertise (in history, architecture, and the arts) should be overturned by the decision made at a small town meeting - especially when it had been clearly shown that the scheme forwarded to retain the building would not cost the rate-payers of Bulls a cent. True, the property was publicly owned (by the New Zealand Post Office), but a business deal to retain the building was being contemplated in which a private company was prepared to purchase the structure. In these circumstances it is debatable whether or not the opinion of the people of Bulls as to the future of the building, was at all relevant. Certainly the New Zealand government does not go to the people for a poll each time it contemplates the disposal of a publicly owned building.

The HP Act '80 does not set down the criteria to be used by the Minister in approving or disapproving Protection Notices - in this case it is suggested that the opinion of the local community was irrelevant to the case in question and therefore an inappropriate criteria to be used in denial of a Protection Notice. This issue highlights the need to clarify and elaborate upon specific provisions in at least one of the town planning provisions for historic building protection.

INADEQUACY OF D.P.S. PROTECTION - EASE OF DEREGISTERING A BUILDING

The inclusion in D.P.S.'s of a register of buildings of historic significance has largely been an ineffective protective measure; merely ensuring a delay in proceedings during which time alternatives to demolition could be pursued (Lawn, 1976; New Zealand Herald, 13.7.74).

Usually when an owner applies for deregistration of a building from the D.P.S. list of historic buildings, the Conditional Use procedure is enacted - inviting objections, and providing the Planning Tribunal as the appellant body. There are,

however, no specified grounds for removing a building from the D.P.S. register, and therefore local authorities have no guidelines as to what grounds constitute valid justification for such removal.

In taking the Wanganui City Council to the Planning Tribunal over the deletion of the Sacred Heart Convent from its D.P.S. register, Dickson and Lonergan claimed that the Council had made insufficient effort to investigate the feasibility of retaining the building, and had not adequately assessed the public's feeling on the issue before deciding to delete the building from its register. The Planning Tribunal agreed in particular with the first claim (Planning Appeal: Dickson and Lonergan v Wanganui City Council, 1980) suggesting that this may have provided some alternative to demolition.

According to the Proposals for "Improved Protection for Historic Places" (NZHPT, 1978) circulated by the HPT in anticipation of the new HP Act '80, suggested grounds for removal of a building from the register...

"should include irreparable damage to a registered building caused by fire, earthquake, or some other accident, or new evidence that has come to light showing the registration to be inappropriate. The possible effect of registration on the valuation should not in itself constitute sufficient grounds to have that property removed from the register" (NZHPT, 1978, 7).

Clarification and elaboration of the procedure and criteria by which an historic building may be deregistered must be made if the D.P.S. register of historic places is to serve a more useful purpose than being a mere record of buildings.

THE ISSUE OF COMPENSATION AND THE ROLE OF THE PLANNING TRIBUNAL

Recognition and protection of an historic building (through

D.P.S. provisions or classification and possible Protection Notice from the HPT), is intended to benefit the community by virtue of that building offering amenity value, townscape attributes, educational contribution, and psychological and social continuity. The Trust, or local authority therefore imposes these protective measures for a perceived community-wide gain. Often historic buildings are owned, and possibly lived in by private citizens. When a privately owned building has restrictions placed upon it (in terms of saleability, demolition, redevelopment, and structural alterations) in order to provide a public benefit, then it is fair and proper that the owner of that building be awarded compensation for partial loss of his rights as a property owner, and to assist in maintenance work. Registration of a building in the D.P.S. may inadvertently affect the value of the property, hence its saleability and perhaps the owner's ability to obtain loan finance (Dennis, 1979).

It has been suggested that "an Englishman's home was no longer his castle should that castle attract the eyes of the Trust" and that "almost dishonestly the community thereby gains preservation at the cost of alienation and expense of the property owner" (Reeves, 1983, 172).

Statutes which enable restrictions to be made in the name of the public good, must therefore establish compensation provisions to provide equity and justice in the process. It is the lack of compensation provision for this loss of individual rights, which render historic places protection in New Zealand ineffective. Firstly the Trust can neither afford to offer owners compensation nor purchase properties when a Protection Notice is appealed against, and secondly local authorities are not able to (or do not wish to) provide compensation for financial loss directly attributable to D.P.S. registration of an historic building and the consequent imposition of protective restrictions.

These two circumstances will be looked at to further define the existing legislative problem of compensation provisions.

Of prime importance is the issue of Protection Notices against which, to date, there have been no appeals to the Planning Tribunal. The Act (i.e. the TCP Act '77 as amended by the HP Act '80) does in three instances provide for the owner of an historic building to appeal to the Planning Tribunal against a Protection Notice.

Firstly, s 125 B (8) allows the owner to appeal against the decision to issue a Protection Notice on his property. Section 125 C (1) of the Act provides for an owner, unable to sell his land owing to the existence of the Notice, to apply to the Planning Tribunal for the Notice to be removed or the land to be taken under the Public Works Act 1928 (now the Public Works Act 1981). Lastly, if a Protection Notice will:

"prevent further use of the land for every purpose for which the owner or occupier, but for the Protection Notice, could lawfully have used it without detracting from the amenities of the neighbourhood" (TCP Act '77, s 125 D [1]),

the owner of the land may request the Planning Tribunal to order that the HPT take the land under the Public Works Act 1928.

It is in the latter two instances where land may be compulsorily purchased under the Public Works Act 1928 that the issue of compensation arises.

The passing of the Public Works Act 1981, however, has obscured the validity of the Trust's powers in respect of the taking of land. This new Act states that the land cannot be compulsorily acquired unless for "essential work". Essential work defined in the Act, does not include reference to the protection of historic buildings. The only way in which the power of compulsory acquisition could

be exercised is to have a building's protection be declared a "specific public work" under s 3 of the Act which empowers the Governor-General to declare (by Order in Council) that any specified public work be an essential work for the purposes of the Act. Nugent (1982) is of the opinion that the Planning Tribunal (which in the TCP Act '77 can order that the Trust take land [pursuant to a Protection Notice] under the Public Works Act 1928) would have to bow to the power of that Public Works Act 1928, meaning that:

"the Trust could only acquire a building subject to a Protection Notice if the owner of the building was willing to sell" (Nugent, 1982, 66).

The HPT, because of its weak financial standing, cannot afford to become involved in appeals which may result in it being asked to 'put its money where its mouth is'.

The Protection Notice provision then, has an unsound foundation. So long as Protection Notices are imposed upon properties whose owners are sympathetic to historic building preservation and who are prepared to accept the restrictions it may involve, then the problems need not arise. Given an unsympathetic owner, however, who is prepared to take his case to the Planning Tribunal, any protection afforded by Protection Notices may be seen to be a bluff - the owner can expect the HPT to eventually back down, on financial grounds, from purchasing the building.

Let us now turn to the second issue of compensation when the D.P.S. places restrictions upon the owner of an historic building in terms of alterations, demolition, etc.

Two of the building case studies were taken to appeal on points related to D.P.S. registration. In the case of Sacred Heart Convent (C.S.4) two Wanganui architects appealed against Wanganui City Council's decision to remove the building from its D.P.S. Register of Historic Buildings

(Planning Appeal: Dickson and Lonergan v Wanganui City Council, 1980). The Newmarket Hotel case (C.S.1) saw the Auckland Regional Committee of the New Zealand Historic Places Trust appeal against One Tree Hill Borough Council's decision not to list the building as being of historic interest in the D.P.S. (Planning Appeal: Landmark Society and others v One Tree Hill Borough Council, 1974).

In both cases the building was under threat of demolition, and in both cases the Planning Tribunal, in denying the appeal, spoke of the rights of the property owner and the responsibility of the community to compensate for losses caused the owner by registration.

This type of decision continues the list of Planning Tribunal appeals where historic building protection through D.P.S. registration has been the issue (Planning Appeals: Christchurch City Council v Christchurch Club, 1978; NZHPT v Wellington City Council, 1979; Regent Theatre Co. v Dunedin City Council, 1971; Arundale Centre Inc. v Waitemata County Council, 1972; Victoria University v Wellington City Council, 1976; Hamilton and Jolson v Auckland City Council, 1981).

The Planning Tribunal stand on the issue is best summed up in the decision of NZHPT v Wellington City Council:

"...the property owner in New Zealand still has some rights and we intend to see that these rights are protected.... the Tribunal would still be reluctant to restrict the rights of a landowner for the good of the community unless there was a clear right of compensation and there is at the moment a marked lack of clarity" (Planning Appeal: NZHPT v Wellington City Council, 1980, pp.540-541).

There is confusion as to whether registration in a D.P.S. is covered by the compensation clause in s 126 of the TCP Act '77, as the 1977 Act prevents historic buildings from being designated as such, and the right of compensation

for registration is unclear. The Planning Tribunal has called for a decision by the Supreme Court to determine the compensation rights of the individual under s 126 of the TCP Act '77 (Planning Appeal: NZHPT v Wellington City Council, 1979).

In fairness to the property owner compensation should relate to the loss of development potential suffered, because registration affects not only the ability of the property owner to enjoy continued use of the property in its existing form, but also the valuation of the site and the loss of the owner's right to capitalise on that value.

Most of the case studies looked at were buildings demolished so that the property owner could utilise valuable land for a more economic use. Until either the owner is fully compensated for such financial loss, or new uses are found for historic buildings to render them an economic asset, they will continue to be demolished on economic grounds.

Lack of clarification of compensation rights, inability of the HPT to purchase threatened buildings when faced with Protection Notice appeals, and the Planning Tribunal's determination to safeguard the property owner's rights, continue to be major obstacles to successful conservation of historic buildings in New Zealand.

COMPENSATION ALTERNATIVES TO OUTRIGHT PURCHASE

If there was an alternative to outright purchase of an historic building by the concerned party to ensure its future protection, then the lack of clarity regarding compulsory purchase provisions in the legislation, and the financial weakness of the HPT, would not render the protection prospects for historic buildings so gloomy.

Neither local authorities nor the HPT can afford to ensure the protection of all historic buildings by purchasing them whenever an unsympathetic owner demands that either

the protective restrictions on his historic building be lifted, or he be fully compensated for loss of development potential.

