



NOTICE OF MEETING

**Notice is hereby given of the Meeting of the
Infrastructural Services Committee
to be held in the Council Chamber,
First Floor, Civic Administration Building,
101 Esk Street, Invercargill on
Tuesday 6 October 2020 at 3.00 pm**

Cr I R Pottinger (Chair)
Cr A H Crackett (Deputy Chair)
Sir T R Shadbolt, KNZM JP
Cr R L Abbott
Cr R R Amundsen
Cr A J Arnold
Cr W S Clark
Cr A H Crackett
Cr P W Kett
Cr G D Lewis
Cr D J Ludlow
Cr N D Skelt
Cr L F Soper

CLARE HADLEY
CHIEF EXECUTIVE

A G E N D A

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2. **APOLOGIES**

3. **PUBLIC FORUM**

3.1 **THE PROJECT – ANDERSON HOUSE**

Craig Macalister will be in attendance to speak to this item.

4. **INTEREST REGISTER**

A2279220

5. **MINUTES OF THE EXTRAORDINARY MEETING HELD ON 25 AUGUST 2020**

A3138362

To be moved:

That the minutes of the Extraordinary Meeting held on 25 August 2020 be confirmed.

6. **MINUTES OF THE MEETING HELD ON 1 SEPTEMBER 2020**

To be moved:

That the minutes of the Meeting held on 1 September 2020 be confirmed.

7. **ANDERSON HOUSE – REMEDIAL WORKS**

7.1 [Appendix 1](#)

7.2 [Appendix 2](#)

7.3 [Appendix 3](#)

7.4 [Appendix 4](#)

8. **CITY CENTRE MASTERPLAN UPDATE**

8.1 [Appendix 1](#)

8.2 [Appendix 2](#)

8.3 [Appendix 3](#)

9. **PARKING FOR PEOPLE WITH DISABILITIES**

- 9.1 [Appendix A](#)
- 9.2 [Appendix B](#)

10. **PROPOSAL FOR RECYCLING DROP OFF AREA IN MERSEY STREET**

- 10.1 [Appendix 1](#)

11. **STOPPING OF ROAD – 63 CATHERINE STREET**

- 11.1 [Appendix 1](#)

12. **FUTURE OF ESK STREET WEST BUILDINGS**

- 12.1 [Appendix 1](#)
- 12.2 [Appendix 2](#)
- 12.3 [Appendix 3](#)
- 12.4 [Appendix 4](#)

13. **STEAD STREET STOPBANK – “SHOVEL READY” FUNDING APPLICATION**

- 13.1 [Appendix 1](#)

14. **URGENT BUSINESS**

15. **PUBLIC EXCLUDED SESSION**

Moved, seconded that the public be excluded from the following parts of the proceedings of this meeting; namely

- (a) *Confirmation of Extraordinary Public Excluded Meeting held on 25 August 2020.*
- (b) *Confirmation of Public Excluded Session Meeting held on 1 September 2020.*
- (c) *Contract 905 – Tweed Street Rehabilitations.*
- (d) *Waste Services Legal Matter.*
- (e) *Anderson House Future Use Investigations.*

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for the passing of this resolution
(a) Confirmation of Extraordinary Minutes – 25 August 2020	Section 7(2)(i) Enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7
(b) Confirmation of Minutes – 1 September 2020	Section 7(2)(i) Enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7
(c) Contract 905 – Tweed Street Rehabilitations	Section 7(2)(i) Enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7
(d) Waste Services Legal Matter	Section 7(2)(i) Enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7
(e) Anderson House – Future Use Investigations	Section 7(2)(i) Enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7

**INVERCARGILL CITY COUNCIL ELECTED MEMBERS
INTEREST REGISTER**

A2279220

ELECTED MEMBERS			
NAME	ENTITY	INTERESTS	PROPERTY
RONALD LINDSAY ABBOTT	Invercargill City Council Kiwi-Pie Radio 88FM Invercargill	Councillor Director / Broadcaster	
REBECCA RAE AMUNDSEN	Invercargill City Council Arch Draught Ltd BP Orr Ltd Task Ltd Arts Murihiku Dan Davin Literary Foundation Heritage South Glengarry Community Action Group SMAG Board	Councillor Director Director Director Trustee Trustee/Chair Contractor Events Co-ordinator (Volunteer) Council Representative	

**INVERCARGILL CITY COUNCIL ELECTED MEMBERS
INTEREST REGISTER**

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ALLAN JAMES ARNOLD	Invercargill City Council Ziff's Café Bar Ltd Buster Crabb Ltd Ziff's HR Ltd Ziff's Trust Southland Aero Club Invercargill Club Invercargill East Rotary	Councillor Executive Director Executive Director Executive Director Trustee Administrator Member Member Member	
TONI MARIE BIDDLE	Invercargill City Council Southland Museum and Art Gallery Trust Board McIntyre and Dick Regional Leadership Skills Group	Councillor Trustee Husband (Kris MacLellan) – Chief Executive Officer Member	
WILLIAM STUART CLARK	Invercargill City Council Invercargill Ratepayers Advocacy Group	Councillor Member	

**INVERCARGILL CITY COUNCIL ELECTED MEMBERS
INTEREST REGISTER**

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ALEX HOLLY CRACKETT	Invercargill City Council Ride Southland Southland Youth Futures Advisory Board Sport Southland McIntyre Dick Zone 6 - National LGNZ Young Elected Members Committee	Councillor Chair Chair Trustee Marketing Manager Representative	High Street Invercargill
PETER WARREN KETT	Invercargill City Council Age Concern Southland Kite Investments Limited Invercargill Harness Racing Club Board Member Ascot Consortium	Councillor Board Member Director Vice President and Life Member Member	
GRAHAM DAVID LEWIS	Invercargill City Council Bluff 2024 Rejuvenation Hospice Southland City Centre Heritage Steering Group Southland Regional Heritage Trust	Councillor Officer Trustee Member Member	

**INVERCARGILL CITY COUNCIL ELECTED MEMBERS
INTEREST REGISTER**

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DARREN JAMES LUDLOW	Invercargill City Council Radio Southland Healthy Families Invercargill Murihiku Maori Wardens Southland Community Law Centre Thrive Community Trust Environment Southland	Councillor Manager Board Member Board Member Board Member Trustee Lyndal Ludlow (wife) – Councillor	770 Queens Drive Invercargill
IAN REAY POTTINGER	Invercargill City Council Southland Electronics Limited Santa Parade Organiser	Councillor Director Alice Pottinger (Wife)	171 Terrace Street Invercargill 9810
TIMOTHY RICHARD SHADBOLT	Invercargill City Council Kiwi Speakers Limited SIT Ambassador	Mayor Director Member	
NIGEL DEAN SKELT	Invercargill City Council Badminton New Zealand Badminton Oceania Badminton World Federation ILT Stadium Southland Judicial Control Authority NZ Racing	Councillor Board Member Vice President Council Member (Chair of Communications and Media) General Manager Member	

**INVERCARGILL CITY COUNCIL ELECTED MEMBERS
INTEREST REGISTER**

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LESLEY FRANCES SOPER	Invercargill City Council	Councillor	137 Morton Street
	Breathing Space Southland Trust (Emergency Housing)	Chair	Strathern
	Omaui Tracks Trust	Director	Invercargill
	National Council of Women (NCW)	Secretary / Treasurer	24 Margaret Street
	Citizens Advice Bureau	Member	Glengarry
	Southland ACC Advocacy Trust	Board Member	Invercargill
	Southern District Health Board	Employee	
	Southland Warm Homes Trust	Member	
	Southland Food Rescue Trust	Member	

**INVERCARGILL CITY COUNCIL ELECTED MEMBERS
INTEREST REGISTER**

A2279220

EXECUTIVE STAFF			
NAME	ENTITY	INTERESTS	PROPERTY
CLARE HADLEY	Invercargill City Council Hadley Family Trust	Chief Executive Trustee	
CAMERON MCINTOSH	Invercargill City Council	Group Manager – Strategy and Engagement	
DAVID FOSTER	Invercargill City Council	Interim Group Manager - Finance and Assurance Executive Director Foster and Associates Ltd	
DARREN EDWARDS	Invercargill City Council	Group Manager - Environmental and Planning Services Interim Group Manager – Leisure and Recreation	
JANE PARFITT	Invercargill City Council Dementia Canterbury Charitable Trust	Interim Group Manager – Infrastructure Board Member	

**MINUTES OF A MEETING OF THE EXTRAORDINARY INFRASTRUCTURAL SERVICES
COMMITTEE HELD IN THE COUNCIL CHAMBER, FIRST FLOOR, CIVIC
ADMINISTRATION BUILDING, 101 ESK STREET, INVERCARGILL ON TUESDAY
25 AUGUST 2020 AT 3.40 PM**

PRESENT:

- Cr I R Pottinger (Chair)
- Cr A H Crackett (Deputy Chair)
- Sir T R Shadbolt, KNZM JP
- Cr R L Abbott
- Cr R R Amundsen
- Cr A J Arnold
- Cr T M Biddle
- Cr W S Clark
- Cr P W Kett
- Cr G D Lewis
- Cr D J Ludlow
- Cr N D Skelt (via Zoom)
- Cr L F Soper

IN ATTENDANCE:

- Mr N Peterson – Bluff Community Board
- Mrs G Henderson – Bluff Community Board
- Mrs C Hadley – Chief Executive
- Mr C McIntosh – Group Manager – Strategy and Engagement
- Mrs J Parfitt – Interim Group Manager – Infrastructure
- Mr D Foster – Interim Group Manager – Finance and Assurance (via Zoom)
- Mr D Edwards – Group Manager – Customer and Environment
- Mr A Cameron – Strategic Advisor
- Ms J Conway – Manager Governance and Administration
- Mr P Horner – Manager Building Assets
- Ms M Frey – Interim Manager Parks
- Ms H McLeod – Interim Team Leader Communications
- Mrs T Amarasingha – Governance Advisor
- Ms L Kuresa – Governance Officer

2. **APOLOGIES**

Nil.

3. **PUBLIC FORUM**

Nil.

4. **INTEREST REGISTER**

A2279220

Nil.

5. **RECEIVING OF LATE ITEMS**

Moved Cr Biddle, seconded Cr Soper and **RESOLVED** that the “Rugby Park Transfer of Ownership” item, to be discussed under public excluded session, be received as a major late item.

Moved Cr Biddle, seconded Cr Soper and **RESOLVED** that the “Rugby Park Stadium – Rugby Southland Supporters Club Lounge Refit” item, be received as a late item.

6. **RUGBY PARK STADIUM – RUGBY SOUTHLAND SUPPORTERS CLUB LOUNGE REFIT**
A3131787

Mr Horner took the meeting through the report including amendments under “Financial Implications”, the correct amount should be \$100,000 and not \$90,000. Further on in the report, it should say, “the wallboard will be stopped but not painted”.

Moved Cr Pottinger, seconded Cr Soper that:

1. The Infrastructural Services Committee receive the report “Rugby Park Stadium – Rugby Southland Supporters Club Lounge Refit”; and
2. The Committee note that completion of all necessary works by 13 September 2020 is dependent on a zero mould test result no later than 28 August 2020; and
3. The Committee request Rugby Southland Supporters’ Club take responsibility for ensuring the integrity of the sealed doors between its lounge and Rugby Southland Offices.

Councillors discussed the recommendations and it was agreed that Recommendation 2 be amended as follows:

“The Committee note that completion of all necessary works by 13 September 2020 is dependent on a compliant mould test result no later than 28 August 2020”.

With the permission of the mover and seconded, the resolution now read:

1. The Infrastructural Services Committee receive the report “Rugby Park Stadium – Rugby Southland Supporters Club Lounge Refit”; and
2. The Committee note that completion of all necessary works by 13 September 2020 is dependent on a compliant mould test result no later than 28 August 2020; and
3. The Committee request Rugby Southland Supporters’ Club take responsibility for ensuring the integrity of the sealed doors between the lounge and Rugby Southland Offices.

Cr Clark said the Chair of Rugby Southland had raised the issue that two of the lights were not operating at the park and had not been replaced. This had been an issue for two seasons and needed to be resolved.

Note: Cr Soper raised a Point of Order and said that Cr Clark’s comments did not relate to the report on the table.

Cr Pottinger agreed with Cr Soper and requested Mr Horner bring a report back to the next Committee meeting on this issue.

Note: Cr Skelt joined the meeting at 3.45 pm.

The motion, now being put, was **RESOLVED** in the **affirmative**.

5. **URGENT BUSINESS**

Nil.

Note: The meeting was adjourned at 3.50 pm and resumed at 3.59 pm.

7. **PUBLIC EXCLUDED SESSION**

Moved Cr Soper, seconded Cr Kett and **RESOLVED** that the public be excluded from the following parts of the proceedings of this meeting, namely:

(a) Rugby Park Transfer of Ownership.

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for the passing of this resolution
(a) Rugby Park Transfer of Ownership	Section 7(2)(h) Enable any local authority holding the information to carry on, without prejudice or disadvantage, commercial activities	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7

There being no further business, the meeting finished at 4.09 pm.

**MINUTES OF A MEETING OF THE INFRASTRUCTURAL SERVICES COMMITTEE HELD
IN THE COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION BUILDING,
101 ESK STREET, INVERCARGILL ON TUESDAY 1 SEPTEMBER 2020 AT 3.00 PM**

PRESENT: Cr I R Pottinger (Chair)
Cr A H Crackett (Deputy Chair)
Sir T R Shadbolt, KNZM JP (via Zoom)
Cr R L Abbott (via Zoom)
Cr R R Amundsen
Cr T M Biddle
Cr W S Clark
Cr G D Lewis
Cr D J Ludlow
Cr N D Skelt
Cr L F Soper

IN ATTENDANCE: Mrs G Henderson – Bluff Community Board
Mrs C Hadley – Chief Executive
Mrs J Parfitt – Interim Group Manager – Infrastructure
Mr C McIntosh – Group Manager – Strategy and Engagement
Mr D Edwards – Group Manager – Customer and Environment
Mr P Horner – Building Assets Manager
Ms M Frey Interim Parks Manager
Mrs H Guise – Senior Council Land Advisor
Ms L McCoy – Parks Planning Manager
Mr C Horton – Parks Recreation Planner
Ms H McLeod – Interim Team Leader Communications
Ms L Kuresa – Governance Officer

2. **APOLOGIES**

Cr Kett and Cr Arnold.

Moved Cr Soper, seconded Cr Amundsen and **RESOLVED** that the apologies be accepted

3. **RECEIVING OF MAJOR LATE ITEM**

Moved Cr Pottinger, seconded Cr Crackett that the major late item, “Three Waters Reform”, be received at this meeting in order that matters can be progressed in a timely manner.

Cr Biddle spoke against the major late item being received at this meeting as some Councillors had not had time to read the report.

Cr Lewis noted the report was available on boardbooks early this morning for viewing.

After further discussion it was agreed that the motion be put.

The motion, now being put, was **RESOLVED** in the **affirmative**.

Note: Cr Biddle, Cr Clark and Cr Abbott voted against the motion.

4. **PUBLIC FORUM**

4.1 **Surrey Park Commercial Sub-Lease Request**

Mr Dion Cameron from Fit4U was in attendance to speak to this item.

Mr Cameron informed the Committee that he and his wife started Fit4U five years ago at the ILT Indoor Southland and upon consultation with the ILT Indoor Stadium that it would be best for all parties to find suitable permanent location. Further negotiations led them to occupy the present building, which they had spent a lot of money to bring up to standard. They had 400 plus members from all walks of life. They offered more than 20 classes per week with conjunction with a variety of sports and community groups to ensure their positive message was spread far and wide. The community groups included school groups and those outside the Fit4U community. Fit4U was a sole income for his family and the adverse effects if they were ceased operation would be potentially devastating. They also had eight staff members who would also be forced to find alternative employment, which under today's current economic uncertainty would be less than ideal. He hoped for a favourable decision in this instance that allowed them to work their positive work in the community.

Cr Pottinger thanked Mr Cameron for taking the time to present to the Committee.

5. **INTEREST REGISTER**

A2279220

Nil.

6. **MINUTES OF MEETING OF INFRASTRUCTURAL SERVICES COMMITTEE HELD ON 4 AUGUST 2020**

A3111761

Moved Cr Soper, seconded Cr Biddle and **RESOLVED** that the minutes of the Infrastructural Services Committee held on 4 August 2020 be confirmed.

7. **DISPOSAL OF LAND FOR STATE HIGHWAY PURPOSES**

A3119678

Mrs Guise took the meeting through the report.

Moved Cr Amundsen, seconded Cr Soper and **RESOLVED** that:

1. The Infrastructural Services Committee receive the report "Disposal of Land for State Highway Purposes"; and that it be **RECOMMENDED** to Council that:
2. The land is disposed of by way of vesting in the Crown as road (State Highway purposes) pursuant to Section 114(2)(c) of the Public Works Act 1981; and
3. The Chief Executive be given delegated authority to sign the Consent in the form presented as Appendix 1 (A3119965).

8. **KEW PARK PROPOSED EXCHANGE OF LAND**
A3106383

Mrs Horton took the meeting through the report.

Moved Cr Abbott, seconded Cr Ludlow and **RESOLVED** that:

1. The Infrastructural Services Committee receive the report "Kew Park Proposed Exchange of Land"; and
2. Support the exchange of land at Kew Park via public consultation subject to the following:
 - Permission is obtained from the Minister of Conservation (DOC) and Ngai Tahu to vesting of the land known as Kew Park in ICC and the proposed exchange of land requested;
 - The necessary resource consents are obtained to enable the subdivision;
 - Required public consultation pursuant to the Reserves Act 1977 is favourable towards the exchange; and
 - The areas to be exchanged are equal as required under the Reserves Act 1977.

9. **SURREY PARK COMMERCIAL SUB-LEASE REQUEST**
A3126425

Ms McCoy took the meeting through the report.

Moved Cr Lewis, seconded Cr Soper and **RESOLVED** that:

1. The Infrastructural Services Committee receive the report "Surrey Park Commercial Sub-lease Request"; and
2. Invercargill Netball Centre are supported by Council to sub-lease their building to Fit4U; and
3. Parks and Recreation initiate the process for a change in classification of Surrey Park Domain from Local Purpose Reserve to Recreation Reserve, and undertake public consultation as required.

Note: Cr Biddle declared a conflict of interest and abstained from voting.

10. **TEMPORARY ROAD CLOSURE**
A3121578

Moved Cr Ludlow, seconded Cr Lewis and **RESOLVED** that:

1. The Infrastructural Services Committee receive the report "Temporary Road Closures"; and
2. The Committee agrees that the proposed event as listed in the report will not impede traffic unreasonably; and
3. As permitted under the Local Government Act 1974 (Section 342 and Schedule 10) the Committee approves the temporary closure of roads for the event included in the document attached (A3122094).

11. **THREE WATERS REFORM**
A3145940

Mrs Parfitt took the meeting through the report.

Moved Cr Crackett, seconded Cr Lewis that the Infrastructural Services Committee:

- a. Receives the report titled "Three Waters Reform"; and
- b. Resolve to enter into the Funding Agreement (Appendix A - reference A3146408) with the Crown and delegate authority to the Chief Executive to finalise and execute the documents noting that this decision needs to be made by 30 September 2020; and
- c. Note that the Council has been allocated \$3.02 million of funding, which will be received as a grant as soon as practicable once the signed Funding Agreement is returned to the Department of Internal Affairs, and a Delivery Plan has been supplied and approved; and
- d. Resolve to delegate decisions about the allocation of regional funding (\$11.15million) between the different territorial authorities to the Chief Executive noting that participation by two-thirds of territorial authorities within the Southland region is required before local authorities within the region can access the regional allocation and that it will be important that agreement is achieved between the three territorial authorities quickly given the need for the Delivery Plan (Appendix B - reference A3146411) to be submitted by 30 September 2020; and
- e. Note that the Delivery Plan must show that the funding is to be applied to operating and / or capital expenditure relating to three waters infrastructure and service delivery, and which:
 - supports economic recovery through job creation; and
 - maintains, increases, and / or accelerates investment in core water infrastructure renewal and maintenance
- f. Approve the broad allocation of three waters stimulus funding to the packages of work as outlined in Appendix C (reference A3146416) and in so doing notes that the funding needs to be spent before 31 March 2022
- g. Delegate authority to the chief executive to approve and submit a final delivery plan to Crown Infrastructure Partners (CIP) for approval
- h. Delegate authority to the Chief Executive to finalise and execute the final Service Delivery Plan after it is signed off by the CIP
- i. Approve unbudgeted expenditure of up to \$6.05 million noting that the final value of the works to be funded will be dependent upon confirmation of the proportion of regional funding allocated to Council
- j. Resolve that the unbudgeted expenditure will ultimately be funded by way of the grant provided by government as part of the three waters reform programme
- k. Delegate authority to the Chief Executive to approve the procurement plan and the negotiation and award of contracts for these works
- l. Notes that it supports working together with both SDC and GDC on this programme of works to capture any efficiencies on behalf of the region and with others in the Otago / Southland region and the Crown to progress discussions on a new entity / operating model.

Councillors spoke to and asked questions for clarity on this item.

The motion, now being put, was **RESOLVED** in the **affirmative**.

Note: His Worship the Mayor, Cr Clark and Cr Biddle abstained from voting.

12. **URGENT BUSINESS**

Nil.

13. **PUBLIC EXCLUDED SESSION**

Moved Cr Pottinger, seconded Cr Biddle and **RESOLVED** that the public be excluded from the following parts of the proceedings of this meeting, namely:

- (a) Confirming of Public Excluded Session Minutes of the Infrastructural Services Meeting held on 4 August 2020.
- (b) Freeholding of Land.

General subject of each matter to be considered	of	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for the passing of this resolution
(a) Confirming Minutes 4 August 2020	of –	Section 7(2)(h) Enable any local authority holding the information to carry on, without prejudice or disadvantage, commercial activities	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7
(b) Freeholding Land	of	Section 7(2)(h) Enable any local authority holding the information to carry on, without prejudice or disadvantage, commercial activities	Section 48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7

There being no further business, the meeting finished at 3.47 pm.