This lack of alternative to outright purchase has meant the demolition of many buildings (see C.S.16, Buckhams Brewery, where the Lands and Survey Department though wishing to, was unable to afford the purchase of the brewery site to ensure its future security; C.S.17 where the Southland Education Board was prepared to sell the building but no body could afford its purchase).

Provisions for financial assistance and incentives on both a national and local scale are required. Taxation incentives in the form of a tax deduction for approved maintenance and restoration work would be appropriate, along with assistance from local authorities in the form of rate remission (partial, or full), grants, low interest loans, and special dispensations and incentives aimed at encouraging the retention of historic buildings (see Part 3-B4).

If owners of historic buildings received this type of assistance and incentive to upkeep and protect the historic values of their properties, the financial burden which is often part and parcel of the restrictions imposed to protect these buildings, would at least partially be alleviated.

The weaknesses of Protection Notices as an historic building protection technique, the lack of compensation provisions, the lack of clarification and criteria for specific procedures (grounds for deregistration of a building from the D.P.S. register of historic buildings, grounds for disapproval of a Protection Notice), and the stance taken by the Planning

Tribunal are conservation problems all ultimately attributable to the firm New Zealand belief that the private rights of the property owner must be protected.

This attitude stems, perhaps, from the New Zealand political system being traditionally dominated by the land-owning farming sector with its fierce regard for property possession and the concurrent rights and benefits it involves.

Such a political setting would not foster the introduction of powerful and effective legislation, soundly backed financially, and resulting in the loss of the individual property owner's rights in the name of the public good.

The New Zealand government has, then, chosen to compromise between the pressures of the preservationists lobby (including the HPT) and its own attitude towards property rights. The result has been a piece of legislation which clearly establishes protection for historic buildings, but at the same time denies the financial means by which this legislation could be effective.

With the growing interest in things 'old', and an increasing awareness of the quality of the built environment, it remains to be seen if the politicians will grace the existing town planning provisions for historic building protection with the necessary financial back-up and legislative changes necessary before they can be of any lasting effective use.

3-A3 Earthquake Regulations / Design Codes

The case studies identified six buildings whose poor structural condition was instrumental in the decision to demolish. Of these six, five were masonry buildings in public use which had been designated 'earthquake risks'. These buildings were the New Plymouth Post Office Clock Tower (C.S.2), the Wanganui Sacred Heart Convent (C.S.4), the old Bulls Post Office (C.S.6), Dunedin's Edinburgh House (C.S.14), and the Southland Education Board building (C.S.17). Omatua Homestead (C.S.3), a wooden building, was considered to be in poor structural condition mainly through rotting timber. The majority of case study buildings considered earthquake risks were so designated as the result of structural assessments which were at the time either in direct contradiction to other reports, were controversial, or their validity questioned. Only in the case of Edinburgh House did all parties eventually agree upon and accept the very poor structural condition of the building as just cause for demolition.

It is common in New Zealand to find that masonry buildings do not meet earthquake resistance regulations (Beard, 1982). In recent years the question of earthquake resistance in old buildings has been the subject of much discussion amongst structural engineers and architects alike (Cox, 1982; Glogau, 1982; Smith, 1980; Smith, 1982; Tebbs, 1982; Toomath, 1982; Wood, 1982).

The issues involved in such discussions are fraught with subjectivity, unpredictability, vagueness, and inconsistencies. The following excerpt from Brian Woods' paper presented at the 1980 'New Lives for Old Buildings' Symposium demonstrates some of these:

"Thereby lies the problem. Nobody, however expert, can predict the likelihood of the major earthquake occurring in any particular area, or for that matter a less than major earthquake. We might attempt a numbers game, and play with statistics, but at this stage we would be no better off than taking a simple intuitive stand, qualitative rather than quantitative.

This of course can leave the building owner confused. He is told that he should strengthen his building to minimise the risk of damage in an earthquake; but there can be no guarantee as to the results; and if the major earthquake occurs the strengthened building may still collapse. One expert may advise measures he considers necessary to achieve a reasonable standard of strength, and another expert something quite different. The owner slaps his hand on his solid walls, that feels so strong, and can be excused for wondering what it is all about" (Woods, 1982, 70).

These two aspects - the nature and unpredictability of 'earthquake risk', and secondly the expert assessment of buildings and the standards required - will be elaborated to show why being deemed an 'earthquake risk' represents a problem in attempts to conserve historic buildings in New Zealand.

Earthquake 'Risk'

Latham Andrews, Chairman of the Standards Association Committee which sets structural safety codes, admits that his decisions are more often than not, arbitrary:

"There is no such thing as an earthquake proof building, as it is impossible to get rid of all risks in a realistic way"
(Andrews, in Dasler, 1983, 19)

No person on earth is able to accurately predict the frequency or intensity of earthquakes, therefore any degree of 'safety' a building claims to be strengthened to is largely a delusion. There will always exist the possibility that the next earthquake may be of unprecedented severity, against which any

degree of strengthening will prove futile. So just where should the line be drawn when imposing standards and codes for earthquake strengthening?

Hazards and risks are, of course, part of everyday life. Nothing can be guaranteed absolutely safe - at best a thing can be considered safe if its risks are judged to be acceptable (and so judged by those with a knowledge of the hazard). An acceptable risk level is derived at by weighing costs and benefits against the predicted likely occurrence of that hazard. Hence:

"there must be a trade-off between an attractive, satisfying, but not perfectly safe environment, and having one that engineers can certify safe within their knowledge and the codes" (Walker, 1980, 65).

'Acceptable risk' then, is subjective and perceived of differently by people whose view of 'costs' and 'benefits' vary, e.g. owners, tenants, insurance companies, designers, code writers, public officials, and politicians (Glogau, 1982). In an ethical sense, one can differentiate between 'voluntary' and 'involuntary' risk. Where a risk is taken voluntarily by a deliberate choice made by its potential victim in preference to feasible alternatives, responsibility for injury shifts from society to the individual. It is in this spirit that Granville suggests that people themselves should decide whether or not to take the risk of entering a building deemed to be an earthquake risk - "slap a sign on the outside so that people can make their own decisions about accepting or rejecting the risks" (Granville, 1980, 66); similar to the concept of government warnings on the side of cigarette packets. Similarly Daniels ponders on the anomaly of perceived risk, claiming that earthquake risk is minimal in comparison with those encountered in everyday life such as traffic exposure, or terminal illnesses (Daniels, 1973).

The attempts to preclude 'earthquake risk' by imposing

strengthening standards is, then, based on subjective and shaky ground itself. Indeed, at the moment (as existing buildings continue to be earthquake risks at least until the time the owners are given to comply with the required standards), we have a measure of community acceptability of risks involved in working, living in, and recreating in these masonry structures.

What must be determined is whether or not the existing regulations reflect the current degree of risk acceptable to the general public - and in reference to historic buildings, whether the public is prepared to accept a greater degree of risk because of the benefits accrued through the continual existence and use of that historic building. It is only through an affirmative reply to this question that there would be a case for relaxing or reducing the structural standards laid down for an historic masonry building. Relaxation of design codes, however, (e.g. required ventilation, natural light, etc.) should be encouraged where strict application of such regulations would deter the reuse of historic buildings.

Expert Advice - Structural Standards of Strengthening

Under section 301A of the Municipal Corporations Act 1954, local authorities can require systematic upgrading of most masonry buildings,

"Where Council is satisfied that any building in the district...having regard to its condition, to the ground on which it is built, its present and likely future use, and all other relevant matters, will have its ultimate load capacity exceeded in a moderate earthquake and thereby constitutes a danger to persons therein or in any adjoining buildings or on any adjoining land or to passersby, the Council may... require the owner of the building within the time specified in the notice, to remove the danger, either by securing the building to the satisfaction of the Council or by taking down the building" (s 301A, Municipal Corporations Act 1954).

The Council, as can be seen, has here a great deal of discretionary power. Some local authorities have assumed the powers afforded by the Act, many have not. Wellington City Council, for example, was the first local authority to extensively apply the powers of the Act. In central Wellington 758 buildings were designated earthquake risks. Of these, 138 were on the 'golden mile' from Lambton Quay to Courtenay Place (McTaggett, 1982). Not all local authorities have chosen to exercise these powers to such an extent.

Apart from the inconsistent use of the Act by local authorities throughout New Zealand, Hopkins and Robertson point out further anomalies in the approach to earthquake risk buildings:

- by definition the legislation is restricted to 'high risk buildings', and to those of unreinforced masonry or concrete. While this covers the majority of buildings, there is a need to also cover other more recent buildings which are earthquake hazards.
- each local authority is free to formulate its own requirements for structural upgrading. "The lack of satisfactory guidelines has led to numerous anomalies" (Hopkins and Robertson, 1981, 59).

Such criticism has raised the issue of just how the present standards and codes have been derived. Both Dennis (1979) and Grove (1979) have questioned the values underlying the present regulations and called for their reassessment.

James Beard (1982) demonstrates the need for a reappraisal of regulations by looking at Chapter 4 of N.Z.S.1900 (model by-laws), part of which states that: "...every habitable room or service room hereafter erected shall have in the walls one or more windows..." (N.Z.S.1900, Ch.4).

Beard claims that he was refused a building permit for a proposed building which was to have glazed doors in lieu of windows. Upon canvassing approximately 30 local bodies,

he found that fifty percent suggested a permit would be granted, and fifty percent suggested it would not be (Beard, 1982). The case was put to the Ombudsman and he supported the view that the application did not comply. The Standards Association of New Zealand also voted for non-compliance.

Upon researching the history of the by-law, Beard found that it was written in the United Kingdom sometime during the 1870s as a reaction to the Dickensian-like industrial revolution aftermath (the by-law provided for some measure of light and air in otherwise random and squalid workers' quarters).

It was first incorporated into New Zealand by-laws in 1903 and the wording remains essentially the same today. In 1958 the Minister of Housing and Local Government (U.K.) declared that under the provisions of the Public Health Act 1936, no window in the normal sense is any less of a window because it affords a means of entrance or exit (Beard, 1982).