TO: INFRASTRUCTURAL SERVICES COMMITTEE

**FROM: MICHELE FREY – INTERIM PARKS AND RECREATION
MANAGER AND PAUL HORNER – PROPERTY
MANAGER**

MEETING DATE: TUESDAY 6 OCTOBER 2020

ANDERSON HOUSE – REMEDIAL WORKS
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SUMMARY

<p>Anderson House has been rated at a seismic strength of <10%NBS, and since 2014 has been closed.</p> <p>This report presents the costs associated with remedial maintenance, seismic strengthening, and fire and access requirements to enable safe access to the House.</p> <p>It is recommended that remedial maintenance commence immediately, and that seismic strengthening, and fire and access requirements to enable safe access, only commence once a suitable future use is identified. Future use options are currently being investigated.</p>

RECOMMENDATIONS

That the Infrastructural Services Committee receive the report “Anderson House – Remedial Works, and:

- 1. Approve up to \$400,000 for the required remedial maintenance to keep the House watertight and safeguard the building**
- 2. Note that staff will prepare a 20 year maintenance plan to ensure clarity of future budget requirements**
- 3. Note that additional costs associated with addressing earthquake strengthening, and fire and access requirements to enable safe public access are estimated to be in the order of \$800,000 and that an application for this work will be made to the next round of the Lotteries Environment and Heritage Fund**
- 4. Note that Anderson House Trust is actively working with the Parks and Recreation department on activities and uses for the property and has expressed a desire to be actively engaged and continue to support Council with Anderson Park.**

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> Yes, budget of \$1.72 million
2.	<i>Is a budget amendment required?</i> No
3.	<i>Is this matter significant in terms of Council’s Policy on Significance?</i> No

4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i> No implication
5.	<i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i> No
6.	<i>Has the Child, Youth and Family Friendly Policy been considered?</i> Not applicable

FINANCIAL IMPLICATIONS

Funds for strengthening Anderson House (the House) of \$1.72 million have been budgeted in the 2020-2021 financial year (carried forward from 2017).

The requirement to undertake remedial maintenance, strengthening, and fire and accessibility improvements will cost \$1.2 million and therefore can be achieved within this budget.

Remedial maintenance to the value of \$400,000 should be undertaken immediately to prevent any further deterioration of the building.

Should Council identify a sustainable future use, then structural strengthening to 67%NBS, and fire and accessibility improvements to the value of \$800,000 should be undertaken. Council has also been made aware of the Lotteries Environment and Heritage Fund, where seismic strengthening may qualify for funding. The next round for this fund closes on 3 March 2021 and we propose that an application be made, should further discussions identify that this is a realistic project.

BACKGROUND

In the 2018 LTP, \$1.72 million was budgeted in the 2020/21 financial year (carried forward from 2017) for the potential earthquake re-strengthening work (the House is currently rated at a seismic strength of <10% NBS). Without strengthening, the House cannot be safely entered by the public.

WSP were previously engaged to carry out site inspections and prepare a Detailed Engineering Evaluation (DEE). The reported poor seismic performance led to the building being closed. A strengthening scheme to 67%NBS (IL2) was prepared and costed at the time of the evaluation, however concerns were raised about the cost of the repairs, especially if there wasn't a clear future use identified which would result in regular and increased utilisation of the House.

WSP has now carried out further investigations and re-assessed the building using techniques that were not available in 2013, resulting in an increase in the expected seismic performance of select elements of the building and therefore changing some of the assumptions made in the DEE. The increase is due to changes in the New Zealand Society for Earthquake Engineering (NZSEE) assessment guidelines and legislation regarding earthquake prone buildings which have both been revised since 2014.

Previous discussion and reports have also occurred by Council and the Anderson House Trust over many years regarding the potential future use of the House as a café, restaurant and / or function centre, but a previous RFP had low interest and did not progress. Council continues to work with the Anderson House Trust to identify a future use for the House.

Remedial Maintenance, Earthquake Strengthening, and Fire and Access Works to Enable Public Entry

A3189941

ICC Property Manager Paul Horner has had recent work completed which confirms a budget of approximately \$400,000 is needed to complete the necessary remedial maintenance. There is a reasonably urgent need to complete remedial maintenance to keep the House watertight and to safeguard this heritage building.

A further \$400,000 is needed to achieve earthquake strengthening to 67%NBS in accordance with the heritage requirements of the site. However, to be able to enter the House, fire protection and access issues also need to be addressed, with a further \$314,000 required.

In total, to both maintain the House and to enable the public to enter the House requires a total spend of approximately \$1.14 million. In summary, to address these objectives suggest \$1.2 million should be budgeted, which includes a contingency.

Please note, these costs do not address the cost of any toilet upgrade for the House, nor do they address the kitchen upgrade within the House.

Please refer to the following supporting reports:

- Anderson House Seismic Strengthening Investigations Summary Report – WSP, 14 July 2020 (see **Appendix 1**)
- Anderson Park Gallery Strengthening Works – Southern Quantity Surveyors, 7 August 2020. Suggested budget of \$400,000 for this work (see **Appendix 2**).
- Anderson Park Art Gallery Exterior Maintenance Budget Estimate – Donaldson Construction Services Limited, 14 July 2020. Suggested budget of \$400,000 for this work (see **Appendix 3**).
- Anderson House Fire Protection and Accessibility Works Cost Estimate – Southern Quantity Surveyors, 14 September 2020 (see **Appendix 4**).

Future Utilisation to justify more than Exterior Maintenance Spend

For various reasons previous café, restaurant and / or function purposes have been proposed but not progressed.

In order to fully understand the future use potential and commercial viability of such an activity at the House, hospitality expert, Russell Kenny of Christchurch-based RK Consultancy has been commissioned to provide independent advice.

Work is underway to identify a suitable future use for the House based on this expertise and staff will report back to Council once a recommended future use has been established, noting that any potential future use will be subject to a tender process.

HERITAGE REQUIREMENTS

Anderson House is a Category 1 listed historic place and is protected under the Invercargill District Plan.

An alteration / addition to a Heritage New Zealand listed building is a Discretionary Activity, requiring resource consent. Matters which can be taken into account by Council when considering an application are listed in section HH-R10 of the District Plan.

Heritage NZ representatives are visiting Anderson House on 2 October 2020 and a verbal update from their tour can be given at the Infrastructural Services Committee meeting.

DISCUSSIONS WITH ANDERSON HOUSE TRUST

The Anderson House Trust has expressed a strong desire to take a more active role to support facility development and activities which will achieve increased utilisation of the House and Park.

Dialogue has been ongoing with the Anderson House Trust as this round of investigations has progressed, and it is anticipated that this will continue as we work towards identifying a suitable future use.

COVID IMPLICATIONS

Living with COVID is the world’s and New Zealand’s new normal. If COVID continues to recur in our community, this may detract from the viability of the future use option. Therefore, before ‘pushing go’ on any proposal it is clearly noted that all parties - Council, the Trust, and any other party involved - would need to have sufficient comfort that there is a viable future use and a market to sustain this.

FUTURE OPERATIONAL REQUIREMENTS

It is essential that ongoing maintenance be undertaken on the House. The immediate priority is addressing the remedial maintenance, and in the next few months Council staff will also prepare a 20-year maintenance plan so future maintenance costs can be properly budgeted in advance. If appropriate, the Anderson House Trust may have more involvement in the 20-year maintenance planning.

If a new future use is identified, the new building will also have maintenance costs. For a ‘normal modern building’ about 0.5% of the capital cost for Long Term Maintenance (LTM) should be budgeted on an average annualised basis.

OPTIONS

The following table presents options for remedial works:

Options	Pros	Cons
1. Do nothing	<ul style="list-style-type: none"> No spend 	<ul style="list-style-type: none"> Building will continue to deteriorate Will not be able to access the building Aesthetically the building will become less appealing
2. Remedial maintenance only (until future use is identified)	<ul style="list-style-type: none"> Minimal spend / only spending based on use identified Ensuring the building does not continue to deteriorate 	<ul style="list-style-type: none"> Will not be able to access the building
3. Remedial maintenance, seismic strengthening, and fire and access improvements	<ul style="list-style-type: none"> Will be able to access the building Ensuring the building does not continue to deteriorate 	<ul style="list-style-type: none"> Will spend available budget

Based on the pros and cons outlined above, it is recommended that Council proceeds with remedial maintenance immediately and once a suitable future use is identified, that the seismic strengthening, and fire and access improvements commence.

CONCLUSION

The work outlined in this report presents a way forward for Anderson House to be safe and functional – but in a staged manner to ensure greatest chance of success and least risk. Council now needs to determine whether it wishes to proceed with the process as recommended.

Project Number: 6-DP444.00

Anderson House Seismic Strengthening Investigations

14 July 2020

CONFIDENTIAL



Summary Report





Contact Details

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Document Details:

Date: 13 July 2020
Reference: 6-DP444.00
Status: Draft

Prepared by
Taylor Green

Reviewed by
Simon Therkluson

Approved for release by
Mary Ann Halliday



Document History and Status

Revision	Date	Author	Reviewed by	Approved by	Status
A.1	22/06/2020	T. Green, M. A. Halliday	S. Therkeson	M.A. Halliday	DRAFT

Revision Details

Revision	Details
A.1	Draft release for client comment



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1 Introduction

WSP has been engaged by Invercargill City Council to provide professional engineering services for the investigation and seismic assessment of Anderson House located at Anderson Park, 91 McIvor Road, Waikiwi.

WSP have previously been engaged to carry out site inspections and prepare a Detailed Engineering Evaluation (DEE) in January 2014. The reported poor seismic performance led to the building being closed. A strengthening scheme to 67% NBS (IL2) was prepared and costed at the time of the evaluation.

WSP has now carried out further investigations and re-assessed the building using techniques that were not available in 2013, resulting in an increase in the expected seismic performance of select elements of the building and therefore changing some of the assumptions made in the DEE. The increase is due to changes in the New Zealand Society for Earthquake Engineering (NZSEE) assessment guidelines and legislation regarding earthquake prone buildings which have both been revised since 2014.

1.1 Background

A site visit and visual investigation of the building was completed by WSP with a contractor on the 4th June 2020 to open up key areas requested previously. Careful intrusive investigations were completed at the specified locations to confirm details that were unclear from the previous work. Investigations were limited to localised openings in the floor(s), wall(s) and ceilings(s) at first floor level.

The results of the site investigations indicate the following:

- 1 The condition of the concrete work appears to be very good, compared to other structures built during this time. It was found that there is reinforcement in the concrete which is unusual for a concrete structure of this age. Figure 1 below highlights the location of reinforcement (in red) which was identified along the back wall during the inspection.
- 2 The observed concrete is cast in-situ with clear formwork edges observed. There is no evidence to indicate that it is camerated concrete.
- 3 The T&G floor condition is very good, with only minor damage where penetrations for services have been opened.
- 4 The existing floor joists appear to be cast into the concrete walls which provide good shear transfer capacity however no ties or other fixings were observed which could provide tension capacity.
- 5 The chimneys appear to be well confined within the timber floor and roof framing at each level and have large concrete arched structures which assist with out of plane restraint at each floor level. However, there is only limited support above first floor ceiling level, and the chimneys pose a potential fall hazard.
- 6 There is one internal concrete dividing wall at first floor level which is supported on the timber floor which overloads the floor.
- 7 Some of the floor beams vary from what was previously assumed which has a minor impact on the strengthening scheme proposed previously.

Project Number: 6-DP444.00
Anderson House



Figure 1: Approximate steel reinforcing in concrete veneer which was identified during the site inspection

2 Discussion

2.1 Secondary Timber Beam/Concrete Walls

The wall between the family room and the Guest room at first floor level is made of concrete. There is no wall or beam directly underneath. It has been cast on top of the tongue and groove flooring which is supported on timber floor joists. The ceiling under this floor is quite ornate with an expressed primary and secondary beam grid system that support the floor joists. An illustration of the location of the transverse concrete wall with reference to the primary and secondary beams is presented in Figure 2

Some levels were taken on the floor in the vicinity of the concrete wall. There is a pronounced displacement of about 15mm. This is depicted Figure 3. Calculations confirm that this displacement would be expected due to the load from the concrete wall.

The critical member in the flooring system is the secondary beams. The walls impose a large self-weight (dead load) on the timber flooring which exceeds the calculated capacity of the secondary beams. Further to this, in an earthquake, the walls impose an additional seismic reaction on the secondary beams which could require secondary mechanisms to form to support the wall. The imposed loading on the floor has resulted in a deflection of 15 mm, measured adjacently to one wall, over the course of the buildings design life.

Project Number: 6-DP444.00
Anderson House

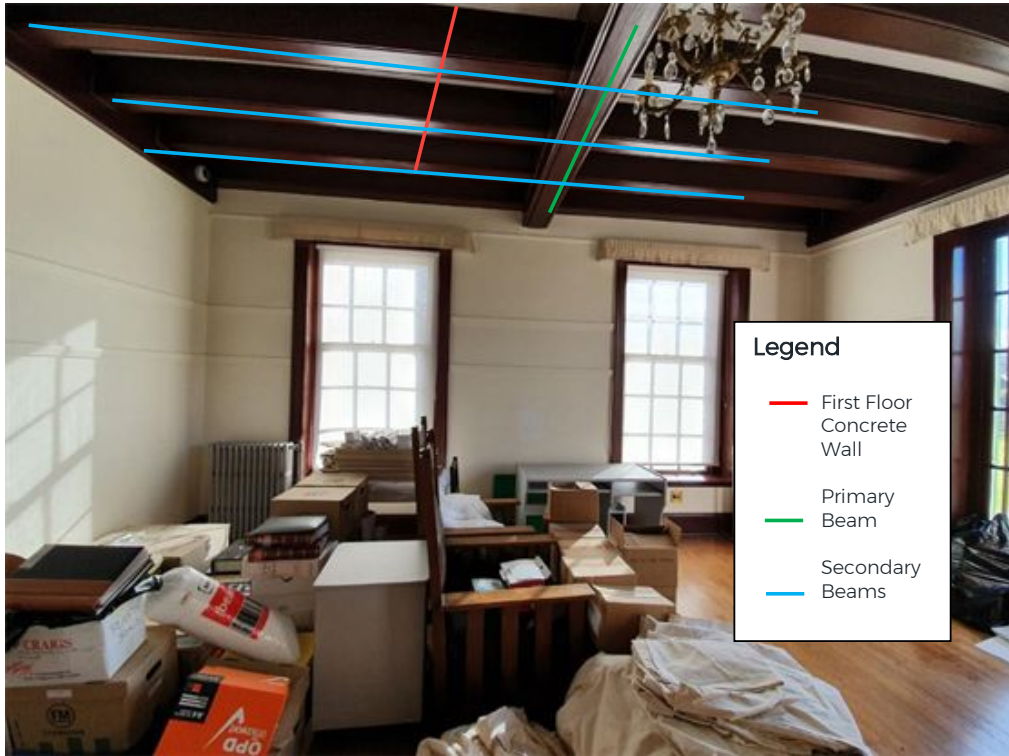


Figure 2: Location of First Floor Concrete Wall Shown from Ground Floor

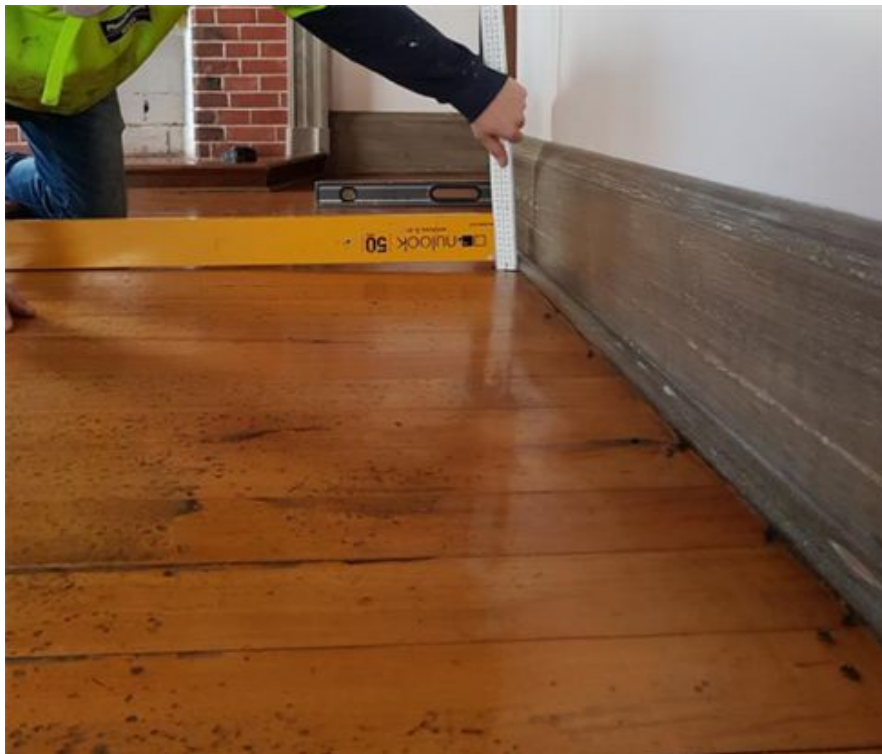


Figure 3: Displacement of Flooring Adjacent to Concrete Wall, Second Storey

Table 1: Loading compliance under different load cases

Load Case	Loading Standard Compliance
Seismic (Secondary Beam)	74% NBS (IL2)
Gravity (Secondary Beam)	Live load on floor is limited to 0.31 kPa for code compliance. Future uses likely to require 3 kPa.
Seismic (Timber Joist)	57% NBS (IL2)
Gravity (Timber Joist)	Sufficient capacity

An assessment of one concrete wall on the timber flooring was completed to confirm that it was limiting the overall new build standard percentage (%NBS) for the building. Table 1 shows the relative NBS percentages for seismic and gravity loading scenarios and indicates that the flooring system has an overall limit of 57% NBS (IL2). The measured deflection of 15 mm is expected from the behaviour of timber floors. This deflection is in line with the relative calculated deflection of 19 mm, although, both deflections are significantly over the allowable limit of 10 mm as stated in the New Zealand loadings standard (AS/NZS 1170.1:2004).

The secondary beams are overloaded in the current condition for basic gravity loading and are not capable of resisting the minimum usable live load requirements stated in the New Zealand Building Code.

Strengthening the floor system would require installing new steel beams which will have significant impact on the heritage fabric. The preferred structural solution is to remove the concrete dividing walls and reinstate with a lightweight timber option finished to match the existing. This would significantly reduce the demand on the floor system and allow the floor to be used for general purposes. We consider that this is the easiest and most economical solution to improve the performance of the floor system.

2.2 Steel Floor Beams

There are a range of floor support beams which are visible from ground floor level, however most of them appear to be boxed in. The revised 67% NBS (IL2) strengthening scheme which was issued in 2019 before the current 2020 site investigations were based on the assumption that these beams were boxed in steel sections. The strengthening plans previously recommended have been updated to match the findings in the 2020 investigations. The first area of change is the floor beams located in the Billiard Room, which are highlighted in solid blue lines in Figure 4 below.

The investigations have shown that the steel beams in the Billiard Room are cast through the Gallery wall and protrude on the Gallery side of the wall. The beams appear to be well bonded to the wall and are considered to have sufficient pull out capacity to not require any additional strengthening.

The tie beams across the Gallery are confirmed to be reinforced concrete sections. There is no evidence of cracking at the interface with the Gallery walls which indicates that they are reinforced with ties extending into the concrete walls on each side. These are considered acceptable to transfer the external wall demands into the building without further strengthening.

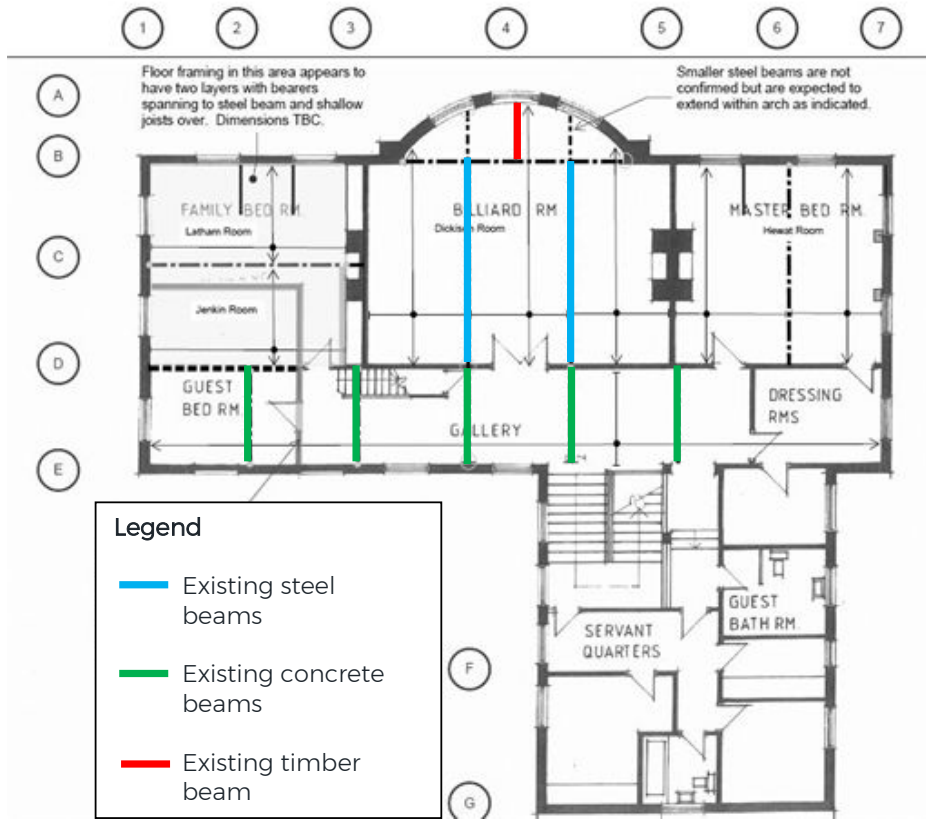


Figure 4: First floor plan of Anderson House with floor beams highlighted

2.3 Bay Window Floor Beam

There is an existing timber floor beam in the middle of the Bay Window area highlighted in red in Figure 4 which was previously unconfirmed. It was expected that there were steel beams in this area extending from the end of the highlighted blue beams. The existing timber beam requires strengthening of the end connections to ensure adequate capacity to achieve 67% NBS (IL2).

In addition, due to the existing beam being in the centre of the curve, further strengthening of the external wall on each side is required to reduce the span of the external wall. This will use the same methodology proposed for other areas with additional ties and timber blocking within the floor void.

2.4 Roof Structure

The site investigation were not able to observe an adequate connection between the roof structure (i.e. roof trusses) and the external concrete walls. This means that in an earthquake, the external walls are not restrained by the roof and the roof load is unable to be transferred down the structure.

Strengthening of the connection is relatively simple and will involve a fabricated steel bracket being installed at the end of each truss along the perimeter of the building to provide a lateral connection between the concrete walls and the roof trusses.

2.5 Chimney

There are currently four large brick chimneys around the building as highlighted in Figure 5 below. Two of these are located in the main wing and appear to be similar in terms of size and arrangement (1 and 2 in figure). The others are in the rear wing with one large chimney against the back wall, and the other small and slender chimney on the side of the rear wing (3 and 4 in figure).

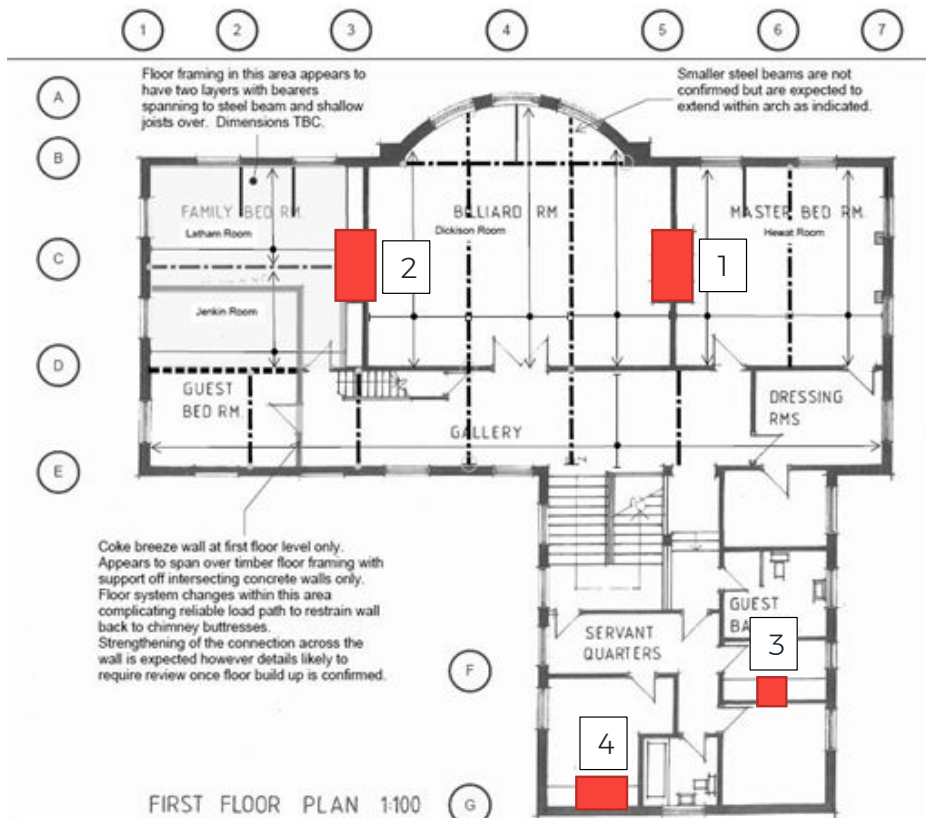


Figure 5: Plan Layout of Anderson House with Floor Beams Highlighted

Chimneys 1 and 2 in the main wing were found to be structurally sound below first floor ceiling level and are well tied into the adjacent timber framing. Above ceiling level, the large mass of the bricks are not as well restrained and pose a fall hazard. Should either of these chimneys collapse in a seismic event, they would cause significant damage to the heritage fabric of the building in addition to the life safety risk associated with falling bricks.

It is recommended that both Chimney 1 in the master bedroom and Chimney 2 in the family bedroom, be demolished down to first floor ceiling level and be replaced with a lightweight timber framed structure with lightweight plaster façade cladding. The timber structure is a cost-effective method to reduce the mass, while providing a plaster cladding system allows it to be shaped to maintain the heritage appearance and architectural aesthetic of the building.

Chimney 3 and Chimney 4 are located away from the apex of the roof nearer to the external walls while extending to the same height as Chimneys 1 and 2. This means that they both extend much further beyond the roof line and have effectively no restraint above first floor ceiling level.

It is recommended that chimneys 3 and 4 should be demolished down to first floor ceiling and not replaced. Due to the geometry of these chimneys a steel frame extending from at least first floor level would be required to reinstate them. This is achievable however we query whether the additional cost is warranted. We do not consider that these chimneys have the same heritage

value as Chimneys 1 and 2 and recommend that this proposal is discussed further with the heritage consultants and affected parties prior to acceptance.

2.6 Heritage

Anderson Park House is listed with Heritage New Zealand. All proposed works would require a resource consent which would include comment from Heritage New Zealand. The structural proposals recommended in this summary are simply the most expedient. We understand that previous discussions have included the idea of lightweight chimneys. The chimneys in the main part of the house can be reconstructed in timber to look like the existing relatively easily. This may also alleviate some of the problems in the area with water proofing. The idea of completely removing the chimneys to the south (3 and 4) may not be acceptable. However, the cost to keep these may exceed the cost of all the other strengthening work. In order for all parties to appreciate the variables the best way forward may be to have collaborative discussions before a decision is made regarding these chimneys.

3 Conclusions

WSP have carried out further site investigations in 2020 which have reinforced our opinion that the existing Anderson House is generally an extremely well-constructed building for the age and construction form with only local elements which do not perform adequately for modern seismic design procedures. The localised issues include the following:

- 1 The existing internal concrete dividing wall between the Family and Guest rooms. This concrete wall has been constructed on the suspended timber floor and overloads the floor beyond its acceptable capacity under self-weight gravity loads alone.
- 2 The floor to concrete wall connections around the perimeter in some areas, are insufficient to restrain the external concrete walls out of plane.
- 3 There does not appear to be a reliable connection to transfer seismic loads between the existing timber roof structure and external concrete walls.
- 4 The existing brick chimneys pose a fall hazard especially in the rear wing.

WSP have prepared a revised strengthening scheme to address the issues identified, which has been designed to achieve 67% NBS (IL2). This scheme is attached in Appendix A of this report. The scheme has been developed to best utilise the existing heritage elements, with only minimal impact on the high value timber flooring and other irreplaceable features. The design has been developed using sketches and mark-ups of available documentation to allow for further modifications should these be necessary to accommodate resource consent and future use requirements. We consider that this scheme can be best implemented in a practical manner with a competent contractor as it is expected that it will be necessary to adjust some details to suit individual conditions on site.

It is recommended that a Heritage Consultant be engaged to prepare a Conservation Plan and to provide input to the final design for the chimneys.

4 Disclaimers and Limitations

This report ('**Report**') has been prepared by WSP exclusively for Invercargill City Council ('**Client**') in relation to Anderson House Seismic Strengthening ('**Purpose**') and in accordance with the Short form Agreement with the Client dated 17 January 2020. The findings in this Report are based on and are subject to the assumptions specified in the Report and in the Offer of Services dated 17 January 2020]. WSP accepts no liability whatsoever for any reliance on or use of this Report, in whole or in part, for any use or purpose other than the Purpose or any use or reliance on the Report by any third party.

In preparing the Report, WSP has relied upon data, surveys, analyses, designs, plans and other information ('**Client Data**') provided by or on behalf of the Client. Except as otherwise stated in the Report, WSP has not verified the accuracy or completeness of the Client Data. To the extent that the statements, opinions, facts, information, conclusions and/or recommendations in this Report are based in whole or part on the Client Data, those conclusions are contingent upon the accuracy and completeness of the Client Data. WSP will not be liable in relation to incorrect conclusions or findings in the Report should any Client Data be incorrect or have been concealed, withheld, misrepresented or otherwise not fully disclosed to WSP.

Appendix A

67% NBS (IL2) Seismic Strengthening Scheme

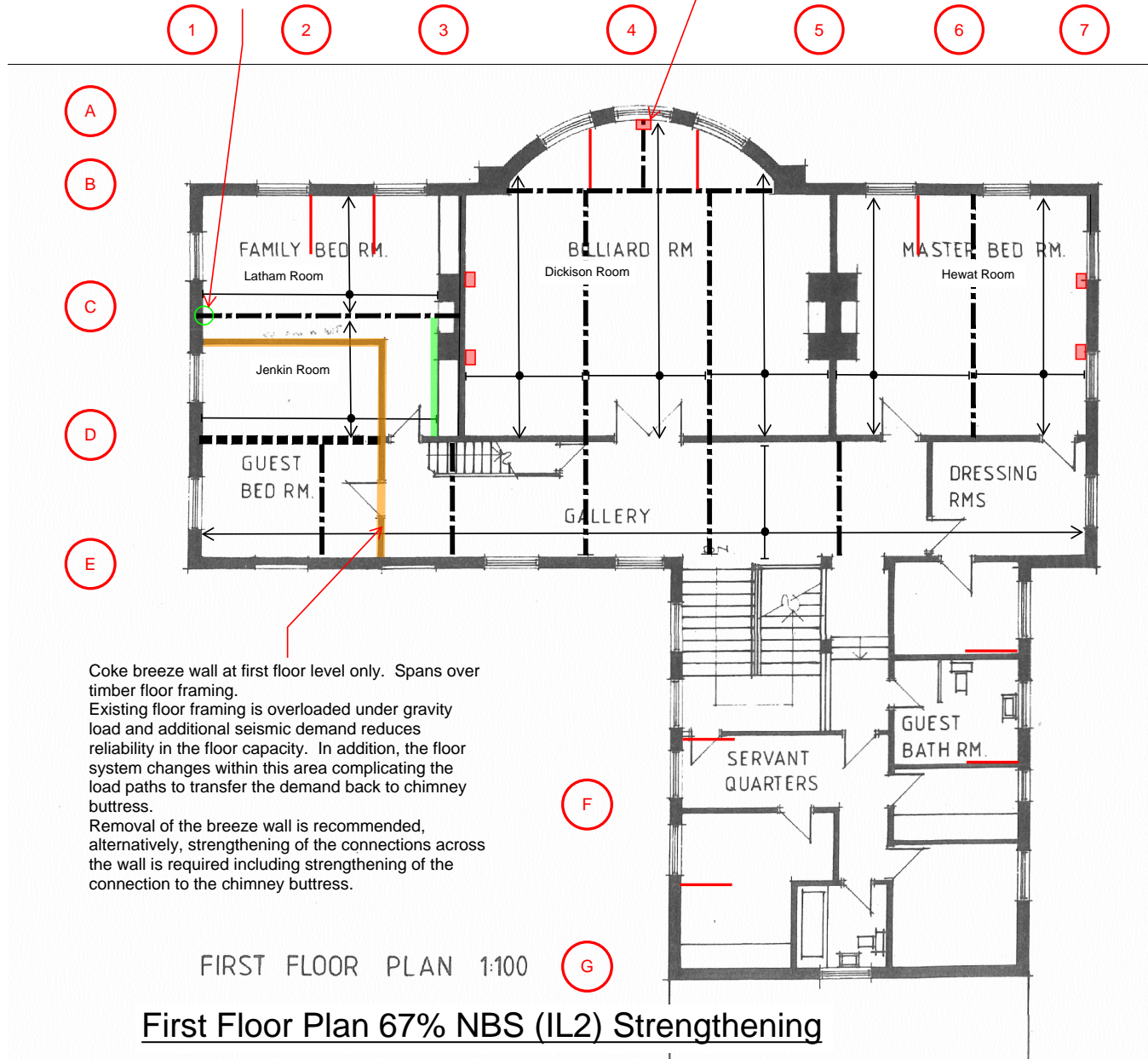
Note: The 'letter' of the Appendix is an automatic number, so you if you copy and paste the table, the 'letter' will automatically change.



wsp.com/nz

Timber beam requires strengthening with 2-M12 anchors into wall & 8-14g x 50mm long screws into timber beam through fabricated steel angle. See Sk04.

Timber beam requires strengthening of end connection similar to joist strengthening detail. See Sk01.



Coke breeze wall at first floor level only. Spans over timber floor framing. Existing floor framing is overloaded under gravity load and additional seismic demand reduces reliability in the floor capacity. In addition, the floor system changes within this area complicating the load paths to transfer the demand back to chimney buttress. Removal of the breeze wall is recommended, alternatively, strengthening of the connections across the wall is required including strengthening of the connection to the chimney buttress.

FIRST FLOOR PLAN 1:100

First Floor Plan 67% NBS (IL2) Strengthening

LEGEND

- (E) Floor Support Beam
- (E) Floor Joist Span Direction
- (N) 50x0.91mm Multibrace Strap extending 1.5m into room as per detail Sk02.
- (N) Additional 10g-65mm long screw through floorboard to every third joist adjacent to wall.
- (N) Joist to Wall Connection improved as per detail Sk01.
- (N) Improve Connection as per detail Sk04.
- (N) Remove existing concrete wall and replace with lightweight timber to suit if required.

DOCUMENT CONTROL

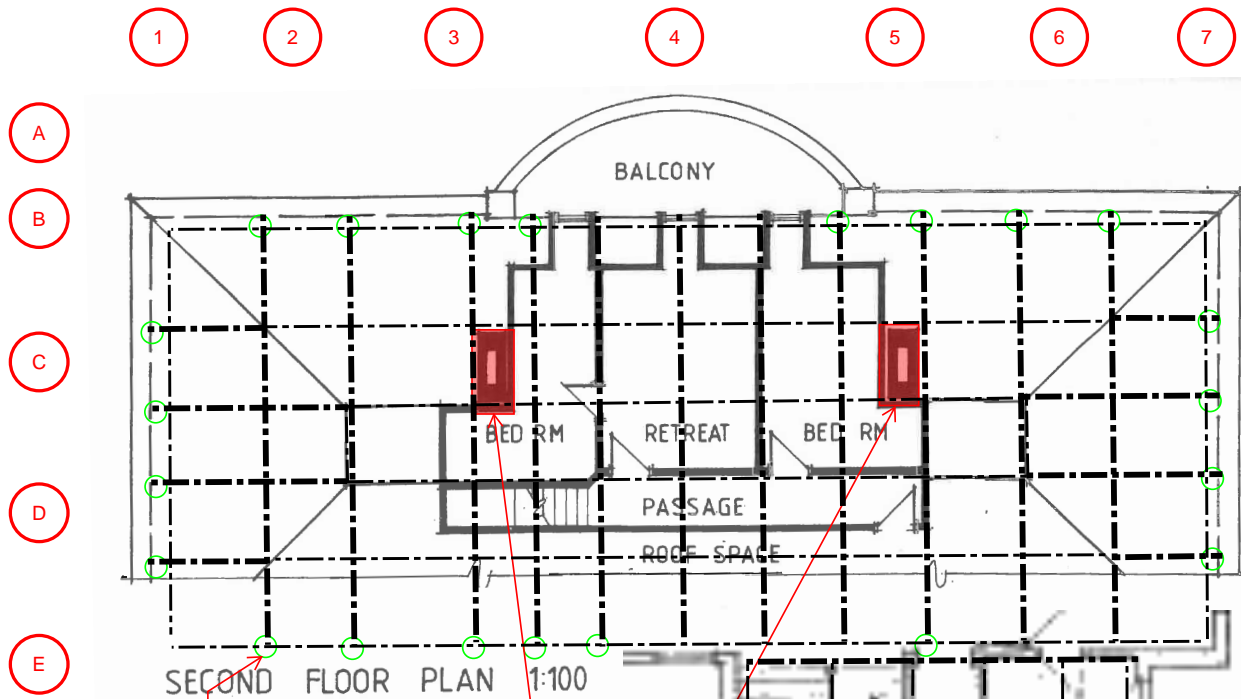
Date: 26 July 2020 Rev. 2

Sheet No. 1 of 8

Status: Developed Design

By: S. Therklson (WSP)

Comments: NOT FOR CONSTRUCTION



LEGEND

- (E) Roof Truss
- (E) Under Purlin with rafters over.
- (N) Demolish existing Chimney down to first floor ceiling level. Replace with 90x45 Hyspan framed chimney with lightweight Integra Facade system on 20mm cavity battens over 19mm plywood. Connections to existing to be confirmed once demolition of brickwork is complete.
- (N) Improve Connection as per details. See Sk03.

DOCUMENT CONTROL

Date: 26 July 2020 Rev. 2

Sheet No. 2 of 8

Status: Developed Design

By: S. Therkluson (WSP)

Comments: NOT FOR CONSTRUCTION

Typical Truss Strengthening to comprise 75x40 PFC fabricated U bracket with 4-14g-50mm long screws into truss. Provide solid packing between PFC and existing concrete wall and internal face of veneer. See Sk03.

New timber frame to extend down to first floor ceiling level. Provide 90x90 hyspan chords in each corner with 90x45 SG8 timber framing at 400mm centres between. Line with 19mm plywood fixed to timber framing with 2 rows of 3.15x50mm long flat head nails at 50mm centres each around perimeter and at 200mm centres internally. Fix timber framing to top of existing brickwork with steel angle brackets with 2-M12 threaded rods with 450mm embedment with Hilti HY-170 epoxy. Refer to example drawing of Resene Integra Facade System for cladding details with the surface finish sized, moulded and coloured to match the existing chimney. See Sk05.

Roof Plan 67% NBS (IL2) Strengthening

CALCULATION SHEET

Project/Task/File No: G-074444.00 ANDERSON HOUSE

Sheet No 3 of 8

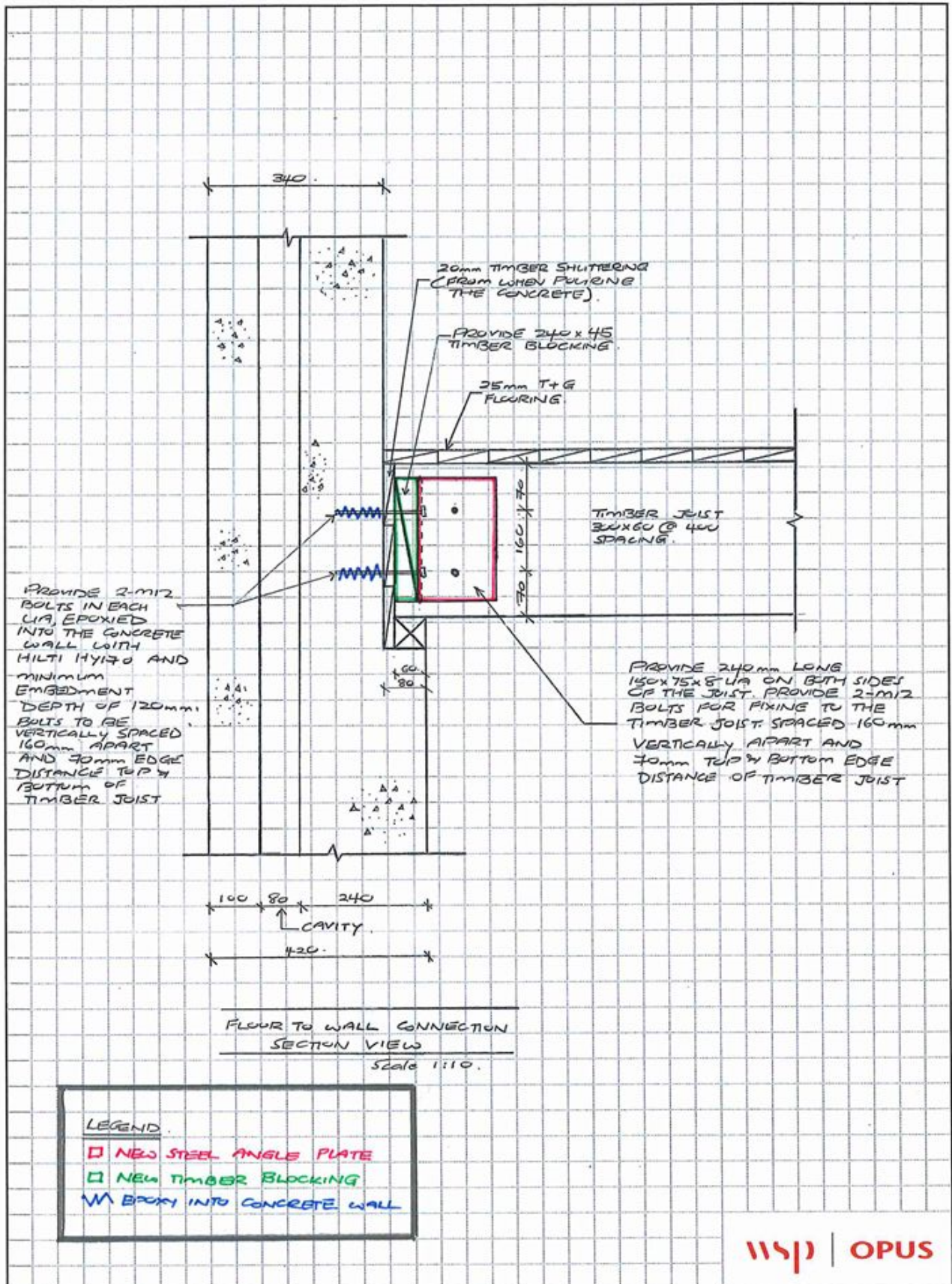
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Office: Chch NND