This by-law, then, though outdated and repealed in the United Kingdom, is still operative in New Zealand. How many likewise obsolete requirements are scattered throughout both earthquake strengthening and building design requirements for old buildings in New Zealand?

It would be folly to suggest, as some have done (Daniels, 1973; Dennis, 1979; Grove, 1979; Whitney, 1977), that the earthquake resistance standards and codes are a hindrance to the conservation of historic buildings and as such should be waived or relaxed. Historic buildings should be strengthened where found necessary, and further, to a greater degree than 'ordinary' ones where the purpose in strengthening is primarily to reduce life risk without necessarily protecting the building concerned from damage. Historic buildings must be strengthened not just to protect human life, but also to ensure retention of the building for

an indefinite period, and "prevent physical damage and loss of that visible character which is the reason for its preservation" (Gurley and Nicholls, 1982, 7).

Rather than calling for the relaxation of required structural standards for historic buildings, what must be demanded is a reappraisal, updating, and justification of these standards. The application of building standards must be consistently applied (see C.S.17, Southland Education Board building, where Invercargill City Council standards were able to be met, but not those of the M.O.W.D.). This reappraisal must take into account, in the specific cases of historic buildings, currently accepted human risk levels. If such an assessment reveals a higher degree of acceptable risk when considering an historic building, then it is in these circumstances only that structural upgrading requirements may be relaxed.

Toomath suggests the adoption of a graded system of degrees of strengthening,

"ranging from full compliance with the current codes where economic feasibility is satisfactory and public risks are high, progressively reducing in standards as both feasibility and risks decline, moving through selective demolition and strengthening, down to acceptance of high risk in isolated cases where the building's value aesthetically or historically would be lost by strengthening and where the public risk is limited in extent - i.e. to live dangerously on occasion when it is worth it" (Toomath, 1979, 287).

Presently the established standards and codes apply broad blanket provisions (which themselves require application guidelines) and do not provide flexibility in terms of relating economic feasibility and public risk to strengthening requirements.

Earthquake resistance codes and building design regulations present a problem to the conservation of historic buildings to the extent that they often preclude the economic strengthening of such buildings.

The problem exists because of neglect in reassessing, justifying, and updating these standards. Human inertia, and an acknowledgement of the vagueness and unpredictability of the concepts involved are responsible for this omission. With the growing expertise and experience demonstrated by structural engineers in New Zealand today, and an increasing awareness and appreciation of historic buildings, it is expected that the imposed standards will come under increasing scrutiny.

3-A4 Legislative Omissions

Decisions are only as good as the information upon which they are based. The decision of a Council to remove an historic building from its D.P.S. historic places register, and the decision of a property owner to demolish a building and redevelop the site, are decisions which should be made with knowledge of all the facts and possible alternative courses of action.

The Planning Tribunal suggested, in the appeal decision considering the removal of the Sacred Heart Convent from the D.P.S. register, that the Wanganui City Council,

"should have been active in investigating the feasibility of preservation before it initiated the scheme change now appealed against. After all, registration of a private building as one worthy of preservation places some obligation upon the Council so registering it to see that it can be preserved" (Planning Tribunal Decision: Dickson and Lonergan v Wanganui City Council, 1980, 7).

Yet many buildings investigated in this study were demolished following decisions made in the absence of both an unfavourable structural assessment of the building and a feasibility study demonstrating the non-economic viability of strengthening and upgrading as opposed to demolition and rebuilding.

This situation will continue as current legislation does not require an owner to 'prove need' for demolition of an historic building before it can be deregistered from the D.P.S. As in the case of the Resthaven Eventide Home (C.S. 12) and Nos. 258-60 Oriental Parade (C.S. 9), where a scheme was put forward in both instances to retain the

building and also accommodate the use requirements of the occupier, the owner of an historic building intent on its demolition has no legal obligation whatsoever to consider any possible alternatives to demolition and redevelopment of that building.

It is suggested that regulations should be introduced to the effect that buildings registered in a D.P.S.'s highest category in the register of historic places, and/or registered 'A' or 'B' by the HPT should be the subject of a mandatory economic feasibility study (including a professional assessment of costs of strengthening and upgrading required), the findings of which should be considered by Council in the case of that building's owner wishing to have it removed from the historic places register for the purposes of eventual demolition.

Similarly in the case of appeals to the Planning Tribunal, a decision should be based on all relevant information available. A comparative economic assessment of alternatives would be very relevant.

It would be of advantage, not only to the community which benefits from the preservation of an historic building, but also to the owner of that building, if it could be shown that an alternative to demolition may be an economic proposition for him. For this reason it is suggested that the costs involved in contracting such a feasibility study should be shared between the community (through the local authority) and the property's owner. Alternatively, should the HPT become adequately funded to more effectively involve itself in protection of threatened buildings, the contracting of (at least) a structural assessment report by that body would provide grounds for either the Trust's further action in advocating preservation for the building, or in the case of an unfavourable report, its withdrawal.

Such structural and economic information must be made available at an early stage in decision-making - its research

should be initiated immediately it is possible that a highly rated historic building is under threat of demolition.

In the case of Fleming's Mill (C.S.11), for example, a structural assessment carried out by the Architectural Department of the Ministry of Works & Development at the request of the HPT was produced in June 1973 (by which time both the Regional Committee and the Head Office of the HPT had fully committed themselves to a course of advocating preservation for the building).

During discussion over the future of Omatua Homestead (C.S.3), the HPT accepted an offer by the M.O.W.D. in November 1981 to carry out an on-site inspection on the condition of the building. This report had not yet been tabled at the time the building was demolished eight months later.

In the cases of the New Zealand Post Office Clock Tower in New Plymouth (C.S.2), the Wanganui Sacred Heart Convent (C.S.4), and the Midland Hotel (C.S.8), no attempt was made to assess the comparative cost of demolition against that of strengthening and upgrading (although in the case of Sacred Heart Convent a professional structural assessment was made).

Ian Smith, a Wellington engineering consultant, has shown how such a comparison may be made (Smith, 1980a). Whereas Smith believes that upgrading should be considered suspect if the costs exceed one-third of the costs of a new building,

"When the building has an historic appeal and warrants preservation by community demands, a greater cost, up to even 10% more than the cost of a new building of the same floor area, might well be considered" (Smith, 1980a, 4).

Smith shows how a cost of even half of that of a new building can be justified (given an existing building with a gross area already up to present allowable plot ratio) is not

only more viable when it shows a return of 11.5% compared with 5.83%, but it also requires less capital (see Figure 24).

Such an economic assessment of alternatives would be an important component in the decision-making process regarding historic buildings under threat of demolition.

Its mandatory introduction would lend validity and sound economic justification to decisions made by both local Councils and the Planning Tribunal, in favour of, or against deregistration of an historic building from the D.P.S.

Why has legislation and planning practice not detailed the requirements in terms of information (both economic and structural) when decisions regarding the future of historic buildings are being made? It is suggested that this is another aspect of the government's unwillingness to restrict the private property owner's rights - this relieves the property owner of any obligation to prove the need for demolition of an historic place.

Once again the stance taken by government, and reflected in the legislation, affords the property owner maximum autonomy over his assets - until compensation is offered to him by the community when it chooses to reduce that autonomy, the New Zealand public cannot expect this to change.

Similarly, tightening of legislative requirements such as making comparative economic assessments mandatory in the cases of highly rated buildings must be preceded by some financial compensation provisions.

3-B Attitudinal Problems

3-B1 Government

There is an attitude of reluctance on the part of the New Zealand government to make any real commitment to the preservation of historic buildings. This reluctance does exist despite Galletly's claim that as the spirit of historic preservation is formalised in two pieces of legislation (TCP Act '77, and HP Act '80), the government is therefore committed to encouraging it (Galletly, 1982).

There have been specific instances, nevertheless, where government departments have shown an enlightened approach to the preservation of publicly-owned buildings of historic significance. The government, for instance, purchased and restored old St. Paul's Church for the nation (Daniels, 1973), is restoring the old Government Buildings, and has also investigated the possibility of preserving the government buildings at Hokitika, and Wairarapa College among others (Smith, 1980).

In terms of government policy backed by a meaningful financial commitment, however, the New Zealand government's passive attitude to participating in and encouraging historic preservation is demonstrated by:

- a reluctance to allocate more funds to historic building preservation.
- instances where the government has shown disinterest or blatant irresponsibility towards historic building preservation.
- bureaucratic delay in the decision-making process.

Reluctance to Allocate More Funds for
Historic Building Preservation

Many of the case studies in which publicly-owned buildings have been demolished demonstrate reluctance on the part of government (through its numerous departments) to consider allocation of funds to historic building preservation.

Moreover, the New Zealand Historic Places Trust, the government body charged with the responsibility of protecting New Zealand's heritage, is grossly under-funded, effectively reducing its success in saving historic buildings threatened with demolition. When introducing the new HP Act in 1980 the government, while satisfying the Trust's appeals for wider powers to protect the heritage, denied the request of the Trust to introduce means for it to acquire greater financial standing (NZHPT, 1978).

In effect the preservation of historic buildings has low priority for government allocation of funds. This need not be the case, of course, as where a political will is demonstrated resources will be found to save buildings.

"Political will is surely a response to the demands of the community and if it is politically desirable to save a building, particularly if it is receiving attention through the media, resources are likely to be allocated" (Whitney, 1977, 24).

Such was the case with the Customhouse Building in Auckland where, after the government had instigated demolition, public support and lobbying has resulted in the building being conserved and re-used (Corry, 1979).

Both the Bulls Post Office, and the Southland Education Board buildings are examples of publicly-owned historic buildings which, had public pressure been applied on the appropriate government departments, could have warranted allocation of public monies for preservation.

Instances Where the Government Has Shown
Disinterest or Blatant Irresponsibility Towards
Historic Building Preservation

The cases of Buckham's Brewery (C.S.16), Nelson Provincial Council Chambers (C.S.10), and the Southland Education Board buildings (C.S.17) serve to demonstrate that the example set by the New Zealand government, in terms of historic building preservation, is by no means a good one (Dennis, 1979; Corry, 1979; Evening Post, 14.1.83).