Developed Design
NOT FOR CONSTRUCTION

Computed: 20 / 06 / 2020

Check: / /



CALCULATION SHEET

Project/Task/File No: 6-D0444-00 ANDERSON HOUSE

Sheet No 4 of 8

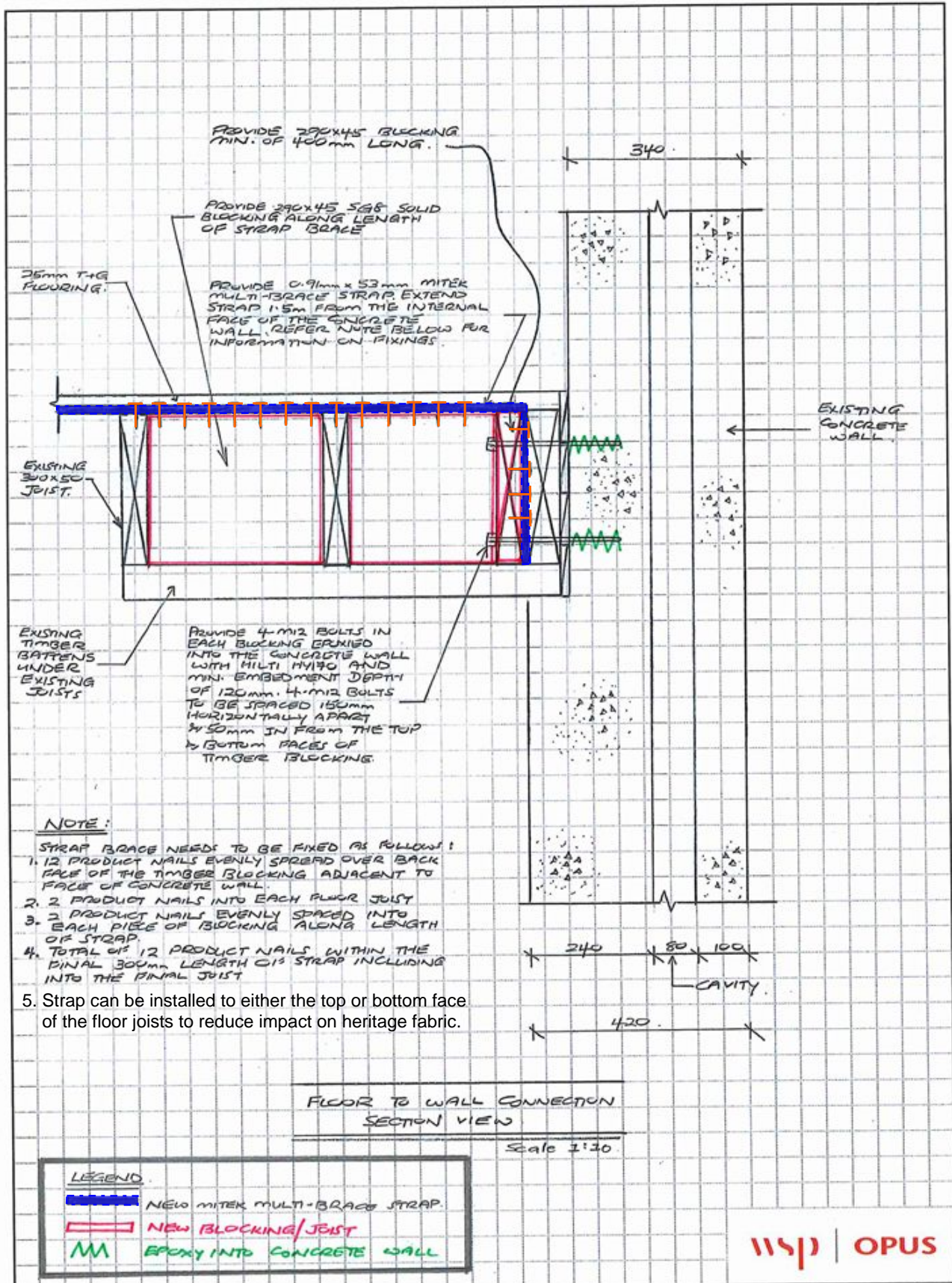
Project Description: SK#02

Office: Chch NND

Developed Design
NOT FOR CONSTRUCTION

Computed: 20 06 2020

Check: / /



CALCULATION SHEET

Project/Task/File No: G-DP444.013

Sheet No 5 of 8

Project Description: ANDERSON HOUSE

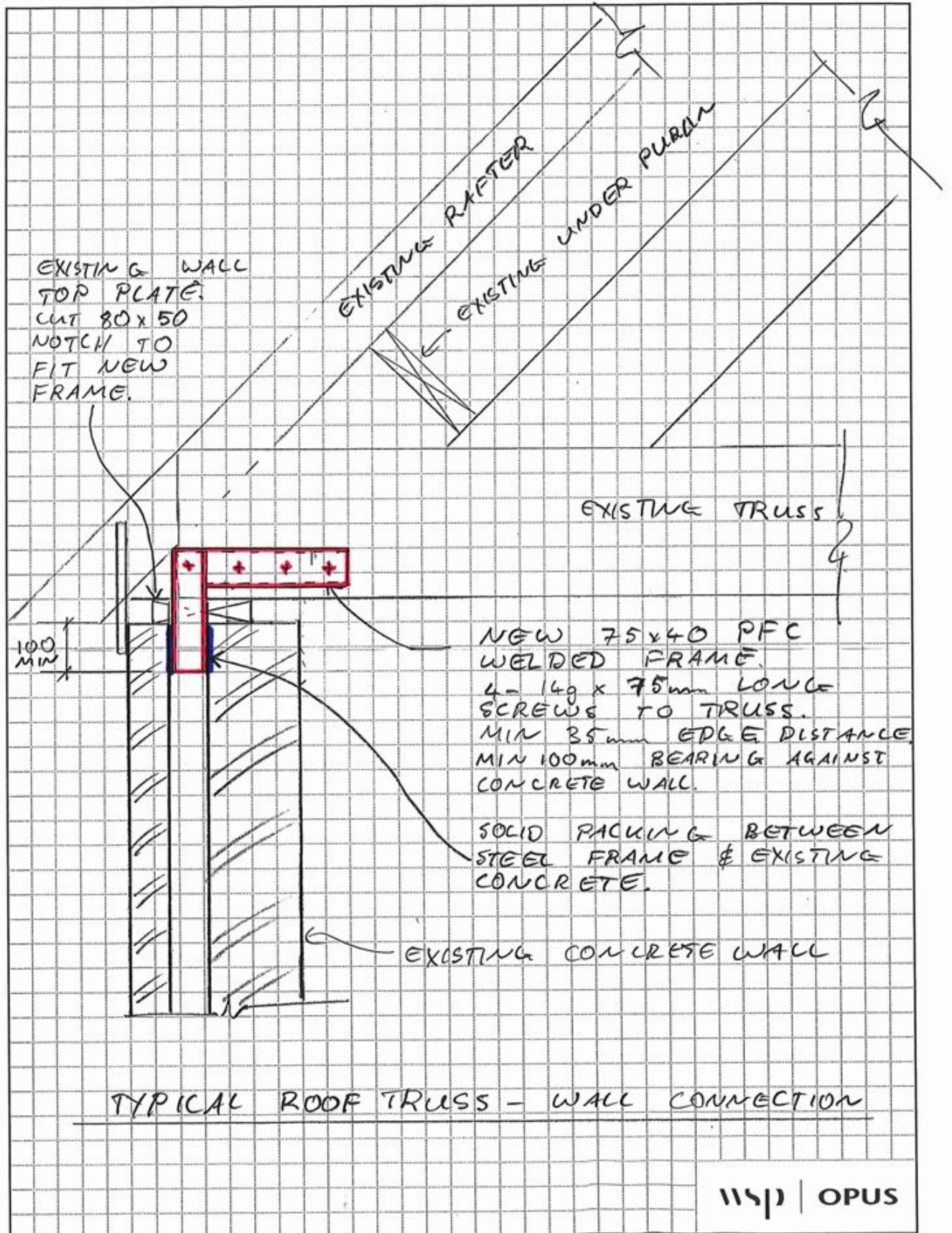
Office: Chel SPT

SK #3 U2

Computed: 8/7/2020

ROOF TRUSS STRENGTHENING

Check: 1 1



CALCULATION SHEET

Project/Task/File No: 6-DP444.00 Anderson House

Sheet No 6 of 8

Project Description: SK #04

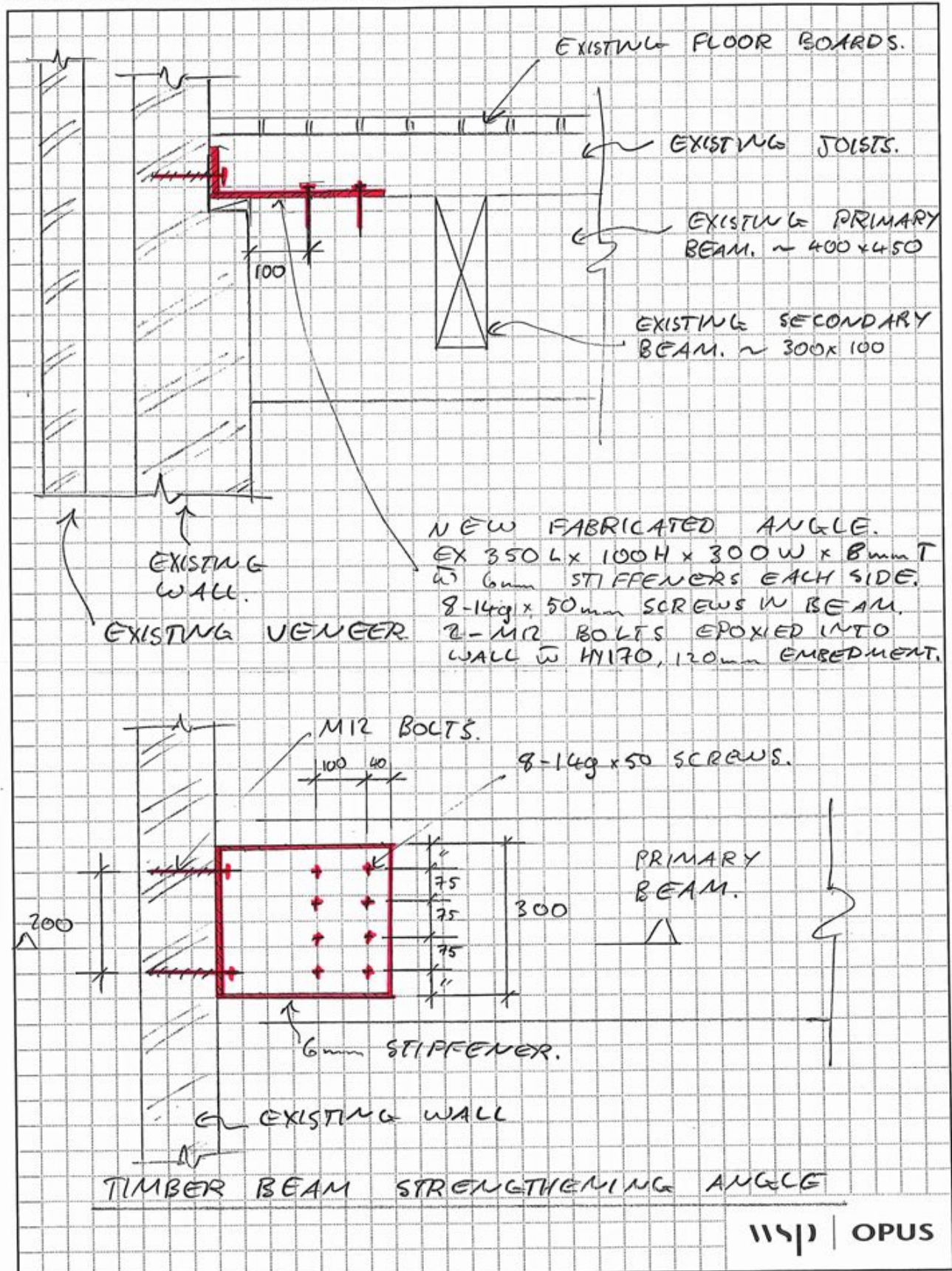
Office: Chch SPT

Developed Design

Computed: 19 / 06 / 2020

NOT FOR CONSTRUCTION

Check: / /



NOTES:

- DO NOT SCALE.
- CONTRACTOR TO CONFIRM ALL DIMENSIONS AND FEATURE PROFILES ON SITE AND AMEND TO MATCH EXISTING BEFORE REMOVAL OF CHIMNEY.

LEGEND:

- (E) DENOTES EXISTING
- (N) DENOTES NEW
- * CONFIRM DIMENSIONS

REVISION	AMENDMENT	APP	DATE
1	FOR CONSTRUCTION	JL	10/09/2019

FOR CONSTRUCTION

WSP | OPUS

PC Box 1482
Christchurch 8140
New Zealand
+64 3 953 5400

SCALE: As indicated @ A1 ORIGINAL SIZE: A1

DRAWN: R/BONGALON DESIGNED: S/THERKLESON APPROVED: J/LESTER

DRAWINGS VERIFIED: S/THERKLESON DESIGN VERIFIED: S/ONG APPROVED DATE: 10/09/2019

67% NBS (IL2) SEISMIC STRENGTHENING

TITLE: CONSTRUCTION DETAILS

STRUCTURAL

CHIMNEY EXAMPLE - INTERNAL FRAMING NOT FOR THIS PROJECT

1 DETAIL
SCALE 1:10

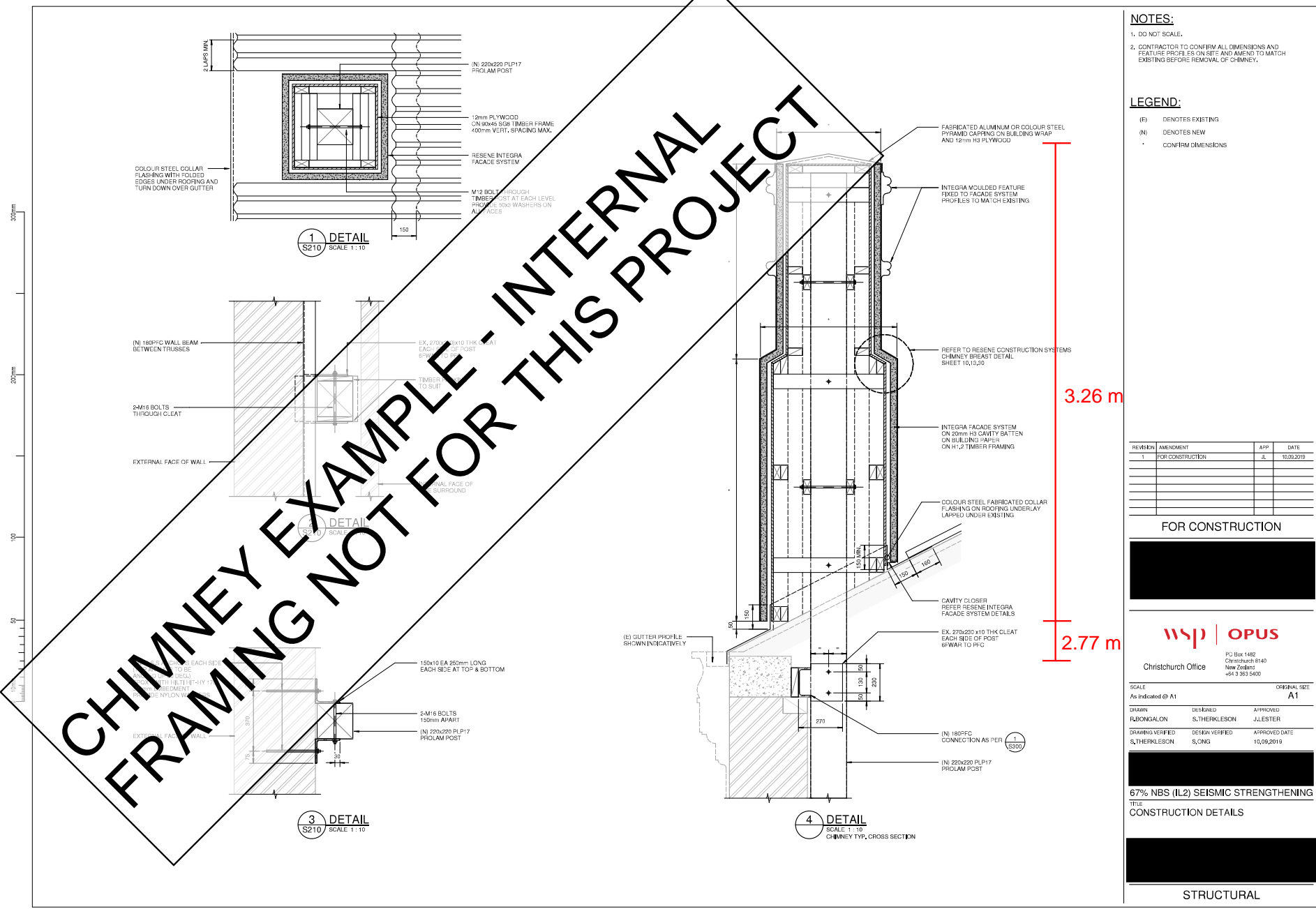
2 DETAIL
SCALE 1:10

3 DETAIL
SCALE 1:10

4 DETAIL
SCALE 1:10
CHIMNEY TYP. CROSS SECTION

3.26 m

2.77 m



Infrastructural Services - ANDERSON HOUSE - REMEDIAL WORKS

Sheet No	8 of 8
Office:	Chch SPT
Computed:	19 / 06 / 2020
Check:	/ /

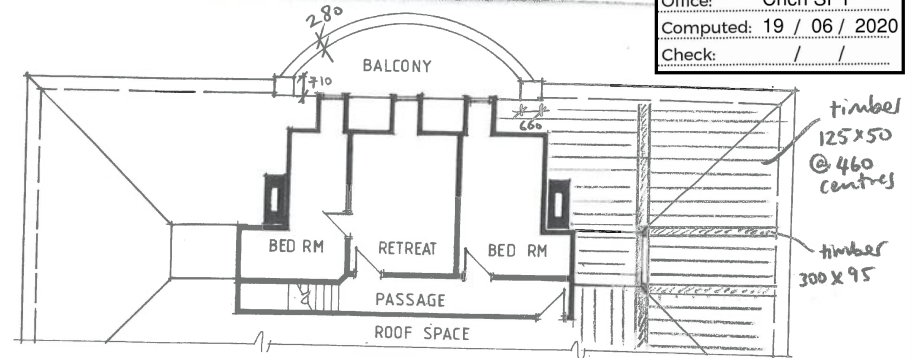
ANDERSON PARK

Former Residence, now Invercargill City Art Gallery.

Submission for New Zealand Institute Of Architects National Historical Award by Southland Members.

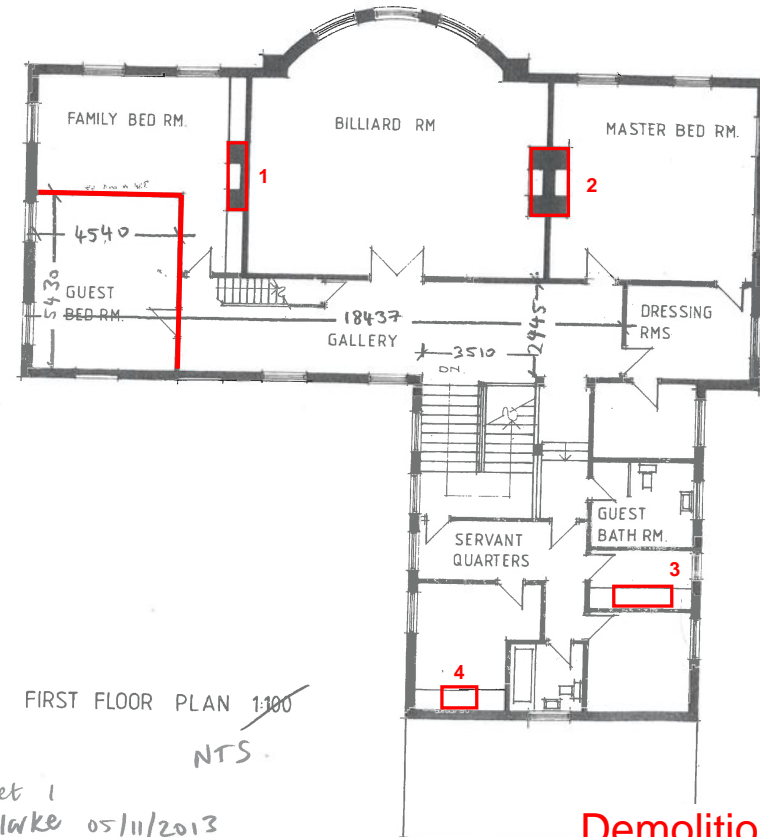
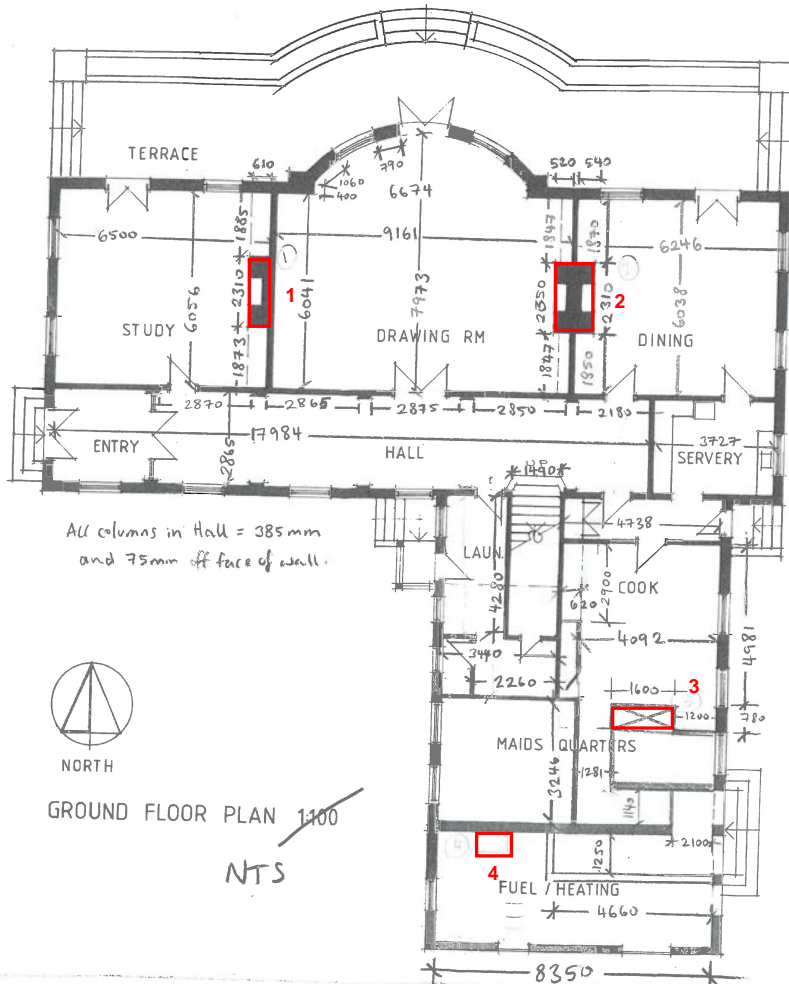
Site: 50 acre site Retreat Road, Invercargill
 Client: R. Anderson
 Architect: Cecil Wood, Christchurch
 Designed: 1923
 Completed: 1925
 Cost: \$15,000.00

Bequeathed to Invercargill City Council 1951.



Roof framing detail.
See photos.

SECOND FLOOR PLAN 1:100 NTS



Demolition Plan

sheet 1
 R. Clarke 05/11/2013
 Anderson Park : measure up

Southern Quantity Surveyors

APPENDIX 2

A3189947

**Construction Cost Consultants
Project Managers**

7 August 2020

Ian Sutherland
WSP/OPUS
PO Box 647
Invercargill 9840
ian.d.sutherland@wsp.com

Dear Ian,

ANDERSON PARK GALLERY STRENGTHENING WORKS Reduced scope

As requested and based on the information provided, we attach our order of cost estimate for the above project.

Our order of cost estimate is: Reduced scope strengthening works \$338,000.00 (Excluding GST)

For estimating purposes it has been assumed that the project will be developed and a competitive tender received and contract let within the next eight weeks

A summary breakdown of the estimate is enclosed; your attention is drawn to the items excluded and notes on budget

Should you require any further information please contact the writer

Yours sincerely,



Doug Riley
Southern Quantity Surveyors

17-062

ANDERSON PARK GALLERY STRENGTHENING WORKS Reduced scope

ORDER OF COST ESTIMATE		7/08/2020
01	EXISTING BUILDINGS	Excluded
02	CONSTRUCTION COST	
	201 Strengthening and modification works	<u>301,206</u>
	<i>Sub-Total of Construction Cost</i>	301,206
03	LOOSE FURNITURE FITTINGS & EQUIPMENT	Excluded
04	LOCAL AUTHORITY LEVIES & CHARGES	6,024
05	FLUCTUATIONS – INCREASED COSTS	Excluded
06	PROFESSIONAL FEES	Excluded
07	PROJECT CONTINGENCY	30,770
		<hr/>
09	TOTAL ESTIMATE (Rounded)	<u>\$338,000</u>

NOTES ON BUDGET & EXCLUDED ITEMS

- 1101 Goods and Services Tax excluded
- 1102 Finance and Holding charges excluded
- 1103 An allowance has been included for Building Consent fees. No allowance has been included for Resource Consent fees.
- 1104 Client administration excluded
- 1105 No allowance has been made for loose furniture, equipment, soft furnishings, white wear
- 1106 No allowance has been made for increased costs
- 1107 No allowance has been included in the estimate to cover Professional Fees
- 1108 An allowance of 10% has been included for a Project Contingency Sum for unforeseen items
- 1109 Order of cost estimate has been prepared from preliminary drawings and information provided by WSP/OPUS
- 1110 No allowance has been made for the removal of Asbestos containing materials or other hazardous substances should these be found during the works
- 1111 No allowance has been made for the relocation of contents within the building to allow for carrying out the works

Elemental Summary

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Code	Description	Quantity	Unit	Rate	Total
	ANDERSON PARK GALLERY STRENGTHENING				
	2020_08_06 Revised scope estimate				
	Project Information				0
	Chimneys				199,000
	Strengthening connections				21,000
	Demolition of breeze block wall and reconstruction of timber framed wall				26,000
	Provisional allowance for any relocation of services required due to the strengthening works				5,000
	Construction Subtotal				251,000
	Preliminaries & General				22,824
	Subtotal				273,824
	Contractors Margin	10	%		27,382
	Subtotal Construction Cost				301,206
	Consent Fees	2.0	%		6,024
	Subtotal				307,230
	Professional Fees	Excluded			0
	Subtotal				307,230
	Contingency	10	%		30,770
	TOTAL				338,000

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
----------	-------------	----------	------	------	-------

Project Information

PROJECT ESTIMATE INFORMATION					
1	This estimate has been prepared based on the following documentation supplied by OPUS				
2	Email from Ian Sutherland of OPUS dated 29 July 2020				
3	OPUS 1st floor plan to 67% NBS (IL2)				
4	OPUS Roof floor plan to 67% NBS (IL2)				
5	Opus sk#01 dated 20/6/2020				
6	Opus sk#02 dated 20/6/2020				
7	Opus sk#03 dated 8/7/2020				
8	Opus sk#04 dated 19/6/2020				
9	Opus Chimney example				
10	Opus Demolition Plan				
11	Labour Rate - construction		Hr	75.00	

To Collection 0

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Chimneys

	Anderson House				
	Chimneys				
1	Demolition of all chimneys above first floor ceiling, reinstatement of 2 chimneys in lightweight materials, roof repair to other areas				
2	Element 1 - Site Preparation				63,769
3	Element 2 - Work below lowest floor finish				0
4	Element 3 - Frame				65,210
5	Element 4 - Structural Walls				0
6	Element 5- Upper Floors				0
7	Element 6- Roof				31,100
8	Element 7- External Walls & External Finish				28,529
9	Element 8 - Windows & External Doors				0
10	Element 9 - Stairs & Balustrades				0
11	Element 10 - Partitions				0
12	Element 11 - Internal Doors				0
13	Element 12 - Floor Finishes				0
14	Element 13 - Wall Finishes				10,317
15	Element 14 - Ceiling Finishes				0
16	Element 15 - Fittings & Fixtures				0
17	Element 16 - Sanitary Plumbing				0
18	Element 17 - Heating & Ventilation Services				0
19	Element 18 - Fire Services				0
20	Element 19 - Electrical Services				0
21	Element 20 - Vertical & Horizontal Transportation				0
22	Element 21 - Special Services				0
23	Element 22 - Drainage				0
24	Element 23 - External Works				0
25	Element 24 - Sundries				0
26	Rounding				75
	SUBTOTAL				199,000

To Collection 199,000

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Chimneys

Element 1 - Site Preparation

	DEMOLITION				
	BRICK CHIMNEYS				
1	Allow to install temporary propping to first floor and roof framing	5	No	2,350.00	11,750
2	External Scaffolding to Chimneys				21,239
3	Demolish Chimney above first floor ceiling only	24	M3	1,150.00	27,600
	WALLS				
4	Allow to remove wall linings at attic level to facilitate structural works	159	M2	20.00	3,180

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Chimneys

(Continued)

Element 3 - Frame

	CHIMNEYS				
	Chimney 1 & 2 to north side				
	Chimney replacement above second floor ceiling				
1	150 x 50 framing	72	M2	122.35	8,809
2	12 Ply cladding	59	M2	75.00	4,425
3	Steel framing	2	No	4,000.00	8,000
4	Lift and position new Chimneys in position	1	Sum	4,950.00	4,950
	Sundry Chimney Framing details				
5	100 x 100 Blocking at roof	10	M	38.80	388
6	150 x 50 solid blocking to ceiling joists at roof openings	41	M	38.09	1,561
7	Pryda multigrips	144	No	11.10	1,598
8	Pryda multigrips Flat	144	No	11.10	1,598
9	Pryda Windstrap	144	No	11.10	1,598
10	Pryda Sheet Brace Strap	144	No	9.07	1,307
11	Pryda Stud Anchors	24	No	14.40	346
12	150 x 100 Beam	26	M	114.90	2,987
13	150 x 200 beam	26	M	143.25	3,725
14	200 x 50 blocking at roof	82	M	39.30	3,223
15	300 x 50 bolted to concrete	3	M	89.28	268
16	150 x 150 bolted to concrete wall	3	M	42.00	126
17	16 dia rod drilled and epoxied in to concrete	10	No	30.00	300
	Subtotal Main Chimneys				45,210
18	Allowance for replica chimney to diesel flue	1	Sum		20,000

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Chimneys

(Continued)

Element 6- Roof

1	Allow for new Flashing detail around Chimneys	3	No	4,700.00	14,100
2	Allow Provisional Sum for roof repairs where chimney removed	1	Sum	17,000.00	17,000

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Chimneys

(Continued)

Element 7- External Walls & External Finish

EXTERNAL CLADDING					
1	Allow for Building wrap, form cavity, plaster system on polystyrene cladding	79	M2	291.50	23,029
2	Allow for Decorative capping / sealing to false chimneys	2	No	2,000.00	4,000
3	Flashing to top of diesel flue	1	No	1,500.00	1,500

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Chimneys

(Continued)

Element 13 - Wall Finishes

	Attic Rooms				
1	Allow to reinstate wall linings removed to complete structural works	159	M2	50.00	7,950
2	Allow for replacement timber trim	59	M	40.13	2,367

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Strengthening connections

	Anderson House				
	Strengthening connections				
1	Strengthening connection detail SK01	5	No	594.00	2,970
2	Strengthening connection detail Sk02	9	No	890.00	8,010
3	Strengthening connection detail Sk03	22	No	375.00	8,250
4	Strengthening connection detail Sk04	1	No	1,040.00	1,040
5	Additional screws to floorboards family bedroom 1st floor	1	Sum	200.00	200
6	Rounding				530
	SUBTOTAL				21,000

To Collection 21,000

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Demolition of breeze block wall and reconstruction of timber framed wall

	Anderson House				
	Demolition and replacement of breeze block walls				
1	Element 1 - Site Preparation				5,695
2	Element 2 - Work below lowest floor finish				0
3	Element 3 - Frame				0
4	Element 4 - Structural Walls				0
5	Element 5- Upper Floors				0
6	Element 6- Roof				0
7	Element 7- External Walls & External Finish				0
8	Element 8 - Windows & External Doors				0
9	Element 9 - Stairs & Balustrades				0
10	Element 10 - Partitions				4,320
11	Element 11 - Internal Doors				0
12	Element 12 - Floor Finishes				0
13	Element 13 - Wall Finishes				10,640
14	Element 14 - Ceiling Finishes				5,400
15	Element 15 - Fittings & Fixtures				0
16	Element 16 - Sanitary Plumbing				0
17	Element 17 - Heating & Ventilation Services				0
18	Element 18 - Fire Services				0
19	Element 19 - Electrical Services				0
20	Element 20 - Vertical & Horizontal Transportation				0
21	Rounding				-55
	SUBTOTAL				26,000

To Collection 26,000

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Demolition of breeze block wall and reconstruction of timber framed wall

Element 1 - Site Preparation

	DEMOLITION				
	FLOORING				
1	Allow to lay ply protection to floor	55	M2	25.00	1,375
2	Allow to Demolish Breeze block wall	36	m2	120.00	4,320

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Demolition of breeze block wall and reconstruction of timber framed wall (Continued)

Element 10 - Partitions

WALL FRAMING					
1	Timber wall framing	36	m2	120.00	4,320

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Demolition of breeze block wall and reconstruction of timber framed wall (Continued)

Element 13 - Wall Finishes

WALL LININGS					
1	Fibrous plaster painted	72	m2	120.00	8,640
2	Trim	20	m	100.00	2,000

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Demolition of breeze block wall and reconstruction of timber framed wall (Continued)

Element 14 - Ceiling Finishes

Ceiling linings					
1	Make good to ceiling	20	m2	120.00	2,400
2	Cornice	20	m	150.00	3,000

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_08_06 Estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Preliminaries & General

1	Percentage of Construction subtotal	0.08		250,999.82	20,080
	Floor Protection				
2	Allow to lay floor protection to ground floor of building	50	M2	8.00	400
3	Allow to lay floor protection to first floor	293	M2	8.00	2,344

268,824

To Collection 22,824



DONALDSON CONSTRUCTION SERVICES LTD
Suite 2, 192 Spey Street, P.O. Box 1353, Invercargill 9840, Ph (03) 218-9488
Email office@donaldsonconstruction.co.nz

14 July 2020

Manager of Building Assets
Invercargill City Council
Private Bag 90104
INVERCARGILL

ATTENTION: Mr P Horner

Dear Paul

RE: ANDERSON PARK ART GALLERY – EXTERIOR MAINTENANCE
BUDGET ESTIMATE

We hereby submit our Budget Estimate for the above project in the sum of Three Hundred and Forty Seven Thousand and Nineteen Dollars (\$347,019.00) Excluding GST.

There are 4No. items which we have listed as Provisional Sums (namely reinstatement of double hung windows to usable condition, repairs to the fascia and soffit, remedial putty at windows and repairs to the spouting apart from cleaning back and recoating). These items are very difficult to quantify and the figures included for them represent our best attempt.

Our Conditions of Budget Estimate, Summary Schedule and Estimate notes are enclosed.

Should you have any queries please do not hesitate to contact us.

Yours faithfully
DONALDSON CONSTRUCTION SERVICES LTD

A handwritten signature in blue ink, appearing to read "W A Donaldson", written over a horizontal line.

W A Donaldson
DIRECTOR



CONDITIONS OF BUDGET ESTIMATE

ANDERSON PARK ART GALLERY – EXTERIOR MAINTENANCE - BUDGET ESTIMATE

1. We confirm we have the following insurance in place:

Public Liability Limit:	\$10,000,000
	Includes Product Liability
	\$10,000,000 Vibration and Removal of Support
Excess:	\$1,000
	\$5,000 Vibration and Removal of Support
Underwriter:	Vero Liability Insurance Ltd
Due Date:	31 March 2021
Motor Vehicles:	Third Party Liability \$10,000,000
Excess:	\$500 plus underage excess when applicable
Underwriter:	QBE Insurance (Australia) Ltd
Due Date:	31 March 2021
Contractors Plant & Equipment:	\$25,000 – anywhere in New Zealand
Excess:	\$500
Underwriter:	New Zealand Insurance
Due Date:	31 March 2021

We have made no allowance for any additional insurance.

2. We have made no allowance for the testing of, or removal of, any Asbestos.
3. This estimate excludes any work to the chimneys.
4. We have assumed that none of this work requires a Building Consent.



ANDERSON PARK ART GALLERY - EXTERIOR MAINTENANCE - BUDGET ESTIMATE 10/7/20

Scaffold to Exterior Perimeter and Dormers	\$34,431.00
Remove and replace 6 No. window sills	\$9,129.00
Reinstate double hung windows to usable condition 43 No. (Provisional Sum)	\$49,508.00
Remove and replace 16 No shutters (excluding painting)	\$27,135.00
Remove and replace damaged fascia and soffit - Provisional Sum)	\$1,949.00
Repair curved North doors	\$1,324.00
Repair pair of doors - North wall - west end	\$753.00
Replace window sash	\$707.00
Grind out and fill cracks in plaster	\$4,510.00
Remedial putty at windows (Provisional Sum)	\$14,000.00
Remedial cast iron spouting and downpipes, strip down and recoat reinstate	\$28,996.00
Repairs to damaged spoutings (Provisional Sum)	\$5,600.00
Prepare and paint fascias and eaves	\$6,128.00
Prepare and paint plastered walls below eaves	\$24,980.00
Prepare and paint wooden windows	\$58,269.00
Prepare & paint wooden doors	\$7,213.00
Prepare and paint shutters	\$8,467.00
Prepare and paint handrail to west side	\$799.00
Prepare and paint North garden wall	\$1,082.00

continued next page

Additional items to Budget Estimate dated 20/12/16

Refurbish 4 No dormers (Provisional Sum)	\$20,879.00
Repairs to rusted ridging to roof	\$5,040.00
Moss spray slate roof	\$1,120.00
	<hr/>
	\$312,019.00
Contingency Sum	\$35,000.00
	<hr/>
Total excluding G S T	\$347,019.00

Southern Quantity Surveyors

**Construction Cost Consultants
Project Managers**

APPENDIX 4
A3189946

14 September 2020

Ian Sutherland
WSP/OPUS
PO Box 647
Invercargill 9840
ian.d.sutherland@wsp.com

Dear Ian,

ANDERSON PARK GALLERY FIRE PROTECTION & ACCESSIBILITY WORKS

As requested and based on the information provided, we attach our order of cost estimate for the above project.

Our order of cost estimate is: \$314,000.00 (Excluding GST)

For estimating purposes it has been assumed that the project will be developed and a competitive tender received and contract let within the next eight weeks

A summary breakdown of the estimate is enclosed; your attention is drawn to the items excluded and notes on budget

Should you require any further information please contact the writer

Yours sincerely,



Doug Riley
Southern Quantity Surveyors

17-062

Southern Quantity Surveyors Ltd
PO Box 1449 · 109 Gala Street · Invercargill · New Zealand
Telephone (03) 218-6544 · Facsimile (03) 214-4488 · Email doug@sq.s.co.nz

ANDERSON PARK GALLERY FIRE PROTECTION & ACCESSIBILITY WORKS

ORDER OF COST ESTIMATE		14/09/2020
01	Fire Protection Works	\$ 250,000.00
02	Accessibility	\$ 30,000.00
03	Ventilation	\$ 314,000.00
	<i>Sub-Total of Construction Cost</i>	<hr/> \$ 314,000.00
03	LOOSE FURNITURE FITTINGS & EQUIPMENT	Excluded
04	LOCAL AUTHORITY LEVIES & CHARGES	Included above
05	FLUCTUATIONS – INCREASED COSTS	Excluded
06	PROFESSIONAL FEES	Excluded
07	PROJECT CONTINGENCY	Included above
		<hr/> \$ 314,000.00 <hr/>
09	TOTAL ESTIMATE	<hr/> \$ 314,000.00 <hr/>

NOTES ON BUDGET & EXCLUDED ITEMS

- 1101 Goods and Services Tax excluded
- 1102 Finance and Holding charges excluded
- 1103 An allowance has been included for Building Consent fees. No allowance has been included for Resource Consent fees.
- 1104 Client administration excluded
- 1105 No allowance has been made for loose furniture, equipment, soft furnishings, white wear
- 1106 No allowance has been made for increased costs
- 1107 No allowance has been included in the estimate to cover Professional Fees
- 1108 An allowance of 10% has been included for a Project Contingency Sum for unforeseen items
- 1109 Order of cost estimate has been prepared from preliminary drawings and information provided by WSP/OPUS
- 1110 No allowance has been made for the removal of Asbestos containing materials or other hazardous substances should these be found during the works

Elemental Summary

Southern Quantity Surveyors

Construction Cost Consultants
Project Managers

Project: 4700 Estimates	Details: 2020_09_11 Compliance work estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Code	Description	Quantity	Unit	Rate	Total
	ANDERSON PARK GALLERY				
	2020_09_11 Compliance Work Estimate				
	Project Information				0
	Fire Protection works				250,000
	Accessibility				30,000
	Ventilation				34,000
	TOTAL				314,000

Elemental estimate build up

Southern Quantity Surveyors

Construction Cost Consultants
Project Managers

Project: 4700 Estimates	Details: 2020_09_11 Compliance work estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Project Information

	PROJECT ESTIMATE INFORMATION				
1	This estimate has been prepared based on the following documentation supplied by OPUS				
2	Briefingl from Ian Sutherland of OPUS at SQS on 10 Sept 2020				
3	OPUS marked up floor plans showing Fire rating and emergency lighting				

To Collection 0

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_09_11 Compliance work estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Fire Protection works

	Fire Protection Works				
1	Allow to retain existing type 2 alarm	Note			
2	Allow for condition survey and minor maintenance to type 2 alarm	1	Sum	2,000.00	2,000
	Allow to upgradeground and first floor corridor walls and ceilings to 60min FRR				
3	16 Fyreline painted to walls	308	m2	120.00	36,960
4	16 Fyreline painted to ceilings	109	m2	120.00	13,080
5	Allow for cornice	103	m	75.00	7,725
6	Allow for skirtings	103	m	75.00	7,725
7	Allow for Architraves	165	m	75.00	12,375
	Allow to alter doors / borrowed lights to comply ANARP to 60 FRR. (Based on utilising Pacific doors Heritage doors) Excludes vision panels etc				
8	Single door	10	No	5,750.00	57,500
9	Pair of doors	2	Pr	10,000.00	20,000
10	Sum for firerating sidelights / fanlights	12	No	1,140.00	13,680
11	Allow for emergency lighting	1	Sum	5,000.00	5,000
12	Allow for illuminated exit signage	1	Sum	8,000.00	8,000
	Construction Subtotal				184,045
13	Preliminaries & General	8	%		14,724
	Subtotal				198,769
14	Contractors Margin	10	%		19,877
	Subtotal Construction Cost				218,645
15	Consent Fees	2.0	%		4,373
	Subtotal				223,018

To Collection 223,018

Elemental estimate build up

Southern Quantity Surveyors

Construction Cost Consultants
Project Managers

Project: 4700 Estimates	Details: 2020_09_11 Compliance work estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Fire Protection works

(Continued)

16	Professional Fees	Excluded			0
	Subtotal				223,018
17	Contingency & rounding	10	%		26,982
	TOTAL				250,000

To Collection 26,982

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_09_11 Compliance work estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Accessibility

	Accessibility changes				
1	Accessibility Signage	1	Sum	1,000.00	1,000
2	Handrail and upstand to front accessible ramp	1	Sum	7,500.00	7,500
3	Alteration to remove sump from accessible ramp	1	Sum	5,000.00	5,000
4	Upgrade to rear handrail and kerbing	1	Sum	7,500.00	7,500
5	There is no accessible toilet in the building. This is being covered in other options	Note			
	Construction Subtotal				21,000
6	Preliminaries & General	8	%		1,680
	Subtotal				22,680
7	Contractors Margin	10	%		2,268
	Subtotal Construction Cost				24,948
8	Consent Fees	2.0	%		499
	Subtotal				25,447
9	Professional Fees	Excluded			0
	Subtotal				25,447
10	Contingency & rounding	10	%		4,553
	TOTAL				30,000

To Collection 30,000

Elemental estimate build up

Project: 4700 Estimates	Details: 2020_09_11 Compliance work estimate
Building: 4700-1340 Anderson Park Gallery Strengthening	

Autocode	Description	Quantity	Unit	Rate	Total
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Ventilation

1	Allow to service existing windows to make the operable				
2	Service windows	48	No	520.00	24,960
3	Note no allowance made to repaint windows				
	Construction Subtotal				24,960
4	Preliminaries & General	8	%		1,997
	Subtotal				26,957
5	Contractors Margin	10	%		2,696
	Subtotal Construction Cost				29,652
6	Consent Fees	2.0	%		593
	Subtotal				30,246
7	Professional Fees	Excluded			0
	Subtotal				30,246
8	Contingency & rounding	10	%		3,755
	TOTAL				34,000

To Collection 34,000

TO: INFRASTRUCTURAL SERVICES COMMITTEE

FROM: DARREN EDWARDS GROUP MANAGER – CUSTOMER AND ENVIRONMENT, AND RUSSELL PEARSON – ROADING MANAGER

MEETING DATE: TUESDAY 6 OCTOBER 2020

CITY CENTRE MASTER PLAN UPDATE

SUMMARY

This report marks the 50% stage of the City Centre Masterplan project. It outlines how we have approached the master planning process and aims to ensure that Councillors will be able to understand, interpret and make decisions on the completed Plan when it is presented in December 2020.

The Central City Governance Group has been established to ensure close connections with commercial and other key stakeholders.

Significant stakeholder engagement has occurred and there have been many voices on a wide and varied range of topics. Strong connections with iwi are being forged. The process has ensured that a wide range of community interests are being taken into consideration.

As the designs are brought to life, the implementation of the Plan will provide ongoing challenges as there are many competing interests which will need to be balanced to ensure the best outcome for the City.

A verbal update from the Chair of the Centre City Governance Group will be provided at the meeting. Council will be asked to adopt the final Master Plan in December to enable the momentum to continue to revitalise and rebuild the City Centre by early 2022.

RECOMMENDATION

That Infrastructural Services Committee receive this report “City Centre Master Plan Update”.

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> Yes.
2.	<i>Is a budget amendment required?</i> No.
3.	<i>Is this matter significant in terms of Council’s Policy on Significance?</i> No.
4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i> Yes. The document when completed will support a range of strategic documents and assist with setting direction into the future.

5.	<p><i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i></p> <p>This report is at an intermediate stage of the project and further engagement will be required.</p>
6.	<p><i>Has the Child, Youth and Family Friendly Policy been considered?</i></p> <p>Yes. The policy will provide guidance for the design direction of the Plan.</p>

FINANCIAL IMPLICATIONS

None at this stage.

BACKGROUND

The Invercargill City Centre Master Plan aims to connect existing developments in the city centre with existing businesses, bringing life and activity to Invercargill’s heart by making improvements to city streets and associated public spaces. The Council has recognised that the city required a range of streetscape changes to align and integrate the community (both business and people) spaces and revitalise the Central City. The Master Plan is the first step in the process and will underpin the future design of the Central City. Immediate projects have completion dates early in 2022 and changes need to be coordinated and timed with the large developments being undertaken.

As reported in May 2020, Council commenced the Invercargill City Centre Master Plan project during March 2020 with a public Request for Proposals to select a lead provider to develop a multi-disciplinary design-led team from specialist urban and landscape design companies. After careful consideration of the five offers, Council engaged Isthmus Limited.

The aim of the project is to establish a cohesive urban design, with an emphasis on streetscape character and enhanced spaces for people. The inner city must be developed into a fun place where people wish to come and enjoy for both business and pleasure. The Plan will also create connections with other major developments underway in the city centre, making sense of the public space for people to enjoy.

Isthmus are a nationally recognised integrated design studio that specialises in the disciplines of architecture, landscape and urban design. They are guided by a clear set of principles and ideas based on deepening the relationships between land, people and culture. The accepted proposal has a clear process Isthmus plan to undertake and have a proven track record of delivering projects.