Most significant is the case of Buckham's Brewery where the Tourist Hotel Corporation (a government body) supposedly devoted to the fostering of tourism in New Zealand, successfully instigated demolition of the buildings in almost suspicious haste. As Galletly states, "the building could have been developed as a tourist attraction yet the Corporation seemed unconcerned at the loss" (Galletly, 1982, 110). The moral integrity of this government corporation's actions in having the brewery demolished has been severely criticised (Editorial, Otago Daily Times, 10.6.78).

In the case of the Nelson Provincial Council Chambers, the government was only too willing to pass responsibility of the building over to the Nelson City Council (along with a sizeable grant), but was not active itself in pursuing and investigating alternatives to demolition.

The case of the Southland Education Board buildings demonstrated, especially, disinterest on the part of the Department of Education to consider retaining the building and incorporating it into the new proposed development.

Government departments do not seem to be governed by a blanket policy of actively seeking alternatives to demolishing government-owned buildings where possible. It is imperative that the government set a good example to owners of historic buildings by making visible exemplary commitments itself to the conservation of historic buildings.

Bureaucratic Delay in the Decision-Making Process

"Every day we delay there is less and less to save" (Lady Dartmouth, 1972, 63).

The bureaucratic form of government administration which New Zealand employs naturally lends itself to lengthy delays in decision-making and 'red tape' procedures. In the case of historic buildings under threat of demolition time is precious and often 'delay' equates with 'decay'. The Nelson Provincial Council Chambers, as controversy over its future continued, was left unoccupied and its structural condition deteriorated until it could be claimed that the building was past being able to be renovated (C.S.10). In the case of the New Plymouth Post Office Clock Tower, whilst demolition occurred in 1969, as early as 1946 the tower had been reported as about to be pulled down (Taranaki Herald, 7.2.68).

Apart from the deterioration of buildings, protracted periods of negotiation over a building may result in the buildings becoming victims of arsonists (as was the case with two historic Wellington buildings, both burnt down following years of negotiation over their fate - the Kelburn Kiosk, and Stout House).

Planning procedures are also often subject to delays. Protection Notices, for example, are subject to lengthy procedures for approval. Similarly, as was the case with Buckham's Brewery, gaining recognition of an historic building in the D.P.S. may prove to be a lengthy battle. The Queenstown Historical Society had fought since 1974 to have the Brewery registered as an historic building in the District Scheme. Its demolition in 1978, came but days prior to final negotiation to that end.

The government, through its various departments could act as a valuable catalyst in the promotion of historic building conservation in New Zealand, either directly through the

preservation of publicly-owned buildings, or indirectly through strengthening the existing protective legislation by furnishing it with financial backing, or offering tax incentives to owners of historic buildings. Indeed the latter was suggested by Sir Robert Muldoon in 1983:

"Tax incentives are working in the U.S.A. so why not here?" (Muldoon, in Southland Times, 4.3.83).

In the case of publicly-owned buildings, government departments could seek and encourage more open public discussion on their fate. In the case of Edinburgh House (see C.S.14), the M.O.W.D. and the New Zealand Post Office were criticised for their lack of involving the public in discussion on the building's future. This criticism constitutes part of an overall call for a more open form of government in New Zealand whereby the public becomes more involved in the decision-making process.

Government's reluctant attitude towards the conservation of historic buildings is attributable to the National Party's philosophy of protection of the property owner's rights. To give solid financial backing to the Historic Places Trust would be to strengthen the Trust's ability to intervene between the property owner and his rights in the name of the community good. The extensive use of such powers would jeopardise the private rights of property owners to do with their land as they choose (within reason) and is not in line with National Party policy.

In terms of government expenditure, allocation of funds to historic building protection does not receive high priority. The setting of priorities is directly related to public and political pressure. The demand for historic building protection has not been sufficient to create a

political will to conserve and consequently funds have not been forthcoming. Political will is generated by public pressure which in turn will reflect the attitude of the New Zealand public towards the preservation of historic buildings.

3-B2 Public

"It wasn't my fault"

To preserve an object of interest historic,
 Is often the lot of a small group heroic
 Queenstown's old library now makes the point,
 If it wasn't there we'd miss the old joint.
 Few took up the challenge to save it at first,
 They struggled and fought, for its fate was the worst.
 And now it's the Malthouse, link with the past,
 forgotten, but now it has champions at last.
 For you can't recreate an object historic,
 with today's brick plaster and hot air rhetoric.
 Let us all take heed of the failures elsewhere,
 retaining with pride and preserving with care,
 at least some of our history, some of our past,
 built with old skills and erected to last.
 The Malthouse is one of the few links remaining,
 If it goes the decision will take some explaining.
 But if this be the outcome, if this the result,
 how many will say "it wasn't my fault"!

- N.R.N.R.
 (in Mountain Scene,
 3.2.77)

Many of the buildings studied had the campaigning support of groups specifically established for the purpose of advocating preservation and/or reuse. There was, for instance, the Knox Manse Committee battling for the conservation of the Church Manse in Dunedin (C.S.15), and the Resthaven Preservation Committee similarly lobbying for the future of the Eventide Home in Christchurch (C.S.12).

In many cases, however, there was obvious lack of public support for preservation of the building in question. The Newmarket Hotel (C.S.1), Sandridge Hall (C.S.5), and CML Building (C.S.7) studies revealed that no formalised

public interest group existed to either push for conservation of the building or rally general public support (in the form of a petition, for example).

The potential influence which applied public pressure can bring to bear cannot be overstated. Power in decision-making logically sides with the majority - the general public can constitute that majority (and hence carry that weight) in a building conservation/demolition situation. As Miss Galletly so succinctly puts it:

"Ultimately the preservation of historic buildings must lie with the actions of concerned and motivated New Zealanders. It is their attitude which will spell the success or failure of preservation in the future" (Galletly, 1982, 54).

At present there seems to be in New Zealand a low level of public awareness and appreciation of the qualities of historic buildings and the community benefits of preservation. Further, "as a nation we do not reach for our cheque books when we hear the word 'historic'" (Anonymous, 1969, 12).

This lack of appreciation and action taken on that appreciation is augmented by the perception of history and things old, as dull, backward-thinking, and uninteresting. With the current fashion for quaint and old homes and furnishings, however, it appears that some change in attitude may soon be expected:

"The struggles of the people of Thorndon, and Aro Street have demonstrated that determined local opposition to 'progress' can triumph" (Tilly and McGill, 1980, 11).

Apathy is the major cause of the public's poor attitude to the conservation of historic buildings. Related to this, of course, is the problem of motivating public opinion in support of historic building preservation (Low, 1980).

Organised public opinion can be a powerful advocate for preservation. Motivating a largely apathetic public to express that opinion constitutes a major challenge to not only the Historic Places Trust, but to all preservation groups which already exist.

This challenge must be met in a positive and effective way.

Public interest and investment must be provoked by 'selling' the concept of conservation of historic buildings. Through an extensive and creative educational programme the public must be made aware of the qualities of old and historic buildings. The concept of historic building conservation must become alive and be seen to be compatible with current lifestyles, today's economic needs, and as a real part of a future involving change as well as stability.

Preservation groups must, in the general sense, advertise and market their aspirations. The re-use or demolition of historic buildings is determined by New Zealand's market economy; therefore modern marketing techniques can 'sell' the idea of building conservation and create a favourable national attitude towards this goal. Such a broadly-based positive attitude by New Zealanders to the conservation of historic buildings would see an inevitable and natural freeing-up of finance made available for investment or upgrading and new-use projects, an increase in demand for ownership and use of historic buildings, and a boost for preservation in the priority ranking by which local authorities and government allocate funds.

If such a programme should occur, and subsequently a greater number of New Zealanders became involved in expressing their support for retaining historic buildings, the resulting campaigns against the building's owner, a developer, or a local authority (whichever the case may be), can only be successful if effectively organised. Often there is a number of groups involved in preservation campaigns for

buildings. In the case of the Southland Education Board building (C.S.17) not only was the HPT's head office and regional committee involved, but also the Southland Girls' High School Old Girls Committee, and the Southland Community Arts Council. Each was involved in the debate for different reasons, but the goal of each involved preservation of the building. At no stage, however, did all of the preservation groups meet to discuss a strategy for preservation. Effective coordination of efforts is the key to success for any exercise.

Preservation campaigns cannot be launched lightly. Careful planning and preparation is involved to ensure that campaigns:

- get accurate factual information regarding the true historic and architectural significance of the building and its structural condition. Campaigns must not lean on emotive appeals - expert witnesses and accurate information will fare better at a possible Planning Tribunal hearing.
- gain public attention and support through the media (especially through the press, and radio), and techniques such as petitions, visual displays, and posters. When appropriate, the local authority must also be strongly lobbied.
- have feasible and viable alternatives to demolition and hold supportive financial facts and figures - ideally, have the assurance of a willing lessee or purchaser.
- have some financial backing for campaign expenses and possible legal costs.

The outlining of successful campaign criteria presupposes, of course, support for campaign's objective. Lack of this support, because of public apathy and unawareness is a major problem in the conservation of historic buildings

in New Zealand.

What is the cause of this apathetic attitude towards the conservation of historic buildings? Anderson concludes that it is a result of New Zealand being a country where the pioneer instinct is still strong and where bright new buildings are still thought of as necessary symbols of progress (Anderson, 1980). This is a valid observation, as the attitude of 'new is progress' has been very evident in the development of New Zealand's built environment (Tilly and McGill, 1980).

There is, though, another factor, which involves the way by which the existence of a building is taken for granted over the years, being regarded as an accepted fixture in the streetscape. While an historic building is solid and standing, and discussion over its fate becomes prolonged, the public tends to lose interest in the controversy and it is not until the building is suddenly gone that an awakened appreciation regrets its passing.

This unwillingness to anticipate change and consequent neglect to take action to prevent it, is responsible for the often apathetic attitude towards historic building preservation in New Zealand. Appreciation of historic buildings by the public must be awakened and developed at an early stage when a building is under threat, so that the strength of those preservation sentiments can be harnessed to effect a successful campaign.

3-B3 Owner/Developer

Of the seventeen case buildings researched, ten revealed owners (or developers as the case may be) as uncooperative with the efforts of conservation groups, unsympathetic to their aims, or simply unwilling to consider options other than demolition.