Isthmus operate offices out of Auckland, Wellington and Christchurch. The Christchurch office is leading this work.

PROJECT STRUCTURE

Council has established a strong governance structure to support Council working closely with commercial and other key stakeholders. A City Centre Governance Group is chaired by local businessman John Green who is the Chief Executive of H&J Smith. Other groups comprising of Councillors, iwi and community stakeholders have also been established to support the project and ensure community interests are well represented.

It is important to note that while Council will receive advice / recommendations from the Central City Governance Group, Council retains full decision-making powers with respect to the project.

Isthmus has developed a reference document for the Invercargill City Centre Master Plan: “Guiding Principles and Key Moves”. This document looks to establish a suite of people and environmental focused design principles to guide how the streets and public space environment can contribute to Invercargill’s social, cultural environmental, and economic health and wellbeing. These will be key when considering future commitment to specific project areas. This document is attached in **Appendix 1**.

The Governance Group has developed high level objectives to see the City grow and transform. These are in draft as at time of writing this report:

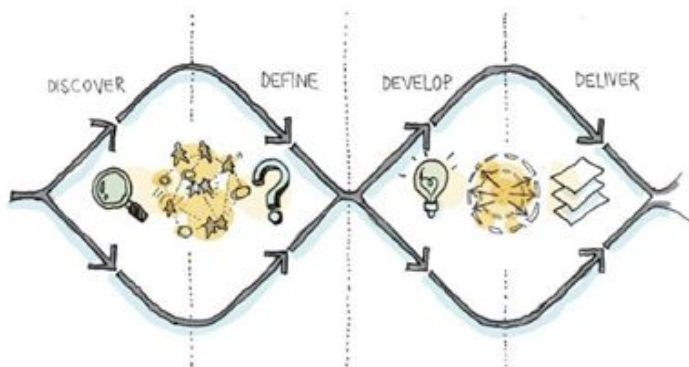
To develop a revitalised and vibrant city centre:

- *That delivers on the expectation of the city being the centre of the region’s commercial and social activity from which economic prosperity and a strong sense of southern identity can flourish.*
- *That engenders a sense of connection to the city for locals and visitors alike through a cohesive and careful balance of strong attractors and open spaces that encourage visiting the city centre for work, shopping, or play.*
- *That enables inner city living to be a viable and valid option for those who wish to enjoy the attraction of living in a vibrant environment and interacting with the wider community in shared spaces.*
- *That appeals to young and old, celebrates our history with a carefully interwoven cultural influence, and which our people can be proud of.*
- *That generates opportunities for private investment and encourages a concentration of commercial activity that brings people to the city and serves to anchor the city centre as the heart of the city and the place to be.*

PROCESS AND TIMELINES

The Master Plan will be completed and presented to Council in early December 2020. This Plan will set the design focus for the city with detailed design and construction of any agreed projects following the plan.

Isthmus are utilising their double diamond approach to the project to ensure there are several opportunities for community inputs as the design proceeds.



The process has a number of areas of focus including street space needs new thinking, engagement with stakeholders and community leaders is essential, and the design needs a big picture approach combined with close dialogue. Included in **Appendix 2** is an overview of “What is a Masterplan?”

Many community groups, city organisations, businesses, iwi and individuals have had their say in the initial stages of the Invercargill City Centre Master Plan process over the past three months.

Feedback has been gathered through an extensive public stakeholder engagement process which has included six workshops, a city centre hikoī, youth and activation-focused sessions, individual meetings and through the creation of a community representative Project Working Group which will lead the stakeholder input into the design process. The design process is now being considered in more detail and will help shape the future of the city’s heart. The aim of this process has been to see that the Master Plan reflects the needs and wishes of the community”.

Communication has been recognised as a key element in this process and detailed work is underway to share information with the wider community, in addition to engagement and communication activities seeking feedback from key community groups and stakeholders.

The Invercargill City Centre Master Plan aims to create public spaces that make people want to visit the city centre; that connect major developments; and encourage people to stay awhile. It will be a framework to guide public space improvements in the city centre and will include some exciting new projects. The Council has budgeted \$20 million to deliver the projects which will be identified in the Master Plan.

Early feedback from stakeholders has included the concept of Invercargill as a meeting place, at the convergence of trails – both past and present, natural and built. People want to be proud of their city, with warm and welcoming streets and shared spaces that are full of life and activity.

The key issues which are emerging in the design process are:

- **Master planning:** The Master Plan provides the spatial guidance of what can be considered but is not the detail design of a space. This detail is the next phase of the project and is where (after agreeing on the concept, purpose and use) it works through all the necessary information such that it can be priced and then built.
- **The City Centre needs a “place for people”:** Feedback from the stakeholder groups have strongly continued to highlight that this spec is missing and is needed. One of the ongoing challenges is to agree what this space will have, what it looks like and how it will function. This could, and most probably will, have different play elements for an intergenerational space.
- **People or Environmental Spaces:** To create more space for people will require reallocation of streets. There will need to be further discussion on what areas are provided for pedestrians, public areas, cyclists, car parking and vehicles. There is a finite area so to have more of one you must reduce others. Balancing these needs will be a key challenge in the process and consideration will be given to all views. In particular, there will be ongoing discussions on car parking numbers, locations and the impacts (and opportunity) from the large carpark in the ICL development. The impacts of car park changes and how businesses and people respond should be recognised as a potentially disruptive influence in change.
- **Cultural Opportunity:** As the Master Plan is being developed strong linkage to cultural issues is also being created and a cultural narrative is being connected to the project.

This will give robust and supportive ideas and focus for ideas to be included in designs as the project develops.

- **Future Directions:** The plan will look to inform where the city may wish to refocus should opportunities become available. Two clear directions have re-emerged (which are consistent with earlier consultation) – that Queens Park, Otepunu Gardens and the green belt are strengths or access to waterways (Otepunu and Estuary) are highlighted as options too. This may be a 30 year plus focus. This area of direction also links closely with the spaces conversations.
- **Slower Speeds:** One of the core principles developed for the Master Plan is “slow the core”. Research shows that having slower vehicle speeds make spaces safer and more people-orientated. It will be important to outline the positive benefits of a slow core to the community and help people understand why a slower speed is desired. Slower speeds allow many more options for allowing people movements, including cyclists.

As this report is being prepared while critical work continues, a verbal update will also be provided to the Committee.

NEXT STEPS

The remaining portion of this project (Delivery Phase) will take the ideas and understandings, and develop and document the recommended actions Council could consider taking within the short and longer term. This Plan will be completed in late November 2020 with a report to the Infrastructural Services Committee in early December 2020.

Materials will be considered and where they could be utilised to provide the quality required (and options for different costings). Typical cross sections of streets will be prepared to give indicative allocations of streetspace and this may vary over each type of street. Sketched options of the key locations (spaces) will be developed but these will only be at a conceptual level sufficient to understand what is proposed and further detailed design will be required.

Options will be costed such that a “staging plan” can be developed and the next steps highlighted. This will give an insight into the tactical and implementation options which Council will need to consider and agree on as the best solution and seek to deliver. Importantly, the costings will give a much greater clarity of the value which is sought to be invested. It is important to recognise that there will be a need to design and have completed some areas of the City Centre by early 2020 to align with other developments. Other sections of the delivery plan may be over an extended (or shortened) period to meet the community expectations.

An indication of the likely sections of the completed Master Plan is included in **Appendix 3**, but is subject to review and change.

Initial discussions have been started with contractors to keep them informed and ready to participate in being ready to deliver the implementation. A different procurement approach may be required to source the suitable skills to produce high quality solutions in the time available whilst working in and around the current construction sites.

There will be some significant and challenging decisions to be considered and made. Changes to the way the city centre operates will change as a result of the Invercargill Central, SIT, ILT and other investments, and the Plan will look to strongly leverage off these and create space for connecting existing business areas and making the city a place we can be proud of and will want to return to.

CONCLUSION

To achieve the objective of the city as the centre of the region's commercial and social activity from which economic prosperity can occur, strong leadership will be needed to set a direction and agree on key improvements and projects that will support this aim.

While significant effort is being made to reflect the wishes of the local community through an extensive engagement and communications programme, there will be challenges to address along the way. Any proposed changes to the car parking, speed and current layout of streets included in the Master Plan will require clear communication to help people understand the benefits and why these changes are considered significant and necessary. It is noted that, should such changes be included in the Master Plan, there would be further opportunity for community engagement during the detailed design and pre-construction phases.

The timetable for completing the Master Plan and moving into the staging of works (detailed design and delivery) will present complex issues which will require good timelines and decisions to be made.

21 September 2020

Invercargill City Centre Masterplan. Draft guiding principles and key moves.



Isthmus.



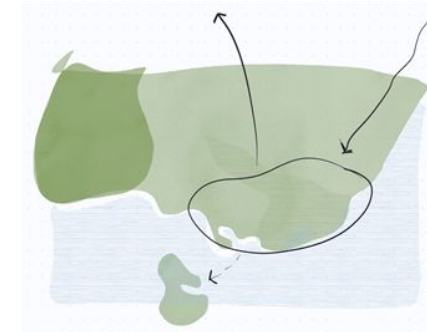
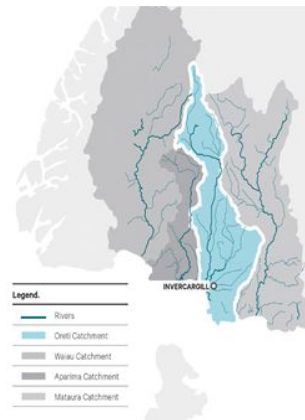
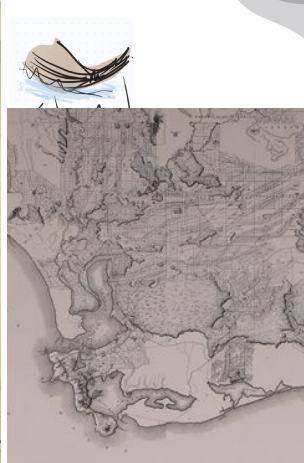
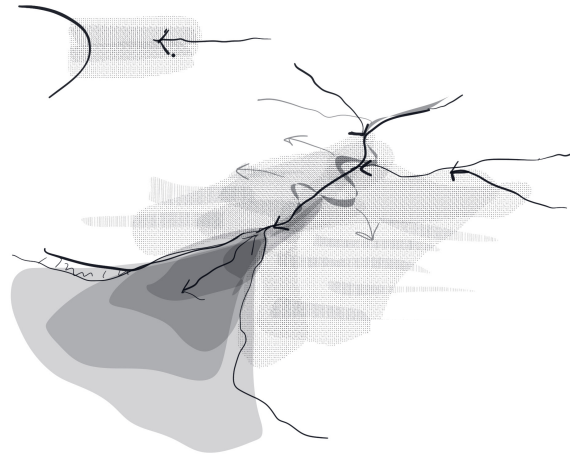
Draft for discussion only



1.1 The Invercargill way.

The story of place considers how environments and their inhabitants have co-evolved over time. It uncovers the patterns of place, purpose and process that together express the unique workings of a place.

With an understanding of what is unique, distinctive, and fundamentally “programmed” into Invercargill as a place, we can work more effectively to rejuvenate the city centre. The Working Group have developed these core concepts, by deepening a sense of connection to the landscapes they inhabit, and expressing the inherent potential of Invercargill in order to contribute to its health, vitality, and authenticity.



Placeholder for te reo.

A spacious landscape

Invercargill was founded on stable ground on the edge of an extensive wetland.

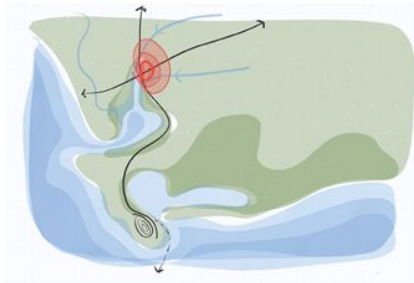
Invercargill is at the southern tail of Murihiku, Aotearoa. It was founded on flat, stable ground on the edge of New Estuary at the Ōtepunu river mouth. Invercargill has carved its existence and resilient culture from living on the margin between land and water, forest and wetland.

Embracing the spirit of early pioneers, Invercargill is a place of innovation and inspiration. Invercargill is continually recreating and reinventing from the building blocks of the past, moving forward from a solid foundation of rich natural abundance and a culture of hard work and resourcefulness.

Big sky, big sea, expansive plains and wetlands. Invercargill is blessed by wide open spaces - reflected in the scale and generosity of its planned layout- a robust green frame (town belt), grand buildings, and generously wide streets. The urban fabric of Invercargill has remained stable and largely unchanged since it was laid out by surveyors. Iconic landmarks like the Water Tower are used to navigate because of the flat terrain.

This is a big southern city servicing a large rural community and transportation industry.

Draft for discussion only



Placeholder for te reo.
With a dynamic estuary.

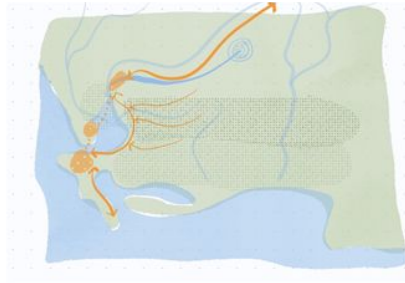
Waihopai is a place of abundance, replenishment and renewal.

Invercargill is at the confluence of the Ōreti water catchment- a receiving environment where water collects, expands, slows and dissipates through wetlands. Salt and freshwater mingle in the upper estuary. Traditionally this place was a rich source of mahinga kai - a place of food and abundance for mana whenua with temporary villages allowing for seasonal fishing, hunting and gathering. The estuary was full of cockle beds, and a nursery for Pātiki (flounder).

Being on the edge makes you aware of the elements- the wind and rain, the golden quality of the light, long daylight and long shadows, the shift of the tides and the movement of clouds across a big sky. The vast dunes of Ōreti beach capture the wind, and the river rises up to a higher elevation on the tide.

The streets of Invercargill are exposed to the elements, and people seek the cosy, covered spaces to inhabit. Moving is a form of 'inhabiting the city'. A slower pace of movement- can bring life to the city, and activity to the streets.

One possible interpretation of Waihopai is to 'leave good'. Drawing parallels between the function of wetlands for replenishment, renewal and rejuvenation, the role of cities is for replenishing people, and the role of people is to revive cities.



Placeholder for te reo.
At the convergence of trails.

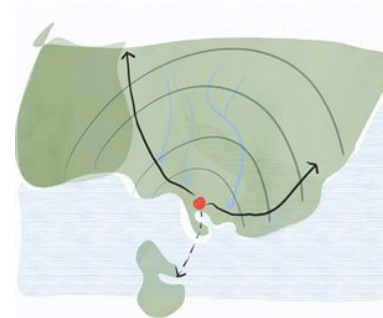
Ancient and modern trails converge to create a meeting place on the water.

Invercargill is located at the meeting place of ancient and modern trails. Trails forged along watercourses and around water-bodies became well worn paths accessing the 'go-to places' for food at river mouths and estuaries. It was traditionally a place for sourcing and sharing resources - a place to visit again and again.

Trails tracing the edge between the extensive Awarua Wetlands and lowland podocarp forest - Tauraki te Waru- are echoed today by roads, walkways and cycleways that converge on the city fringe. State Highways 1 and 6 intersect in the heart of the city, and the Te Araroa trail and a tier 2 Heartland Ride converge here.

Invercargill is a destination for surrounding farming communities, students and business/ service industries, but it could also be a destination for visitors to access Southland- a gateway to the wild south.

Invercargill and Bluff have long been connected by the rail and port with early seafaring industry. Today, they have the ability to support growth via destination appeal for active modes (walking and cycling). Many of Invercargill's most successful tourism destinations have capitalised on transportation.



Placeholder for te reo.
In the middle of Southland's playground.

A wildy playful landscape for the city.

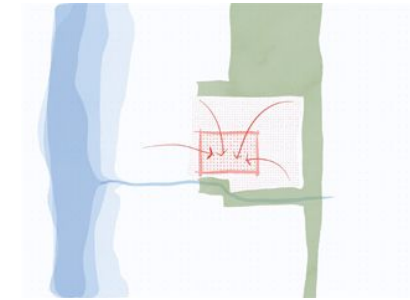
The playground is vast and wild, and Invercargill is at the centre- a starting place to explore the Catlins, Rakiura - Stewart Island, and the Fiords- all within an hours travel.

Te taurapa o te waka o Maui- Invercargill is strategically at the place where the captain sits, steering the waka.

From Ōreti Beach and Sandy Point 'outdoor play', Invercargill has giant play trails built into the wider city fabric. The town belt has been populated over time with 'neighbourhood play destinations' - places to gather and play- skating, football, basketball. Connected up, they form a play trail and a reason to move around the city.

Residents enjoy the great range of recreational activities and active sporting assets around the city fringe- such as the ILT Stadium Southland Velodrome, Splash Palace, Sandy Point Recreational Area, and anything involving wheels, machinery and speed.

Invercargill has developed a reputation as the city of wheels. This is a cultural response to place- wide open spaces, connectivity between the port and inland road and rail for heavy vehicle transportation, and the open expanse of Ōreti Beach for 'the world's fastest indian'.



Placeholder for te reo.
A city with heart.

Enduring permanence and new life.

The lifestyle of Invercargill is relaxed and friendly. People know each other, they leave and they return, they enjoy bumping into each other. Invercargill is affordable- a place to raise a family or access free tertiary education.

Retaining young people is key to a vibrant city. For them, this could be an exciting place for sharing resources and innovation, finding viable employment pathways, and places for the exchange of knowledge, opportunities and experiences.

The heritage buildings of Invercargill are central to its character and charm. Restored and re-purposed heritage infrastructure is key to reinvigorating the heart of the city. The Civic Theatre and the SIT St John's redevelopment will form a creative anchor for the city. The core of the city has a sense of permanence - with long-standing anchoring tenancies and new major strategic investment to jump start retail activity in the heart of Invercargill.

The city is ready for new life and new energy- the interplay of programmed activation and playful contemporary use, balanced by tradition, stability and permanence will assist with urban rejuvenation.

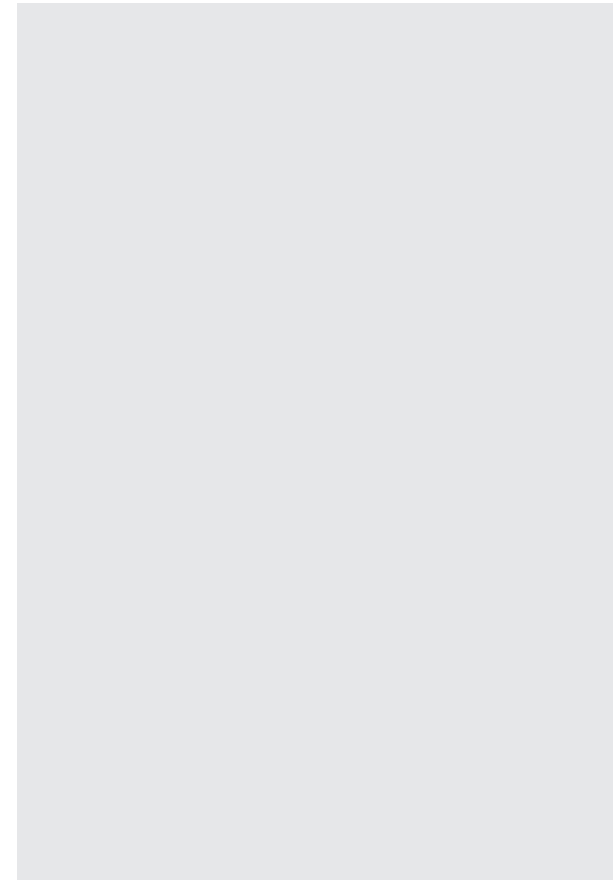
1.2 Key Outcomes.

Key outcomes define the measures of success for a thriving city with heart. They also define the elements that will help bring people back to the City. People will bring vibrancy and activity. The key outcomes consider all the holistic elements of a sustainable city to increase its viability, including landuse.

Outcomes identify that streetscapes are an enabler, but they are not the only transformational component that will enable the city to come alive as a destination. These outcomes define what success looks like for our city to be a place to as a place to live, work, shop, meet and play. Outcomes are overarching, and the guiding principles and key moves contribute to the realisation of these outcomes.

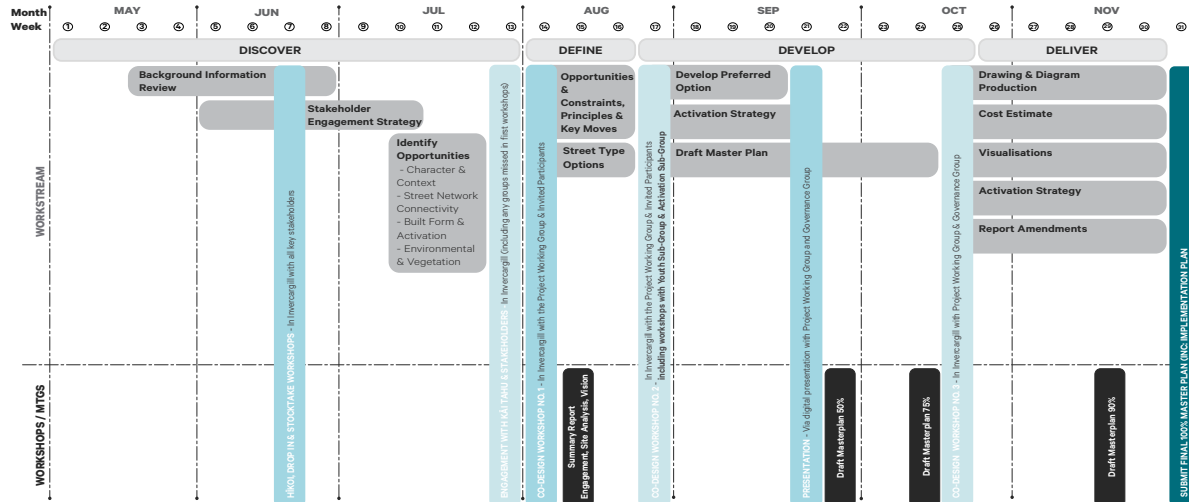
‘A city with heart’ ...

- delivers on the expectation of the city being the centre of the region’s commercial and social activity, from which economic prosperity and a strong sense of southern identity can flourish.
- engenders a sense of connection to the city for locals and visitors alike through a cohesive and careful balance of strong attractors and open spaces that encourage visiting the city centre for work, shopping, or play.
- enables inner city living to be a viable and valid option for those who wish to enjoy the attraction of living in a vibrant environment and interacting with the wider community in shared spaces.
- appeals to young and old, celebrates our history with a carefully interwoven cultural influence, and which our people can be proud of.
- generates opportunities for private investment and encourages a concentration of commercial activity that brings people to city and serves to anchor the city centre as the heart of the city and the place to be.

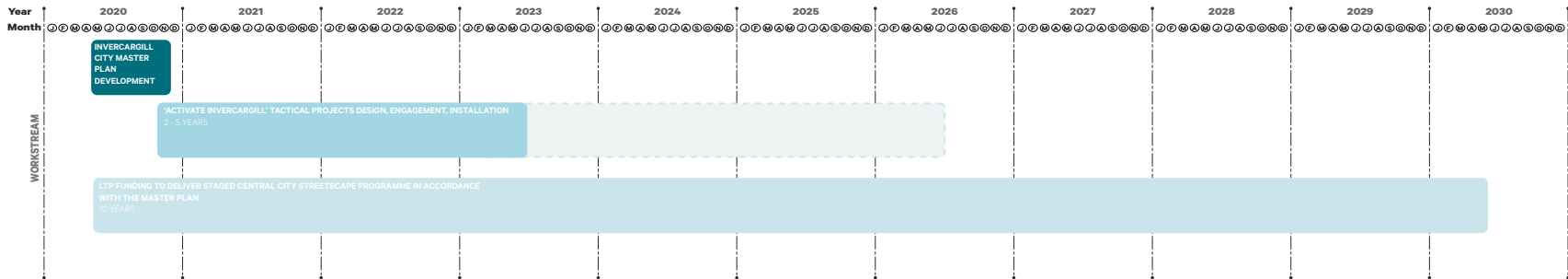


1.3 Process & Timeline.

Invercargill City Master Plan



Long Term Plan



Invercargill City Centre Master Plan.
Invercargill City Council.
21 September 2020.

Draft for discussion only.

1.4 Guiding Principles.

A suite of people and environment focused design principles have been developed to guide the masterplan. The guiding principles also serve as a guide for future projects generated from the masterplan.

Developed in collaboration with the Project Working Group and Governance Group, the guiding principles overarch the city centre masterplan and future streetscape developments, and remain widely aspirational. The principles enable the masterplan to be a living document, with the flexibility to evolve across time as needs change.

The principles are people and environment focused, guiding how the street and public space environment can contribute to Invercargill's social, cultural, environmental and economic health and wellbeing.



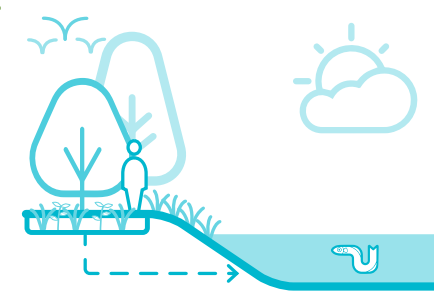
8. **Invercargill City Centre Master Plan.**
Invercargill City Council.
21 September 2020.



Placeholder for te reo. Celebrate scale and identity.

A generous approach to scale that echoes the natural and built character of Invercargill, embedding cultural values that deepen the role and purpose of Waihopai.

- Be intentional with scale and street hierarchy, acknowledging the foundational building blocks that make this place work, and the character that has been derived from a feeling of scale and spaciousness, greenness, solidity and permanence.
- Celebrate the interplay between enduring and ephemeral elements that are unique to Invercargill.
- Embed cultural narrative and mātauranga māori as an integrated and collaborative design process with mana whenua.
- Connect the city heart with surrounding attractions by improving wayfinding, orientation, arrival landmarks, information and storytelling embedded within streetscapes and green spaces that encourage visitors to stop, stay and spend.
- Utilise the generous width of the streets for layered functions- to slow and dissipate both water and traffic.
- Restore a balance of native and exotic plantings, and imbued cultural narrative and expression of mana whenua values and tikanga in public spaces.
- Highlight and complement the aesthetics of heritage buildings by promoting retention and maintenance of heritage features.

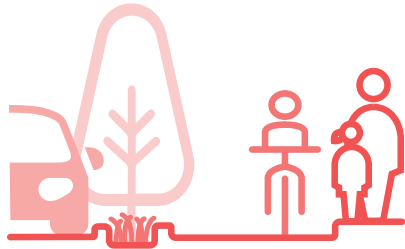


Placeholder for te reo. Restore a healthy connection with the environment.

Replenish, restore and 'give back' to the environment- the health of the city as part of a 'living system'.

- Sustain future generations by engendering a deep care for the natural environment that feeds the city.
- Support the ability to manaaki visitors by expressing the abundance of the region within the heart of the city-with food and beverage, hospitality, healthy natural environments and cultural narrative.
- Restore pride and purpose - by drawing the qualities of the dynamic estuary environment into the city, so that it can be felt and experienced in the character of shared spaces. The city becomes the liminal space- mediating between land and sea.
- Provide a healthy connection with the estuary environment, and an awareness that the City's water drains to the Ōtepunī and on to the estuary.
- Reinvent economic opportunity stemming from place-based recreation tourism experiences that engage with the estuary and wider environment.
- Explore how the city should contribute positively to water quality outcomes in the lower catchment as a step in the right direction.
- Infuse the inner city with a positive reflection of how environmental conditions shape a place- from poetic to functional responses.

Draft for discussion only.



Placeholder for te reo.
Move for prosperity and wellbeing.

A network of slow traffic speed streets facilitating a balance of multiple transport modes, and promoting active use and pedestrian priority.

- Build on the idea of converging trails at all scales, with safe, accessible, attractive and separated routes that bring people into the city easily and promote active modes- cycle routes, walking trails and public transport.
- Create opportunities to 'move with the sun' and take shelter from the wind, acknowledging that north facing and south facing sites are used differently.
- Acknowledge the importance of heavy vehicle routes for economic prosperity, and balance the reliance on private vehicles for a large regional catchment (farming communities are both locals and visitors) while promoting viable alternatives- public transport and active modes of transport such as walking, cycling.
- Create a healthy balance between vehicles, pedestrians and cyclists- prioritising streetscape improvements for people, and amplifying the potential for Invercargill to become more cycle-friendly.
- Celebrate existing laneways as 'human scale' movement spaces that encourage activity and movement, shelter and warmth in all weather.



Placeholder for te reo.
Promote a destination gateway.

Create an attractive destination for visitors to start their journey- a gateway to access the tourism attractions of Southland, and 'free' reasons to stop, stay and spend.

- Expand on liveability and tourism brands. When in the city you know how you are connected to this wider playground because there are clues and references at every turn.
- Celebrate Invercargill as a meeting place- an attractive place for wider rural communities to come to the city and meet for events and activities, exchange resources and celebrate the local food experience.
- Acknowledge and promote heritage streetscapes as a point of difference of the city with potential to engage and inform locals and visitors.
- Reward efforts to stop and stay - with a variety of moments and discoveries to pull you back to the city, that become embedded in urban memory.
- Expand on the tourism experience with continuous connections and seamless experiences from Invercargill to Bluff and Invercargill to Sandy Point.
- Improve the visual experience to and from the airport as the start of a journey for business people and visitors - showcasing the natural treasures of Invercargill along the estuary.
- Embed a light-hearted and fun approach to public spaces for a lasting impression of the youthful and industrious spirit of Invercargill.



Placeholder for te reo.
Urban play to make you stay.

A playful and playable urban environment for all ages and abilities. Bring people together with play that contributes to the vitality of the city.

- Ensure the public realm is vibrant and fun for locals, students and visitors alike. If it works well for children and youth, then there is a good chance the city will be functioning well for everyone.
- Carefully consider the potential of every designed element in every space to contribute to a playful urban environment- to both 'hook and hold' people for longer (e.g. even a seat or a garden edge can be playful and playable).
- View the city as a playful environment that appeals to everyone, sparking the mixing and mingling of generations and genders in the city. Intentionally broaden the spectrum of possibilities for shared and connected spaces that cater for all ages, abilities and sensory experiences.
- Continue to seek youth perspectives to help shape spaces that work for them, and provide free fun.
- Offer playful experiences that are different, surprising, colourful, challenging, non-prescribed, or unexpected.
- Utilise core free family fun to stimulate local expenditure. Promote the role of play for business stimulation, offering interest around every corner.



Placeholder for te reo.
A city to inhabit and enjoy.

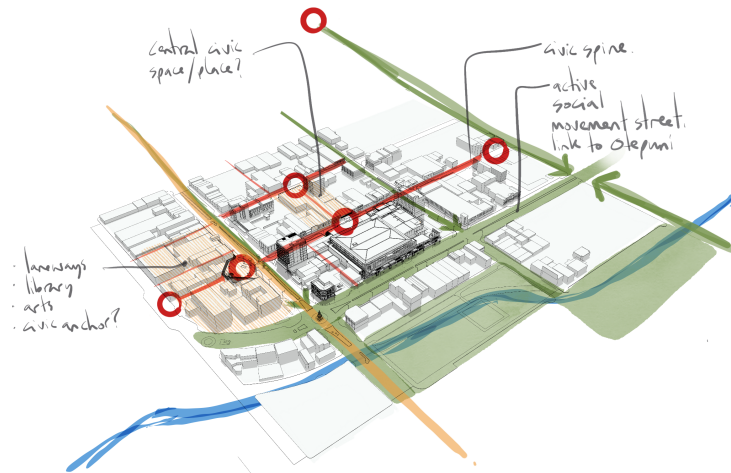
Supporting local businesses to create an active retail centre for all times of day and all year round. Promote inner city living with a diversity of flexible and resilient options.

- Ensure the success of anchor tenancies that help catalyse growth around a consolidated city heart, with quality streetscape and public realm environments.
- Capture the best of Invercargill lifestyle in a compact urban form- making inner city accommodation 'normalised' and attractive to students, young professionals, returning locals, visitors and newcomers.
- Promote social and wellbeing facilities for a local resident population of 'critical mass' to support a city centre economy.
- Encourage restoration and occupancy of heritage buildings (with collective incentive, vision, funding, programmes and partnerships).
- Bridge the gap between education and employment opportunities to retain young people. Innovate to grow new start-up businesses for young entrepreneurs. Create opportunities to exchange skills and trades.
- Build on the strengths of Invercargill as a place to 'do business'. Look at its place in Aotearoa and regionally.
- Co-ordinate 'end to end' mechanisms for 'collaborative growth', through planning and policies that support responsible landuse and development.

1.5 Transformational Moves.

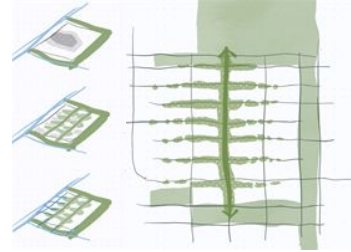
A number of transformational moves have been identified to unlock a people- focused central city that is connected to the natural environment. These key moves tap into the essence of Invercargill, and the potential role of the central city project in regenerating the city as a whole.

The transformational moves address identified issues and opportunities around connectivity, accessibility, character, legibility and green infrastructure. They are key moves, fundamental to achieving the aims of the masterplan that will deliver real and positive change for the city of Invercargill.



Invercargill City Centre Master Plan.
Invercargill City Council.
21 September 2020.

01. Connect to Green.



Open Space and Active Modes.

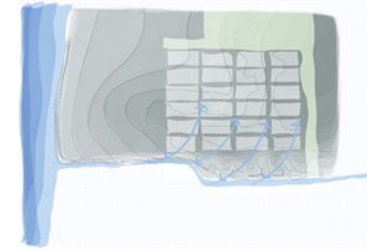
Why:

To increase the connectivity and legibility of the City centre between the green frame and Queen's Park, by safely guiding people along green routes.
To increase awareness and appreciation of the City's green spaces.

How:

- Connect the city to its green setting by pulling it in-making it closer and more accessible. Create a green frame 'echo' along Deveron Street.
- Draw green space through the streets to assist with wayfinding, comfort, character and environmental quality.
- Make use of every opportunity to create continuous off-road walking and cycling trails that engage with the natural environment, parks and waterways-connecting the estuary and the green town belt with the city centre. Remove severances to engage all users, with safe route separation.
- Connect up play trails that irresistibly draw you into the city to play - from the estuary bike trails to the big green town belt and its network and sequence of play opportunities.
- Create the feeling of spaciousness through adaptable and resilient design responses to streets- e.g. simple elements with multiple functions that can transform spaces for markets and events.
- Provide bike parks, repair, storage and hire options.

02. Connect to Blue.



Water and Environmental.

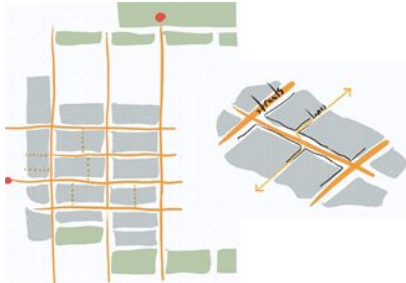
Why:

To reorientate the city back to the water.
To acknowledge the significance of the Otepunu as the landing place.
To contribute to environmental health and wellbeing.

How:

- Use infrastructure design to create resilient environments and positive experiences for people.
- Guide streetscape innovation with environmental responsibility and kaitiakitanga. Explore how streets play a role in collecting and cleaning water before it enters waterways, e.g. rain gardens.
- Demonstrate sustainable and resilient design features, for example salvaging and re-purposing materials, using the wind to power street elements, or encouraging productive landscapes for biodiversity.
- Reference and strengthen the connection to the Otepunu through streetscape design and function, revealing its environmental, historical and cultural relevance. Incorporate planting, wayfinding, design cues and interpretation to reinforce an experiential connection.

03. Slow the Core.



Movement.

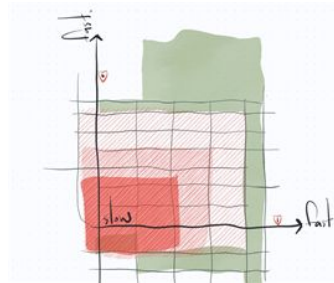
Why:

- To aid legibility of the central city.
- To lessen the impact of vehicles within the city core, and give people more priority by slowing speeds.
- To enhance pedestrian, cycle and public transport use and connectivity.
- To enable access for all ages and abilities into the city.

How:

- Design accessible, safe streets for all ages and abilities. Use the 'One Network Movement in Place Guide' to enable safe crossing of State Highways, and lowered traffic speeds throughout the city core.
- Establish a finer grain laneway network as a new offer within the city.
- Encourage people to move around - generating street life between activators - e.g. indoor/ outdoor dining, entertainment, lively civic spaces.
- Acknowledge the need for incremental shifts in road area reallocation. Test appetite for behavioural shifts before permanently changing modes.
- Promote the consolidation of parking, and city fringe zones for buses and private vehicles. Consider provision for safe drop-off zones for youth.
- Promote the use of buses by making them safe and easy to use.

04. Shrink to Grow.



Experience, Play and Activation.

Why:

- To consolidate retail growth, hospitality and public space activity to concentrate energy and activity, and fuel a vibrant, viable, economy.
- To provide compact shared spaces in the city that offer something different, and encourage diversity and playful human interaction for all ages.
- To facilitate more activation of streets throughout the year.

How:

- Create and consolidate new 'core' experiences for visitors that encourage them to stay, while also benefiting local community e.g. art/creativity hub, virtual and self-guided trails with 'rewards'.
- Ensure street life has both 'fixed and flexible' fun and delight- for play intensity, activation, markets, creativity and events.
- Support activation initiatives underway to grow street life during and after construction phases. Experiment, learn and build on successful ideas, and embed them in long term, enduring initiatives. Enable pop-up retail and temporary play to increase vibrancy.
- Ensure the compatibility of active play spaces with retail, mixed use and civic spaces in the City.
- Street based play opportunities located in close proximity to food and beverage outlets offering good surveillance and safe containment will attract daytime, weekend and early dining customers.

05. Inhabit the City.



Built Form and Land-use.

Why:

- To enable people to live, work and play in the city- and to foster wellbeing, enjoyment and social interaction.
- To increase visual amenity, as well as shade and shelter within the City.
- To encourage multi-generational use of the city aligned with Invercargill lifestyle choices.

How:

- Undertake precinct planning for strategic sites.
- Foster laneway development within the city core to promote a diverse range of local and boutique offerings while retaining the character and composition of city block and frame.
- Within the laneway experience, consider how the building blocks will be perceived from the front, back and sides.
- With managed consolidation of the city core, the peripheral areas will need a rejuvenated purpose also. Consider the role of commercial tenancies as a generator for entrepreneurial local industry and innovation.
- Link laneways and activate them through light, music and art.
- Cluster a vibrant and diverse range of hospitality and event offerings. Encourage the use of sheltered 'street nooks' for performance.
- Support a broadening of visitor accommodation options that support street life.

MASTER PLAN FOR INVERCARGILL CITY CENTRE

What is a Master Plan?

A master plan is a non-statutory document that outlines a vision to guide growth and development of a centre over the next 10 years. As such, there is no singular piece of regulatory framework that prescribes what it must or should contain.

It's purpose is to inform and coordinate a wider set of activities that otherwise have the potential to result in an un-coordinated approach to major initiatives.

In a worst case scenario projects could be in direct conflict of each other creating unnecessary expenditure, delays, or outcomes that result in reducing social and commercial outcomes rather than achieving the desired objectives

A Master Plan isn't a detailed design, but is:

- A document that sets out how a particular area **can (as opposed to will) develop** and redevelop into the future
- A high level plan intended to set out **objectives and strategies to manage development** and change over time
- A process that defines **what is important** about a place and how its character and quality can be **conserved, improved and enhanced**.

Source: (Government of Australia, Environment and Sustainable Development)

What informs the Master Plan?

The Plan will be developed through engagement with stakeholders followed by a series of co-design workshops with the key stakeholders (working group).

Previous planning work (Pocock 2012) undertook significant public consultation and whilst this information is eight years old, the concepts for the city are seen as still having sufficient relevance that the key stakeholders can re-inform and develop a solution.

The Master Plan will be presented to Council and community feedback will be sought on what is proposed.

What process is required?

Council has appointed a specialist urban design specialist – Isthmus Group via a public tender process. Isthmus will lead the master planning process.

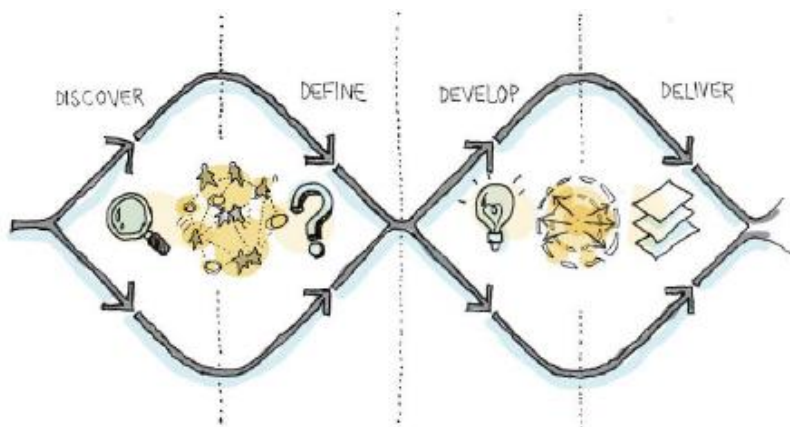
The Plan will establish a future vision and the key moves required to activate the City Centre. A range of options will be developed to “concept stage” and cost estimates prepared for the concepts and other planned works.

The works will be prioritised to set a programme to align with completion of the other significant developments.

Key approach from Isthmus:

While there is a common approach to reach the desired objective, each consultancy has its own methodology that it has developed over time. Previous experiences and successes contribute to how they approach each project with the insights gained from working with various stakeholders and local government informing the best approach to get positive outcomes.

Isthmus approach as articulated by them:



Discover Phase:

- 25 May to 31 July
- To gather insights and collect local knowledge, engage with the people and know Invercargill
- Identify members of Working Group
- **Governance Group Action(s):** – Acknowledge learnings (information) is appropriate, output in graphic form

Define Phase

- 20 July to mid-August
- Define possibilities and options(long list)
- Frame fundamental challenges
- Create vision and principles
- Define concepts
- Engineering Inputs – what are acceptable options, what needs considered and direction provided, what are limitations
- **Governance Group Action(s):** - Consider key issues have been identified and provide preference/direction for develop phase. Seek council support (and or public inputs) if critical.

Develop Phase

- Mid-August to late October
- Develop preferred option an
- Consider ability to build
- Establish order of costs
- Discuss materials type and specifications
- Review progress
- Design refinement for Development
- **Governance Group Action(s):** :
 - Mid phase review of direction
 - Consider impacts on public spaces (e.g. transport or infrastructure changes)
 - Understand designs elements and impacts
 - Confirm direction acceptable
 - End of phase hold point
 - Consider if “design level”(WOW) expectations are being met
 - Is creative aspects strong enough
 - Consider order of cost estimates and are they realistic
 - Key decisions and directions identified and confirmed
 - Review any outstanding issues (identify if critical)
 - Approve proposed layout (graphical) approach of final plan

Deliver Phase

- Late October to mid-November
- Drawings and diagram production
- Visualisations prepared
- Cost Estimates
- Agree order of work, timing and priority
- **Governance Group Action(s):** Review and Approval for recommendation to Council

Project Timeline

A detailed timeline has been developed for the project to deliver the plan by the end of November. This would then be presented to Council.

Plan Examples

Examples of Plans which are likely to have similar elements and presentation formats to Invercargill are available & a link to download these will be provided.

Also available for background and context information is the Project Request for Proposal (RFP) and the Submission Response from Isthmus. These will be available to download also.

1. Introduction

- 1.1 Executive Summary.
 - 1.2 Key Outcomes.
 - 1.3 Process & Timeline.
 - 1.4 Guiding Principles.
 - 1.5 Transformational Moves.
-

2. Context.

- 2.1 Location & Context
 - 2.2 The Invercargill Way.
 - 2.3 Original Landscape.
 - 2.4 Cultural Significance
 - 2.5 Destination & Gateway.
 - 2.6 Local Landscape Context
 - 2.7 Historic & Current Landscape Context.
 - 2.8 Historic Imagery.
 - 2.9 City Arrival & Entrances.
 - 2.10 Community & Visitor Destinations.
 - 2.11 Historic Urban Development Context
 - 2.12 Urban Form.
 - 2.13 Character Areas.
 - 2.14 Shade & Wind Analysis.
-

3. Key Moves

- 3.1 Connect to Green.
 - 3.2 Connect to Blue.
 - 3.3 Slow the Core.
 - 3.4 Shrink to Grow.
 - 3.5 Inhabit the City.
-

4. Access & Movement.

- 4.1 City Access and Movement
 - 4.2 Street Typologies
 - 4.3 Vehicular Movement
-

- 4.4 Pedestrian & Cycle Movement
 - 4.5 City Car Parking
 - 4.6 Public Transport - Bus Routes
 - 4.7 Movement Network Plan
-

Working Draft

5. The Master Plan.

- 5.1 Invercargill City Centre Master Plan
- 5.2 Proposed Street Typologies
- 5.3 Existing Materials
- 5.4 Existing Street Furniture.
- 5.5 Proposed Materials & Street Furniture Palette.
- 5.6 Existing Street Trees & Vegetation Distribution.
- 5.7 Proposed Street Tree Species Palette.
- 5.8 Street Tree Strategy.
- 5.9 Infrastructure.
- 5.10 Low Impact Design (LID).
- 5.11 Lighting & Technology.
- 5.12 Public Art, Signage & Wayfinding.
- 5.13 Use & Activation.
- 5.14 Potential Built Form & Development Opportunities.
- 5.15 Key Traffic Intersection Upgrades.
- 5.16 Universal Design, Accessibility & CPTED
- 5.17 Safety In Design.