In the cases of the Newmarket Hotel (C.S.1), Omatua Homestead (C.S.3), and Bulls Post Office (C.S.6), on the other hand, attempts were made by the owners of the property to accommodate the wishes of the conservation sector until such a time as it became uneconomic for them to do so.

Eight of the buildings investigated were owned by private companies or organisations. In these cases the owner cannot be expected to suffer financial loss for the benefit of the community. In the cases of historic buildings being owned by a local authority or government department (or corporation), it is suggested that if the community values the historic and architectural qualities of that building then the relevant body has an obligation to consider and fully investigate conservation of the building.

In the cases of Buckham's Brewery (C.S.16), and the Old National Bank (C.S.13), the buildings' owners acted in a most surreptitious and deplorable manner. In the latter case blatantly misleading statements were made to the press. In both instances demolition was instigated without prior warning at a time when public interest in the property was high and much enthusiasm for conservation of the building had been expressed.

Historic building owners have also been uncooperative in other, more passive ways. In the case of Sandridge Hall (C.S.5) the building had been very poorly maintained and had consequently become likened to a 'mini slum'. By withholding information from the public and interest groups, the developers of the Old National Bank property effectively deleted those sectors from the decision-making process - as information confers power on the holder of it. Similarly the owners of the Knox Manse (C.S.15) offered to consider alternatives to demolition but when a detailed conservation proposal was put forward it was rejected outright with no thorough follow-up study to assess its value.

Many owners of historic buildings seem to regard them as unwanted hindrances to their economic intentions and are adamant in their attempts to demolish. In the case of the CML building (C.S.7), the Oriental Parade house (C.S.9), Resthaven Home (C.S.12), and the Southland Education Board building (C.S.17), each owner/developer was unsympathetic to the concept of conservation and would not entertain the possibility of incorporating the old structure in the development plans.

There are, of course, cases where private companies owning or developing old or historic properties are very aware and appreciative of the historic and architectural qualities of that property. Indeed, Paynter and Hamilton Ltd. in Christchurch rescued the 'old' Canterbury Public Library from threatened demolition, strengthened and refurbished it, and today it houses a restaurant, banking chambers, and the company's offices (Williamson, 1982/83).

Just as the concept of conserving historic buildings must be marketed to the general public (see Part 3-B2), so must it be 'sold' to private industry as a viable economic possibility. This principle underlies Warner, Warner and Groff's book New Profits from Old Buildings: Private Enterprise Approaches to Making Preservation Pay (Warner *et al*, 1978) which by case studies presents examples of sound

business arguments for the cause of old buildings. Three types of benefits to the company by way of conservation are noted:

- economic benefit (where the cost of reuse projects investigated in the text averages 30-40% less than replacement by new construction).
- aesthetic benefits (for both employees and clients).
- company image (enhances corporate image and can aid advertising, and public relations).

It must be realised that if conservation is to become widespread, then the participation and support of private industry is essential, and consequently the owner's goodwill must be fostered (this must involve the community's respect of the owner's right to expect economic use of his property).

The often negative attitude of both owners and developers towards historic building conservation is caused by both economic and social factors.

Property is an economic asset and consequently the owner of it will seek to maximise the economic benefit conferred by that ownership.

Planning regulations which seek to restrict the rights of an owner of an historic building represent an artificial interference to the market forces, and are consequently "perceived by private property owners as the kiss of death in many instances" (Dennis, 1979, 8).

Dennis looks at the effect of registration of an historic building (in the D.P.S.), upon the value of the property and notes that a valuer believes that in such a case:

"there would be an approximate 10% reduction in the normal value of this property. Further the reaction of prospective mortgagors to such a property as security for mortgage advances would not be favourable... where investors have the choice they will avoid acceptance of registered properties" (Anonymous, in Dennis, 1979,8).

Thus the restrictions on future use imposed on an historic property through registration will be reflected in a lowering of property value. Consequently the owner may expect not only a reduction in the saleability of the property but also that loan monies for maintenance and improvements would not be so easily forthcoming (Whitney, 1977).

This gloomy economic scenario, when coupled with the inadequacies of compensation procedures and lack of community contribution towards the cost of retaining historic buildings, is the prime cause for the relevant negative attitude of owners and developers of historic properties.

Secondly, and less easily measured, is the effect of social forces on the attitude of historic building owners and developers.

For example:

"...the property manager of a top downtown insurance company confessed to me that this alien crop of skyscrapers is not determined by market forces so much as directors' vanities. He told me that when the fifth biggest insurance company in town put up a skyscraper, the fourth biggest company immediately drew up plans for its new skyscraper, one storey higher than its competitor" (Tilly and McGill, 1980, 9).

In large-scale commercial concerns, progress has traditionally been measurable in terms of the visible representations of the corporate image. Big, bright, ostentatious head

offices bespeak of large-scale enterprise, commercial success, and supreme corporate importance. In such a world, new equals progress, old is backward, and consequently tall new buildings replace old 'insignificant' ones.

Tilly and McGill subtly mock this way of thinking, designating it:

"the Texas mentality of their directors who believe that bigger and brighter is better, especially if it is slightly more so than the other fellow's new effort" (Tilly and McGill, 1980, 13).

Today in places such as Parnell (Auckland) and various small business concerns throughout New Zealand, the charm, quaintness, and human scale of old and historic buildings are being appreciated, retained, and successful in attracting clientele.

By popularising the concept of historic building preservation and providing a more amenable economic framework for registration, compensation, and investment, owners and developers of historic buildings (be they private bodies, local authorities, or government departments) would be more attuned to the options open to them other than demolition.

3-B4 Local Authorities

New Zealanders have been reluctant to accept, through their local authorities, responsibility for the preservation of historic buildings and consequently preservation holds low priority at both a central and local government level (Lister, 1982; Galletly, 1982).

From the problems of local authorities' attitudes derived from the case studies, and Diana Neave's research into the historic building protection measures taken at a local level (Neave, 1981), it is obvious that local authorities are often lax and half-hearted in their attempts to provide effective protection.

The TCP Act '77 encourages local authorities to introduce a register of items of historic significance and appropriate ordinances to protect these objects (although this is not a mandatory requirement of the Act). Neave has noted that only 61% of local authorities had introduced either or both registers and ordinances. In many cases only one of the two had been introduced - a most unsatisfactory state as one cannot be effective without the other. Section 3-A2 discusses the inadequacies of current D.P.S. protection for historic buildings and lack of compensation procedures. Suffice to note in summary here that "local bodies are often too small, too uninterested, or too broke to acquire properties outright" (Anonymous, 1969, 13), and therefore once threatened they are generally deregistered and lost to the community.

David Grove sees local authority planners as able to take a lead, in conjunction with the HPT, to promote more comprehensive conservation strategies at a local level (Grove, 1982).

Local authorities should use every means at their disposal to move from the more negative and passive protection of historic buildings through D.P.S. regulations, to what Bailey describes as "the operational stage of active conservation" (Bailey, 1975, 56). Conservation must be encouraged and provoked through positive action rather than discouraged by negative restrictions.

Bailey (1975) suggests a range of techniques which, if applied to New Zealand local authorities, would involve:

- setting an example: a local authority in ownership of or administering an historic building should itself (where thorough investigation has rendered it possible and wise), preserve the building and make it available for reuse. The Wellington City Council could have taken up this challenge with the Midland Hotel and incorporated its upgrading and renovation with a smaller urban park development (see C.S.8). The case of the Nelson Provincial Council Chambers (C.S.10) saw the Nelson City Council reluctant to commit itself to a programme of preservation and consequently that building also, was demolished.
- encourage and coordinate conservation activities: local authorities are in a key position to liaise between central government and its departments (including the HPT), and the local community, in order to coordinate and foster conservation projects. One aspect of such coordination is that the local authority would discuss with the HPT those buildings worthy of registration and promptly include them in the D.P.S. Local authority procrastination over registration of Buckham's Brewery resulted in the building's hasty demolition prior to its eventual and imminent registration (see C.S.16). Possible inappropriate rating of Knox Manse resulted in no protection being afforded it, and this building was also demolished (see C.S.15).

- financial assistance: Neave states that only 20.6% of local authorities in New Zealand had provided finance for preservation in the financial years of 1976/77-1978/79. Of these, direct payment was the most common form of assistance (Neave, 1981). Since the Local Government Amendment Act 1979 local authorities:

"...may make grants of money or advances...to owners of any building...of national, or regional, or local historic interest, for the purpose of enabling or assisting him to manage, maintain, and preserve that building" (Local Government Amendment Act, 1979, s 601 A [4]).

This clearly permits local authorities to provide a wide range of financial assistance to private owners. Whereas rate remissions are allowable on publicly owned historic buildings (and those owned or administered by the HPT), the Rating Act 1967 still does not permit local authorities to remit rates on historic properties in private ownership.

- technical assistance; the type of assistance most commonly offered by local authorities in Neave's survey was that of provision of technical advice and materials (Neave, 1981). This involved a wide range of aid - engineering staff undertaking structural surveys, architectural staff drawing up plans for the alteration of buildings, and design staff offering advice on colour schemes and landscaping. This assistance was most commonly given by large local authorities who had a larger professional staff of architects, engineers, and planners, with the necessary expertise.

Wellington City Council has taken up this challenge of positively encouraging conservation by producing a six-point list of incentives to owners:

Help to save old building

A six point list of incentives aimed at encouraging the retention of Wellington's historic buildings has been approved by the city council's town planning committee.

The council has for some time been concerned that buildings it has designated as being historic are pulled down because the developer finds it uneconomic to restore.

It has said that the designation means nothing unless someone is willing to make a contribution to the retention.

Thus, it has now come forward with a package aimed at doing just that.

The intentions are:

- To waive the reserves contribution payable under the Local Government Act where an owner of a registered building is upgrading it or preserving its facade.
- To remove the parking requirement where registered buildings are being upgraded so the owner has no parking levy to pay.
- Not to charge building permit fees for work involved in upgrading registered buildings.
- To draw to developers' attention the bonus available in the district scheme for the

strengthening of earthquake risk buildings.

- To give sympathetic consideration to the transferring of available plot ratio from an historic building to another of the owner's sites within the same zone.

- To place \$30,000 on this year's estimates which could be used for grants to help owners in the preservation of buildings.

The town planning committee chairman, Cr Gavin Wilson, said the latter would be in the form of a rates rebate. It would not be available for buildings owned by major financial institutions.

He said the incentives were fairly significant, and could be of great benefit to building owners.

He warned that the transferring of plot ratio could have a detrimental effect in some areas. For example, a building could end up going through the council's height limit in a certain area.

Cr Jenny Brough, however, said transferring worked in Sydney and, as long as the council judged each case on its merits, it would work here, too.

Some of the incentives have to be approved by other council committees before they become formal council policy.

Evening Post, 4 May 1982

Similarly, reference to Neave's statistics shows that there is much room for improvement in the attitude and activities of many local authorities to conservation of historic buildings. Once compensation/designation rights are clarified, local authorities must move promptly towards

initiating comprehensive, positive, conservation provisions not just through D.P.S.'s but also in the active support and encouragement of specific local preservation projects.

The attitude and consequent actions of local authorities in the area of conservation of historic buildings is a reflection of the public consciousness and support of the conservation ethos.

As was emphasised in Part 3-B1 (Government's Attitude), change of this attitude will only be made through effective lobbying of the local politicians by conservation interests. Public pressure applied to local authorities will eventually see conservation regarded as a higher priority than it is today. This will not only allow conservation to claim a larger portion of the rates allocation, but also ensure increased Council activity at the staff level, in conservation matters.

Vice versa, local authorities themselves are in a position to promote the cause of conservation efforts and take the lead in providing a favourable environment for the success of local conservation efforts.

3-B5 Historic Places Trust

The HP Act '80 established the Historic Places Trust, the functions and powers of which are vested in and undertaken by the New Zealand Historic Places Board of Trustees (HP Act '80 s 6 [2]).

The functions of the Trust, as they relate to historic buildings, are three-fold:

- to identify, investigate, classify, protect and preserve any historic building (or assist in doing so)
- to foster public interest in historic places and in their identification, investigation, classification, protection, and preservation
- to furnish information and advice and assistance in relation to the protection and preservation of historic places.

The case studies have identified three areas in which the Trust has, in its attitudes and activities, failed to uphold the spirit of these functions, and hence constituted a hindrance to the conservation of historic buildings. The first relates to the activities and attitudes of the regional committees of the HPT, the second to the HPT's coordination with D.P.S. recognition of historic buildings, and thirdly to the criteria used in classifying historic buildings.

Regional Committees of the HPT

In order to localise activities, the Trust has established nineteen regional committees throughout the country.

Under s 19 of the Act, the Trust may delegate powers to these committees (except the power to delegate, borrow money, classify buildings, issue Protection Notices and Repair Notices). These committees, comprising of volunteers from the community, liaise with the HPT head office on matters concerning historic places in their respective region. Typically a regional committee will have several meetings throughout the year, and attend and/or organise day trips to historic places of interest, and talks. Also, when a local historic building is under threat the regional committee of the HPT will report on events to the head office and lobby the owner/developer in attempts to deter a decision to demolish.

Given the voluntary nature of the committees, and their limited financial resources, the latter committee function has not always been consistently and conscientiously performed.

In five specific buildings studied this has been the case. Reference to case studies on the Newmarket Junction Hotel (C.S.1), Sandridge Hall (C.S.5), the Nelson Provincial Council Chambers (C.S.10), Flemings Mill (C.S.11), and the Old National Bank (C.S.13) reveal instances where the relevant regional committee had been inadequate in its obligation to support the preservation of an historic building.

In the case of the Old National Bank, for example, the Canterbury Regional Committee was informed that the building was under threat of sale (and expected demolition) in March 1977. The Regional Committee's file shows no correspondence or action resulting from that advice until 1982 when the property was finally advertised for sale. Demolition occurred in November of that year. Why had the Regional Committee not acted on that initial advice received five years earlier?

Sandridge Hall, likewise, did not have the prompt and early support of the Wanganui Regional Committee of the HPT at its time of controversy. The Committee Chairman, Mr A. Kirk, believed that because the interior of the building had been altered dramatically (through conversion into flats), it was not worthy of preservation. This attitude disregards the value that historic buildings have in terms of streetscape and aesthetic appeal, as the exterior architecture of the building was in no way distorted. The HPT cannot afford to endorse such a strict uncompromising attitude to preservation. The very fact that the building was converted into flats was responsible for the building's extended life.

Re-use of historic buildings (such as internal conversion into flats) may be the lifeline for preservation in the future. It must be remembered that there is a very large number of historic buildings in New Zealand (especially those in the 'C' and 'D' categories) which are not suitable for becoming 'museum pieces' (as are buildings such as Antrim House, Alberton, and the Waimate Mission House). Many are old houses and churches which do not exude historic qualities (although their architectural merit may be obvious). The finding of new uses for them is the only realistic way of ensuring their future. If establishment of that new use necessitates a compromise between the intentions of the owner, and the wishes of the HPT to preserve the building completely intact, then so be it. Allowing demolition of a building on such a point of principle would be foolhardy.

The cases of the Nelson Provincial Council Chambers and Flemings Mill saw the Regional Committees inconsistent in their attitude towards preservation. The lack of determining sound factual evidence, and taking a firm stand in each case, resulted in indecisive support; at one point endorsing preservation efforts, then later reversing that decision (and in the case of the Nelson Provincial Council Chambers reversing back to a position of preservation encouragement). Such vacillation does

little to lend credibility and strength to the HPT's image. Strength and consistency in advocating preservation, and a sound information base must constitute the foundation of the Trust's involvement (through its regional committees) with threatened buildings.

HPT's Coordination with D.P.S. Recognition of Historic Buildings

As emphasised in Part 3-A1, there are two avenues for historic building recognition in New Zealand: through the HPT classification system, and through historic places registration in the appropriate D.P.S. Further, the Trust may issue a Protection Notice on a building it has classified 'A' or 'B' and require the local authority to include the provisions of that notice in its D.P.S.

In accordance with its functions (see first page of this section), the Trust should play an advisory role to local authorities in their attempts to protect historic buildings, as well as fostering public interest. At present there is a great inconsistency between the HPT and local authorities as to which each recognises as an historic building. The case studies have revealed five specific cases where, though classified by the HPT, the building was not registered in the D.P.S. as being of historic significance. This occurred in the cases of Omatua Homestead (C.S.3), the Bulls Post Office (C.S.6), the CML Building (C.S.7), the Midland Hotel (C.S.8), and the Southland Education Board building (C.S.17). Of particular note is that the Bulls Post Office had a high 'B' rating from the Trust yet was not included in Rangitikei County's D.P.S. (Wanganui City Council, 1978).

It is contended that the spirit of the Act confers a mandatory obligation on the HPT to advise local authorities of buildings classified (and the reason for that classification) and strongly lobby for their inclusion in D.P.S. (to ensure at least a period of delay after a demolition intention

is notified). Ideally legislation should establish some line of formal coordination of historic building recognition between the HPT and local authorities. In the absence of such a statutory requirement it is advisable that the HPT and local authorities (recognising that each has the goal of protection in recording historic buildings) come to some agreement on common criteria for recognition of historic buildings, and are consequently consistent in their designations. This would result in all historic buildings being both classified (by the HPT) and registered (in the D.P.S.'s).

The Trust, because of its 'raison d'etre' must initiate this move to establish a logical and consistent record of historic buildings, and to ensure maximum recognition and protection for them through D.P.S.'s.

HPT Criteria for Classification of Buildings

Appendix 'A' details the criteria by which the HPT's Buildings Classification Committee ranks historic buildings.

The case of Edinburgh House (C.S.14) draws attention to a flaw in this list of criteria. Although the criteria (numbered 3, 7 and 10), of the age, integrity and 'Standards of care and maintenance, and standards of use' are taken into account, there is no reference to the structural condition of the building and its ability to be preserved. In the case of Edinburgh House, which was classified 'B' by the Trust, structural condition was very unstable and precluded any preservation attempts. This surely means that buildings have been classified which physically should not be preserved. Further, the Trust uses this rating system as a priority guide in the allocation of funds and other resources. Given a hypothetical case where, because of its limited financial resources the Trust must make a choice in allocating a

grant to a 'D' classified building, or one classified 'B', it would be logical to vote in favour of the latter more important building (historically and architecturally). Like Edinburgh House, this building may have serious inherent structural weaknesses. If the classification does not recognise and reflect such structural deficiency, then a false picture is drawn and it may well be that many 'C' and 'D' buildings (who are competing for HPT funding), are forced to be financial matyrs to a lost cause.

The foregoing section has been critical of some of the actions and attitudes of the HPT and its regional committees. Such comments are very relevant to problems that such a quasi-government body presents to the conservation of historic buildings in New Zealand. Mention must be made, however, of the very valuable work the Trust does in such a dedicated fashion. Given its tight financial budget and the vast area it covers (both geographically, and subject wise), the Trust has shown itself to be a very productive and valuable organisation.

At least two of the three points raised in the earlier discussion, however, could be satisfied without creating an undue burden on the resources of the Trust. To effectively coordinate with local authorities over historic buildings' recognition and protection, and also to recognise the structural condition of historic buildings in the classification criteria, would require administrative input only and in the long run would save the Trust time, effort, and money.

The problem of inadequate action by the Regional Committees on behalf of threatened buildings stems basically from the voluntary nature of the committees, as well as the

general public apathy towards historic buildings (discussed in Part 3-B2). Payment for services confers an obligation on the employee and such a situation is more likely to produce effective and efficient results. Being unpaid watchmen over a region's historic building stock is a vast undertaking to ask of a committee. Devotion and active adherence to such a role can seldom be guaranteed under 'honorary' status. If New Zealand is to move into effective and committed preservation efforts, it must consider payment of some sort (be it an honorarium or wages/salary) to those from whom it expects time and effort.

The HPT has a very important role to play in the future conservation of historic buildings in New Zealand. To be effective at all it must have increased funding (from government - a 'demolition levy' for instance) to enable it to greatly expand into a strong conservation body heavily involved in the protection as well as the conservation (by way of new uses) of a wide range of historic buildings). Further, it must promote and popularise the concept of historic building preservation to the public through an extensive education and publicity strategy.

Part Four
Conclusions and
Recommendations

Conclusions

The case studies, and discussion of conservation problems derived from them indicate that historic building protection in New Zealand is neither thorough nor satisfactory.

Problems of legislation and attitude which hinder conservation have been identified. If these were to be overcome, the problem of finding economically feasible new uses for such buildings would automatically be solved. This is so because finding economic new uses for historic buildings is a major agent for conservation. If conservation of historic buildings can be successfully and extensively promoted in New Zealand, the new use dilemma is likewise solved.

Three areas of prime concern emerge from this study.

Firstly the HPT must be adequately funded. This condition is a prerequisite to any improvement in the protection of, and public awareness of, historic buildings.

Secondly, public pressure on owners/developers, local authorities, and central government to advocate historic building preservation must be rallied through promoting an historic building awareness, appreciation, and action on these sentiments, from the public.

Thirdly the community through the local authority, must take some financial responsibility for assuming rights over historic buildings (through the D.P.S. registration system), by recompensing owners for any loss sustained through that registration.

In addition to these significant issues, there are many more detailed instances in which the framework of historic building protection in New Zealand (i.e. the legislation, bodies concerned, and relationships between them) could be clarified, amended, and improved.

The following pages recommend specific action to bring this about and consequently render the New Zealand framework more suitable to the successful conservation of historic buildings.

Recommendations

The following are recommendations of action for the government, local authorities, and the HPT, in order to overcome the problems of historic building conservation discussed in Part Three. Where a recommendation could be carried out by either the HPT or the local authority, the onus has been put on to the HPT because Neave has shown local authorities to be less active in promoting historic building protection (Neave, 1981), and the HPT is a specialist organisation established expressly for that purpose.

Many of the recommendations require strong and insistent public pressure (on both government and local authorities) to achieve a political will to instigate change.

- A. This study recommends that government...
1. Allocate from general revenue more money to the HPT to achieve a realistic and satisfactory level (to the Trust and to government) of funding. In addition 1% of stamp duty currently levied (\$1.00 in every \$100.00 property sale) to be paid into a 'Conservation Fund' (refer NZHPT, 1978).
 2. Initiate research into current earthquake regulations and design codes (as they relate to historic buildings), reassess them, ensure they are uniformly applied, and attempt to incorporate the concept of 'acceptable human risk' to earthquake resistance levels required. A national guideline document to be produced to ensure uniformity of standards and application (refer Hopkins and Robertson, 1981).

3. Clarify compensation rights and procedures as they relate to registration/classification of historic buildings.
4. Issue a statement of positive government support of and commitment to the conservation of historic buildings in New Zealand.
5. Establish criteria for approving/disapproving a Protection Notice by the Minister of Internal Affairs.
6. Establish criteria whereby a local authority may deregister an historic building from the D.P.S.
7. Amend the Rating Act 1967 to the effect that privately owned historic buildings may be granted partial or full remission of rates subject to conditions related to maintenance of the property.
8. Issue a firm directive to all government departments and bodies that state-owned buildings of historic interest, where possible, are to be upgraded and refurbished, rather than demolished and the site redeveloped.
9. Declare that tax exemptions are possible for approved (by the HPT) maintenance and restoration work on historic buildings.
10. Amend the Town and Country Planning Act 1977 so that buildings classified by the Trust are required to be registered in the D.P.S. (to be applied to 'A' and 'B' classified buildings, at the least).
11. Amend the Town and Country Planning Act 1977 to allow a local authority, or the HPT, to issue an 'Interim Preservation Order' on a building which

may be a candidate for registration (the Permit to be valid for sufficient time for Council to consider if registration procedures are warranted). The Crown to be bound by this provision.

12. Amend the Town and Country Planning Act 1977 to the effect that owners of historic buildings wishing to have a Protection Notice withdrawn, or wishing to have an historic building removed from the D.P.S. register must produce an economic feasibility report (including structural assessment and cost of upgrading) showing demolition to be the most economic option, before removal is allowed (to be applied to 'A' and 'B' classified buildings, at the least).
- B. This study recommends that local authorities...
1. Lobby government to accept and act upon the above recommendations.
 2. Ensure that buildings owned by the local authority are, where possible, upgraded and refurbished rather than demolished and the site redeveloped.
 3. Utilise the provisions of s 601A [4] of the Local Government Amendment Act 1979 which allows local authorities to provide a wide range of financial assistance to private owners of historic buildings.
 4. Encourage historic building protection through offering incentives and facilities such as:
 - provision of technical advice (staff)
 - provision of low interest or suspensory loans
 - provision of grants
 - district scheme incentives, for example Development Right Transfer (refer Clarke, 1974; Wyber, 1973).

- C. This study recommends that the Historic Places Trust...
1. Lobbies local authorities and government to accept and act upon the above recommendations.
 2. Fully investigate the concept of a 'Revolving Fund'¹ to increase revenue.
 3. Include in the criteria used by the Buildings Classification Committee the matter of a building's structural condition, and physical suitability for preservation.
 4. Pay at least one member of each of the regional committees (preferably for a full time position as 'watchman' over the district's historic places) an honorarium, wage or salary (depending on funding established).
 5. Advise local authorities of those buildings classified by the HPT in their area, and require that they also be registered in the D.P.S. as being of historic interest.
 6. Combine with local authorities to establish a set of criteria to designate buildings 'historic'; to be used by both parties in their respective activities of classification and registration of historic buildings.
 7. Ensure that its Regional Committees take, or do not take, action on a threatened building only

1 A revolving fund allows the purchase, restoration, and resale (with preservation covenants) of suitable old buildings. It has many advantages: it can be self-supporting, it uses the one sum of money many times over a period, suitable restoration work is carried out, and the building's continued preservation is ensured by sympathetic owners. The fund would be used by both HPT and local authorities who would submit suitable proposals (Refer NZHPT, 1978).

after establishing a sound factual knowledge on the case. Further the committees must take a firm and consistent stand when advocating conservation for a threatened building.

8. Instigate, organise, and carry out a large-scale, long-term education and publicity programme (through schools, the media, exhibitions, open days, propaganda publications) in order to:
- increase and stimulate the public's awareness and interest in historic buildings
 - 'sell' the idea of historic building conservation, popularise the concept of re-use of old buildings, and generally market the aspirations of the HPT to the general public
 - encourage private enterprise interest in historic buildings and focus on the potential benefits it has for them in terms of economics, as well as image.
-

"Progress doesn't always have to be something new. Progress is taking the best advantage of the assets you have. Preservation is Progress."

- Allan Otten as quoted in New Profits from Old Buildings: Private Enterprise Approaches to making Preservation Pay , Warner et al., 1978, p16.

Appendices

Appendix A

Factors Taken into Account when the Building Classification Committee rates a Building.

1. Association with major events, persons, or ideas.
2. Extent to which the building is illustrative of the social, political, economic, and/or industrial history of the country.
3. Age of the building.
4. Extent to which the building is representative of some period of architecture or vernacular practices of particular skills, or has architectural merit, or visual appeal.
5. Extent to which the building shows technological innovation.
6. Extent to which the building shows planning innovation.
7. Integrity of the building, e.g. whether it is still genuine or intact, or modified by additions, and alterations.
8. Relationship to other buildings, such as the contribution the building makes to a group or a precinct, or to a piece of townscape.
9. The architect, his contribution to New Zealand architecture, and whether the building either illustrates this, or enlarges our understanding of his work.
10. Standards of care and maintenance, and suitability of use.
11. Any special characteristics, including rarity value or uniqueness, garden, or landscape setting.
12. Public esteem or interest.
13. Landmark qualities.

(Source: Wanganui Regional Committee,
HPT File on St. Andrew's Presbyterian Church,
Waverly).

Appendix B

Notation used throughout Case Studies to Reference

Source Material.

Material gathered in researching case studies has come from four sources: newspapers, personal files (e.g. file held and compiled by Mr Paul Melody on the old Bulls Post Office), files of the headquarters of the NZHPT, and files held by some of the Regional Committees of the NZHPT.

Information from newspapers includes quotations and references to articles (where the newspaper's name and date of issue is cited), and letters to the editor. In the case of the latter, reference is made in the text to the author of the letter, the paper, and the date of issue; for example (Smith, letter to Editor, The Dominion, 21.7.82).

In the case of files used, material may have come from correspondence, reports, or minutes of meetings. In order that material referred to can be, if necessary, located, each reference will be specifically detailed.

Material from files of the NZHPT headquarters will be referred to by its file number, and the date of the letter. Where the information is not derived from a letter, the words 'report', or 'meeting minutes' will appear as appropriate. For example, a letter dated 27 June 1981 found in NZHPT's headquarters' file numbered 8/6/6 would be referenced as (NZHPT 8/6/6, 27.6.81). If the item had been from a report instead of a letter, the reference would accordingly read (NZHPT 8/6/6, 27.6.81, report).

Where the file is that of a NZHPT Regional Committee's, the notation will state the relevant Regional Committee and the date of the item used. The files of the Regional Committees are not generally numbered, being compiled on a building-by-building basis. The file referred to, then, will be that building which the case study looks at. A letter dated 20 June 1967 pertaining to the Nelson Provincial Council Chambers held in the file of the Nelson Regional Committee of the NZHPT (NRCHPT) would be referenced as (NRCHPT, 20.6.67).

Similarly where material from a personally compiled private file is cited, the owner of the file, and the date of the material referred to shall be given. A letter dated 12 June 1981, in Mr Peter Horsley's file, for example, on the Wanganui Sacred Heart Convent, would be referred to as (Horsley File, 12.6.81).

All Town Planning Appeal Board, and Planning Tribunal Decisions

will be referenced as: (Planning Appeal : Appellant v Respondent, year). Details on the source of each Planning Decision is given in the Reference Section at the rear of the text, as are all files and newspapers used during research.

Appendix C

Knox Church Manse Committee's Proposal for Conservation of Knox Manse, Dunedin.

14 Pitt Street,
DUNEDIN

C O P Y O N L Y

31/3/77

The Town Clerk,
Dunedin City Council,
DUNEDIN.

Dear Sir,

On behalf of the Knox Manse Committee I wish to make an objection to the removal of the Manse from the register of Historic Buildings in Dunedin, and submit the following points for your information and consideration.

1. What is the Knox Manse Committee?

We are a committee, the nucleus of which was set up by a public meeting late last year at which the New Zealand Historic Places Trust (Otago Regional Council) and the Dunedin Civic Planning Association were represented.

We consider ourselves a steering committee to hand over to a more permanent elected body at the appropriate time. At present the committee consists of myself, Mr J. Manning, Dr Neil Begg, Mr J. Borrie, Dr J. Allison, Mr B. Denz, Mr J. Petersen, Mrs C. Black.

We have considered various proposals for the use of the Manse, but finally have recommended that it be used as a museum of medical history and social welfare, with subsidiary cultural and artistic activities consistent with the main use. We believe that such an institution would preserve and present aspects of medical science in which Otago led New Zealand and, in some respects, the world. It is only right that the first medical museum to be set up in New Zealand should be in Dunedin, and not in Auckland, where, it is reputed, a movement is afoot.

2. Our relationship with the Knox Church authorities

I enclose a copy of a letter sent this week to the Session Clerk. This follows from our one and only meeting with the Church Finance and Property Committees on March 9th when we explained to them the idea of the Medical Museum.

We have sent the Session Clerk a copy of this submission.

3. What are our proposals?

These are set out in the letter to the Session Clerk and are:-

- 2 -

- (a) To promote the preservation of Knox Manse with the co-operation of the congregation of Knox Church.
- (b) To raise funds to bring Knox Manse to a state suitable for use as a museum of medical history and social welfare or other cultural use.
- (c) When this is achieved to help to create a body, with the co-operation of the church, to organise and administer such activities.

The idea of the Medical Museum, and its implications, is more fully elaborated in the submission of Mr Jolyon Manning.

Detailed ideas and plans for immediate use to generate income, and to start maintenance, without any cost to the Church, are set out in the memorandum of Mr Jon Petersen - also enclosed.

4. How can we finance the proposals?

In spite of years of neglect the building is remarkably sound.

We think that the proposed museum is something that Dunedin must have, if it is to be true to its medical tradition, and that \$50,000 is cheap for 6,000 square feet.

But, as with the Regent Theatre, much, especially interior work, can be done by voluntary tradesmen.

Capital for any enterprise can be raised only on a sound proposition, and the support of such people as Dr Neil Begg, Mr John Borrie and Miss Shona McFarlane would ensure wide response. Dr Begg's standing in the medical profession is an assurance of support from the profession generally. Mr Borrie's association with the setting up of "Olveston" and Miss McFarlane's work to save the North Dunedin Post Office would not pass unnoticed.

As we state in the letter to the Session Clerk, we are anxious to get the full co-operation of the Church.

5. How far have we got?

So far it has been very much a chicken and egg situation, in that the Church will not give support unless we have finance and we have not been able to raise finance until we have the go-ahead from the church. We do have the backing of the Regional Committee of the Historic Places Trust and one of the local charitable trusts has indicated an interest. A private citizen has already promised a very substantial amount and several smaller offers have been made.

We therefore ask that the Knox Manse be retained on the Register of Historic Buildings on the following grounds:-

- 3 -

- 1) Because of its architectural merit, enhanced by the fact that it stands today still in its original setting, uncluttered by buildings of lesser distinction.
It is not generally known that Nikolaus Pevsner, when he was in Dunedin, passed on his praise of this building to Dr Esmond de Beer and Dr Charles Brasch.
- 2) That it is intrinsically valuable as the possible home for a distinctive museum and cultural centre. Christchurch has recently converted some of the old University buildings to such a centre - a much bigger project, of course, than this.
- 3) That partial use can be made of it at once, to generate income, to bring it alive and to make a start on rehabilitation both materially, and in the consciousness of the public.
- 4) Rehabilitation and fund raising will go on together over a period of perhaps two years.

In order to hold a public meeting and start fund-raising, a delay of a few months is essential.

We request therefore that we be given the opportunity to present our case to the Council in person.

Yours faithfully,

R.K. LOGAN (Signed)
for the Steering Committee

Enclosures

Copy of letter to Knox Church Session Clerk
Copy of report by Mr J. Petersen



NEW ZEALAND HISTORIC PLACES TRUST

OTAGO REGIONAL COMMITTEE

C/- Box 896
DUNEDINCONFIDENTIAL

18 March 1977

Dear Committee Member

KNOX CHURCH MANSE

On 9 March I attended a meeting of the Buildings and Finance Committees of Knox Church together with a group of people who are trying to find an alternative viable use for the manse. The following letter has been received from Mr Bruce Robertson:

"In light of the discussions you heard that night, we would be grateful if you would advise whether the Regional Committee considered that the plans of Mr Manning, Mr Borrie and Mr Logan is in the view of your committee a suitable and feasible plan for retention. You were no doubt aware that there was a good deal of concern that although there were a lot of ideas about, no plan was readily available and we would appreciate your committee's assessment of this matter in light of the tremendous expertise and experience which no doubt is included in your members."

I would be grateful for the committee's comments (in writing to the secretary, or to me by phone) so that I can reply to Mr Robertson as early as possible.

The proposal mentioned in the letter was to establish a medical museum including a section on the development of social welfare services in New Zealand. Mr John Borrie, President of the Alumnus Association (medical graduates) is enthusiastic, but unfortunately he has just left on a five months' leave overseas. Mr Jolyon Manning is also behind the proposal. I attended a meeting of interested parties on 17 March, and the proposal was further advanced as follows:

Capital Costs Involved

In September 1976 Mr Bruce Fleming made a detailed study of the manse for the Dunedin Civic Planning Association. He assures me that his figures, which were intended to cover the costs for conversion to professional rooms, would be comparable for a museum, plus the inevitable rise due to inflation, (say 10%).

... ..

Roof	\$ 4,000	
Parapet and spouting	2,000	
Outside plaster	600	
Patching ceilings and walls	1,500	(ceilings may need upgrading)
Alterations (interior)	2,000	
Plumbing and electricity	9,000	(complete rewiring, 3 toilets)
Interior and exterior painting and decoration	7,000	
Floors and floor coverings	7,500	
Contingency	10,000	
	<hr/>	
	\$41,000	approx. plus 10%
	=====	

Number of toilets sufficient, fire exits (2 staircases) sufficient.

Not all this money would need to be raised at once, as it would take some time to get the project off the ground. The first priority would be to tackle the roof and make the outside tidy and weatherproof. Inside decorating could be postponed and dealt with in instalments as the museum was extended.

Continuing Maintenance and Income

If a group raised the money to repair the building it is understood the church would charge a peppercorn rent. One folk singing group would be willing to hire one of the larger rooms (20' x 16') for \$1,000 per annum, without immediate redecoration, and is also willing to give concerts to raise funds. It might be possible to find another society to pay rent for a room or rooms, but this has not yet been fully explored.

As the museum is developed, an entrance charge of (say) 50 cents would appear reasonable, and it could be expected that admissions would build up to 5-10,000 per annum, this figure being conservatively based on admissions to Trust properties and Olveston (45,000).

Income might be expected to reach \$6-11,000 in a few years. It might be necessary to start with volunteer helpers paid a small sum for expenses, building up to fully paid assistants in time as income increased.

Setting Up of Museum

Dr Forster of the Otago Museum spoke at the meeting in favour of a small specialised museum of this nature, and has pointed out that the Otago Museum now has a staff member with the duty of helping small museums in Otago (the museum has given a great amount of help to the Oamaru museum, for example).

Immediate Action

The steering committee is taking steps to enlist the support of notable people and organisations known to favour retention of Knox Manse, and the professional associations likely to support the establishment of a medical museum, with the idea of forming an incorporated Trust. This would immediately launch an appeal to all Otago medical graduates and members of the public for \$50,000 for the necessary capital expenditure to demonstrate to the church its goodwill and determination to lose no time to get the proposal off the ground. I have suggested that a representative of the Otago Regional Committee should be a member of the Trust committee. If these moves are successful the new Trust would make representations to the DCC to retain the building on the District Scheme Register on the grounds that a viable alternative use has been found.

I would welcome the comments of committee members on the above. Although the idea of a medical museum is fairly widely known, I would ask you to keep the details confidential in the meantime as they may change slightly. It would appear to be the duty of the committee to reply to Mr Robertson's letter well before the date of 31 March which is the deadline for the receipt of an alternative use.

I would also like comments on the suggestion that the Regional Committee might make a small donation \$20-\$50 towards the expenses of an appeal for funds.

Yours faithfully

J J Herd
Chairman

per *L. H. ...*

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8/6/60 - Bulls Post Office
8/6/65 - Edinburgh House
8/6/78 - Old National Bank
8/13/45 - Omatua Homestead
8/19/4 - Flemings Mill
8/37/10 - Southland Education Board Buildings
8/35/8 - Buckham's Brewery, Queenstown

Historic Places Trust Regional Committee's Files

Auckland Regional Committee - Newmarket Hotel
Canterbury Regional Committee - Old National Bank, Fleming's Mill, Resthaven Eventide Home
Hawkes Bay Regional Committee - Omatua Homestead
Manawatu Regional Committee - Bulls Post Office
Nelson Regional Committee - Nelson Provincial Council Chambers
Otago Regional Committee - Edinburgh House, Knox Manse
Southland Regional Committee - Southland Education Board Building
Wanganui Regional Committee - Sacred Heart Convent, Sandridge Hall, St. Andrew's Church, Waverly
Wellington Regional Committee - CML Building, Midland Hotel, 258-60 Oriental Parade

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The Evening Post
The Evening Star (now defunct)
Mountain Scene
Nelson Evening Mail
New Zealand Herald
Otago Daily Times
The Press
Queenstown Courier (now defunct)
The Rangitikei Mail
The Southland Times
Sunday Herald
Taranaki Herald
The Wanganui Herald
The Wanganui Chronicle