6. Streetscape Design Manual.

- 6.1 Dee Street (State Highway 6)
- 6.2 Tay Street (State Highway 1)
- 6.3 Kelvin Street
- 6.4 Esk Street
- 6.5 Don Street
- 6.6 Laneways & Connections

7. Staging, Implementation & Next Steps.

- 7.1 Implementation Staging Plan & Further Steps.
- 7.2 Activation – approach, principles and process
- 7.3 Play - approach, principles and process
- 7.4 Cultural Narrative - approach, principles and process

8. Engagement

- 8.1 Workshop Programme
 - 8.2 Discover Phase - Workshop One Programme.
 - 8.3 Discover Phase - Hīkoi Route Map.
 - 8.4 Discover Phase - Learnings Summary Plans.
 - 8.5 Define Phase - Workshop Two Programme.
 - 8.6 Define Phase - Working Group Bullseye.
 - 8.7 Develop (1) Phase - Workshop Three Findings
 - 8.8 Develop (2) Phase - Workshop Four Findings
 - 8.9 Deliver Phase – Workshop Four Findings
-
-

9. Appendices

Working Draft

TO: INFRASTRUCTURAL SERVICES COMMITTEE
FROM: RUSSELL PEARSON – ROADING MANAGER
MEETING DATE: TUESDAY 6 OCTOBER 2020

PARKING FOR PEOPLE WITH DISABILITIES

SUMMARY

<p>As a result of a Public Forum submission, Council staff met with the submitter who led them on an inspection of the carparks within the City centre for people with disabilities.</p> <p>The inspection highlighted a number of key issues (and weaknesses), and also the detail needed in considering parking. It highlighted that there are many different sector needs to be considered when allocating parking. There is an immediate opportunity to engage with all groups as part of the Central City Master planning process.</p> <p>It also brought to our attention that our Disability Policy is well out of date and is planned to be updated.</p>
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RECOMMENDATIONS

That the Infrastructural Services Committee receive the report “Parking for People with Disabilities”

AND THAT

The Committee notes that parking for people with disabilities will need specific consideration within the City Centre Master Plan.

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> No
2.	<i>Is a budget amendment required?</i> No
3.	<i>Is this matter significant in terms of Council’s Policy on Significance?</i> No
4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i> No
5.	<i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i> Yes, further consultation maybe required to adopt new standards
6.	<i>Has the Child, Youth and Family Friendly Policy been considered?</i> Yes. The Policy will need to be referenced as designs are undertaken.

FINANCIAL IMPLICATIONS

At this stage no financial implications are noted.

BACKGROUND

The Infrastructural Services Committee received a public forum submission on 7 July 2020 from Tracy Peters on parking for people with disabilities within the City.

Following on from that, Interim Group Manager Jane Parfitt and Roading Manager Russell Pearson met with Ms Peters, who took them around the inner city and explained and highlighted a number of key issues where improvements could be made to assist and support better access for people with mobility issues.

Council has a number of historical car parks which are assigned for those people who have a Mobility Parking Permit. This scheme is managed nationally by CCS Disability Action.

The site discussions provided very helpful advice on the types of issues faced and highlighted areas where the parks have some limitations.

Most people with impaired mobility depend on the use of a privately owned motor vehicle or a designated maxi-taxi with a hoist for their transport needs.

Both forms of transport are essential to enable them to participate fully in the everyday working, recreational, educational and social life of the community.

There are many areas of mobility disability with many users (including those in wheelchairs) able to drive a car. In these cases, the wheelchair is carried inside the car or mounted on a roof hoist. However, a wider than normal car parking space is needed so there is room to place the wheelchair along-side the car door and to transfer to it.

What is needed is suitably sized parks, in locations which are helpful and with accessible access routes to businesses and retail areas. That said, to be able to fully meet all needs will be a reasonably difficult challenge as the different disability sectors have different needs.

STATUTORY OBLIGATIONS

There are statutory obligations on all parties to make provision for people with disabilities and they include:

Building Act 1991 – has a number of sections relating to access and facilities in buildings for people with disabilities.

NZS 4121:2001 Design for Access and Mobility – Buildings and Associated Facilities – is one of the documents used to ensure compliance with the Building Act.

Local Government Act 1974 – requires Councils to provide safe and easy passage for people with disabilities from kerb to kerb of any road.

Resource Management Act 1991 – provides for the inclusion of any matter relating to the management of any actual or potential effects of development on any group including minorities, children and disabled people.

CARPARKING STANDARDS

The standards for carparking is generally accepted as NZS 4121. This standard has been adopted by MBIE and is used as the Accepted Solutions within the Building Act. The Standard sets out the physical requirements but as was highlighted, more thought and potentially different impacts need to be considered where these parks are provided in on-street parking. Where moving traffic is present there are locations where providing allocated parking may be unacceptable due to safety aspects. The need to slow speeds and provide safe crossings and accessible areas is key for the sector to be able to travel around the City. Crossfall on footpaths can also be a concern and developers need to be mindful of levels at which buildings are built to avoid long term impacts and unacceptable footpath grades.

INVERCARGILL ISSUES

A number of the currently provided parks are on-street and each area has some concerns where wheelchair access is needed. It has been highlighted that angle parks are difficult for rear exiting vehicles such as vans as the person is exposed to the traffic at the back of the vehicle close to the moving lane. Parallel parks also have issues where the width of parks in the inner city (close to traffic signals) cause issues if the person self-exits to their chair and again close to the moving traffic.

It has been highlighted that the allocation of parks, such as in a carpark, could easily be generous in dimension and meet the users' expectations but often this would limit the number available (e.g. if bigger and longer parks are needed then three parks could be turned into one).

ICC DISABILITY POLICY (2003)

Our Disability Policy is attached as **Appendix 1**. For information, a 2020 survey "Findings of the National Local Authority Survey on Accessibility" is attached as **Appendix 2**.

CONCLUSION

The inspection was very informative and useful and will assist with future parking reviews for the City Centre. More liaison and conversation is needed with the different groups to ensure that we have the fullest understanding as designs are developed.

We have an immediate opportunity to ensure that the Central City Master Planning process includes engagement with such groups so that they can assist with informing the outcomes.

The Disability Policy is well out of date and is planned to be reviewed.

INVERCARGILL CITY COUNCIL POLICY ON EQUITY AND ACCESS FOR PEOPLE WITH DISABILITIES

POLICY STATEMENT:

The Invercargill City Council will endeavour to remove the barriers to participation in community life for people with disabilities and their families/whanau.

The Invercargill City Council will contribute to developing an inclusive region, where diversity is celebrated, human rights are protected, our interdependence is recognised and varying abilities are valued and developed.

SCOPE:

The policy is based on the social model of disability. The social model views disability as something that arises from the disadvantages people experience because of their particular differences and characteristics. The social model of disability aims to remove the barriers in the social and physical aspects of life that prevent people with disabilities from participating and contributing to community life.

The policy is based on the following definition of disability:

A person experiencing disability is a person with a physical, intellectual, sensory, neurological, psychiatric or other impairments who faces barriers in the social and physical environment that prevent them from fully participating and contributing to community life.

POLICY PRINCIPLES:

Social Model of Disability – disability is the process which happens when one group of people create barriers by designing a world only for their way of living, taking little account of the impairments other people have.

Access – people who experience disabilities have equal rights to access the physical environment, information, communication and services including education, employment, recreation, rehabilitation, participation as citizens, health and accommodation services and the right to a meaningful and adequate income.

Diversity – People who experience disabilities have a freedom and a right to define themselves. The diversity of people who experience disability, including their ethnicity, needs to be recognised, and there should be flexibility to meet their differing aspirations and goals.

Equity – Equity of outcomes and equitable opportunities for all people is critical to the development of our city. People who experience disabilities should have equity, regardless of gender, ethnicity, type of impairment and when the impairment was acquired.

Inclusion – All people, including those who experience disability, have the right to live in an inclusive community where they are able to make the most of their talents and abilities in learning, training and work.

Participation – people who experience disabilities have a basic human right to participate in all aspects of Invercargill’s community, this includes the right to influence and shape policy at all levels.

Treaty of Waitangi – The Council has made a commitment to honouring the Treaty of Waitangi in its Strategic Plan. The Council will work with Maori to ensure they are able to participate at all levels of decision making around disability issues.

Human Rights – The Council will acknowledge and abide by the terms of the Human Rights Act 1993. The Act prohibits “unreasonable” discrimination on the grounds of disability (amongst other factors).

COUNCIL STRATEGIC ROLES

The Council has the following roles:

- Advocate - As a leading advocate for all citizens of Invercargill, the Council has responsibilities to advocate for access and equity issues as they relate to people who experience disabilities. The Council recognises that self-advocacy is the strongest and most effective form of advocacy and will support advocacy groups.
- Partner – The council seeks to support the efforts of the wide range of groups and individuals actively involved in advocating on disability issues.
- Planner – The purpose of the planning system is to govern the development and use of land in the public interest. Planning permission is needed to undertake development and therefore the Council has a key role in designing the future development and redevelopment of the city. This includes parks, gardens, riverbanks, buildings and the network of roads, cycle ways and footpaths. The Council plays a key note in promoting sustainable development that sustains a diverse community and is barrier free.
- Provider – The Council is a key provider of facilities and services, including information and library services, recreation and leisure services, housing, parks, sports grounds, halls, advisory services and infrastructure services.
- Educator – The Council has a role of educating the wider community on access and equity issues as they relate to people experiencing disabilities. Council recognises that one of the best ways to educate is ‘leading by example’.
- Employer – The Council is a major employer in Invercargill. As an employer it has a role of ensuring a fair and equitable workplace and maximising the benefits that a diverse work force can bring.
- Regulator – The Council has a regulatory function to ensure that quality standards and safety are maintained and barriers to access are removed.

POLICY GOALS

The Council has identified nine broad goal areas. Key objectives are identified for each of these goal areas.

1. Communication

The Council recognises that there must be particular recognition of the information needs of those who cannot use standard means of communication. Information should be available in a form appropriate to people’s needs.

Goal 1 – Communication with people with disabilities allows and encourages full access to Council information, events, services and facilities.

Invercargill City Council will endeavour to:

- 1.1 ensure staff are aware of the need to provide information in various ways to meet different needs.
- 1.2 ensure information is available in alternative formats that are easier for the wider disability community to access, for example audio tape, website, message services, large print, simple language and diagrams, radio and e-mail.
- 1.3 provide information about services and events in a variety of media (for example, publicise telephone and fax numbers, provide print information and radio notices).
- 1.4 provide sufficient notice of events to ensure there is time to arrange transport or other requirements.
- 1.5 publicise information about Council services and events through disability networks
- 1.6 ensure all Council facilities have clear signs that include internationally recognised symbols and indicators.

2. Consultation And Decision Making

The Council is committed to promoting good practice in improving the participation of people in local government. It is essential that people with disabilities are involved in decisions on local services that affect their lives.

Goal 2 - People experiencing disabilities have opportunities to fully participate in Council design, planning and decision making.

Invercargill City Council will endeavour to:

- 2.1 ensure that consultation and seeking community views processes enable the wider disability community to participate fully in decisions that affect them.
- 2.2 establish an ongoing dialogue with people experiencing disabilities and their agencies to ensure their needs are recognised.
- 2.3 ensure the participation of people with disabilities in the planning, implementation and evaluation of services.
- 2.4 ensure that, when appropriate, the family, whanau and carers of people who experience disability are given a legitimate voice in issues that affect them.
- 2.5 continue staff liaison with combined disability section groups and DPA to ensure that appropriate expertise is available for the planning or reviewing and implementation of services.

3. Service and Programme Access:

Council services programmes and events have a significant role to play in ending the marginalisation of people with disabilities in society. For example, the increase in services that are accessible through the Internet and over the telephone has obvious

benefits for people with mobility or sensory difficulties. However, unless people who experience disabilities have the choice of accessing services in the same environment as people without disabilities, we shall never achieve a truly inclusive society. The need for integrated services is clear, people with disabilities should not have to be segregated from their family and friends in accessing services.

Goal 3 - All Council services and events will be accessible for people with disabilities.

The Invercargill City Council will endeavour to:

- 3.1 provide services that meet the specific needs of people with visual and hearing impairments and physical disabilities.
- 3.2 ensure housing care services are available (in terms of criteria), accessible (in terms of their physical characteristics and location) and safe (in terms of their design and equipment).
- 3.3 develop mechanisms to improve the accessibility of rubbish and recycling collection services.
- 3.4 provide an auxiliary aid or service, where appropriate, which would enable people with disabilities to use a service or provide the service by a reasonable alternative method (e.g. library extension services).
- 3.5 consult consumer groups in the development of services.
- 3.6 provide events that are accessible to people with disabilities by ensuring physical access needs are met (for example, designated viewing areas and parking).
- 3.7 include specifications for access for people with disabilities in contracts and sponsorship agreements with providers of public events and programmes (for example, adequate car parking).

4. Physical Access:

People with disabilities should not be prohibited from participation in their chosen recreational, social or employment activities because of architectural or attitudinal barriers. The barriers to the participation of people with disabilities in society are nowhere more clear than in the built environment. The step, heavy door and entry phone or buzzer at the entrance to a building, the lack of colour contrasting on busy thoroughfares, and the high positioning of lift buttons and door handles all act as barriers to people with disabilities. With a little thought for the needs of people with disabilities, the environment could just as easily be designed to be accessible. The council recognises that access is a critical issue for people experiencing disabilities. Lack of access to buildings and other facilities is an obstacle in obtaining employment, education, housing, entertainment, health care and other services.

Goal 4 - People with disabilities have equitable access to public services, facilities and environments.

Invercargill City Council will endeavour to:

- 4.1 design, construct, and maintain footpaths, crossings, paved areas and street in ways which facilitate their safe and practical use.
- 4.2 address specific road safety issues raised by people with disabilities

- 4.3 design, provide and monitor the use of mobility parking which is physically accessible, affordable, safe to use and appropriately located.
- 4.4 enforce regulations relating to footpaths and streets to allow people with disabilities to move about unobstructed (this includes, for example, cars parked across entrance ways and sandwich boards on footpaths).
- 4.5 Ensure all council services facilities, amenities and places of recreation (for example parks and beaches, galleries, libraries and cultural venues) maximise the opportunities for people with disabilities to attend and participate.
- 4.6 employ general design principles appropriate for people with disabilities in any re-development or new building undertaken.
- 4.7 enforce statutory requirements for buildings and amenities to ensure their compliance with the Building Act, Building Code and Design for Access and Mobility – Buildings and Associated Facilities Code NZS 4121:2001.
- 4.8 Consult people with disabilities in the early planning and design stages of new developments and redevelopment.
- 4.9 provide pedestrian traffic signals that maximise the ability of people with visual and hearing impairments to move about safely.
- 4.10 provide appropriate designated changing facilities at Council swimming pools and other facilities.
- 4.11 work in partnerships to identify and resolve bus and other public transport barriers.
- 4.12 facilitate an appropriate range of levels of access to parks and outdoor facilities.

5. Advocacy

As a leading advocate for all citizens of Invercargill, the Council has responsibilities to advocate for access and equity issues as they relate to people with disabilities. The Council recognises that self-advocacy is the strongest and most effective form of advocacy. The Council will work to ensure that it not only advocates for good practice, but also is a source of good practice.

Goal 5 – The rights and responsibilities of people with disabilities are upheld and promoted through advocacy and self advocacy

- 5.1 participate in the implementation of the New Zealand Disability Strategy through development and implementation of the Invercargill City Council Policy on Equity and Access for people with disabilities.
- 5.2 create opportunities for people with disabilities to advocate on their own behalf.
- 5.3 advocate for policies, programmes, practices, and procedures that guarantee equal opportunity for all people with disabilities.
- 5.4 monitor and make recommendations about the updating and implementation of legislation and practices to achieve the optimum approachability, accessibility and usability in architectural and environmental design.
- 5.5 support and advocate for the participation of commerce, industry, statutory and non statutory agencies, individuals, territorial authorities,

and central government in the provision of an accessible environment for everyone.

- 5.6 encourage the portrayal of persons with disabilities by the media in a positive way, particularly the Council's own publications and publicity material.

6. Partnerships with the disability sector:

The organizations that serve the needs and represent the interests of people experiencing disabilities are also diverse. They consist of government departments, private business, charitable organizations, and self-help and consumer groups. The Council seeks to support and consolidate their efforts. It will build links with existing disability and advisory organizations and networks and organizations and relevant businesses and employers and public and voluntary sector agencies.

Goal 6 – The Council works in partnership with the wider disability community, private, public and voluntary sector organizations to remove barriers for people with disabilities.

The Invercargill City Council will endeavour to:

- 6.1 encourage and support the formation and strengthening of organizations of persons with disabilities, family members and/or advocates.
- 6.2 establish ongoing communication with organisations in the disability community.
- 6.3 establish ongoing relationships with organizations in order to develop and deepen the exchange of views and information between them and the Council.
- 6.4 develop partnerships with appropriate government and non-government organizations to ensure the delivery and co-ordination of necessary services (for example, housing provision).
- 6.5 work through interagency networks, such as Strengthening Families, to ensure that government agencies, disability sector agencies, organizations of children, youth and families, and carers work in a collaborative and empowering way to support children and youth who experience disability and their families.
- 6.6 build the capacity of disability groups to take responsibility for governing, managing, advising and delivering services.

7. Prevention:

The Council notes that one fifth to one third of disability may be attributable to late effects of injury. The Council is committed to the development of a comprehensive and integrated approach to reduce the incidence of some forms of disability.

Goal 7 – A reduction in preventable injury and disability rates.

The Invercargill City Council will endeavour to:

- 7.1 advocate for policies and strategies that address the determinants of health, such as access to education, employment opportunities, adequate income and safe housing in order to improve people's standard of living and vulnerability to injury and disease.
- 7.2 participate in intersectoral injury prevention programmes that employ comprehensive multi strategic health promotion approaches.
- 7.3 monitor and enforce regulations and safety standards that aim to reduce injury.
- 7.4 promote road safety through monitoring traffic, parking and accident patterns and related research, physical changes to roads and signals, and education programmes.
- 7.5 monitor and regulate the physical environment and our foodstuffs against chemical and other contamination.
- 7.6 administer environmental health statutes, including food licensing, dangerous goods, sale of liquor, offensive trades and hazardous substances.
- 7.7 maintain a civil defence capability to plan for and respond to emergencies
- 7.8 promote recreation and leisure programmes that promote healthy lifestyles
- 7.9 provide recreation and sports facilities that facilitate the provision of recreation programmes aimed at improving health.

8. Diverse Workforce:

The Council believes that it is essential that for a fair and equitable workplace to be established, equal employment opportunity strategies should be implemented. It is the right of all persons with disabilities to have the opportunity to be engaged in productive and meaningful employment that provides flexibility, equal opportunity and career path development.

One of the purposes of EEO is to ensure that assumptions and stereotypes do not prejudice the selection of candidates. EEO allows the Council to recruit the best person for the job, once they have made any reasonable adjustments.

EEO policies will benefit employees and the wider Council, customers with disabilities and service providers, citizens and others in society. Reaching shared solutions to problems faced by people with disabilities must be the model for the future.

Goal 8 – The Council has an Equal Employment Opportunities environment and a diverse workforce.

The Invercargill City Council will endeavour to:

- 8.1 encourage and facilitate the employment and development of staff with disabilities.
- 8.2 ensure that communication services, resources, and flexible workplace options are available.
- 8.3 ensure that job modification, skills training and on the job training is available.
- 8.4 ensure workplace modification services are available free of charge
- 8.5 eliminate discriminatory or insensitive behaviour

- 8.6 implement the requirements of the Health and Safety in Employment Act.
- 8.7 consult with key service providers and advocacy agencies regarding the removal of barriers to the recruitment and development of people with disabilities.

9. Cultural Change

people with disabilities may share experiences of barriers and discrimination. But individuals will face different problems. In many cases, it is society's attitudes towards people with disabilities that create problems, for example, the woman with a speech impairment who is not allowed to finish her contribution to discussions. Individuals' assumptions also become part of organisations' policies and practices, resulting institutional discrimination that also needs to be addressed.

A sustained staff and elected member training programme is needed to challenge attitudes and ignorance towards people with disabilities and to ensure that all in Council and wider community understand why these rights are necessary and what they mean. The Council is committed to taking action to raise awareness about people experiencing disabilities, their rights, their needs, their potential and their contribution.

Goal 9 – Disability training programmes for staff and elected members are developed and implemented at all levels within the Council.

The Invercargill City Council will endeavour to:

- 9.1 ensure staff members involved with providing facilities, programmes and services are educated about removing barriers/the issues of people with disabilities.
- 9.2 ensure that council staff and elected members undertake disability awareness training and that staff whose work impinges directly on the well-being of people experiencing disabilities undertake more specific training.
- 9.3 support information campaigns concerning persons with disabilities and disability policies, conveying the message that people with disabilities are citizens with the same rights and obligations as others, thus justifying measures to remove all obstacles to full participation.
- 9.4 sponsor barrier free seminars for Council officers to improve staff understanding and ability to be responsive to needs of people with disabilities

Adopted November 2003



Findings of the National Local Authority Survey on Accessibility

February 2020

Executive summary

- 1 The purpose of the National Local Authority Survey on Accessibility (the Survey) was to:
 - understand how well local authority policies and practices are meeting the accessibility needs of disabled people (including disabled residents, children and visitors)
 - provide a snapshot of the progress being made nationally by local authorities and any innovations they are testing.
- 2 The Survey was triggered by disabled people reporting that local government has a greater impact on their daily lives than central government.
- 3 The Survey was developed by the Office for Disability Issues and was conducted from 18 November to 6 December 2019.
- 4 Twenty-three out of 78 local authorities responded (one regional council, seven city councils, and 14 district councils; one council chose to remain anonymous).
- 5 The Survey covered seven key areas of interest: leadership; participation; data collection and planning; access to information and services; transport; built and public spaces; and resilience and inclusive communities.¹
- 6 The key findings include:
 - **Leadership**
 - Just over 30 percent of councils responded that “disabled people are ‘at the table’ when significant decisions are made”. In addition, 13 percent reported that, in relation to accessibility, “disabled people are employed in areas of leadership”.
 - Our conclusion is that more needs to be done to employ disabled people in local government positions in order to take a lead on accessibility.
 - **Participation**
 - Thirty-nine percent of councils rated the accessibility of their processes for disabled people’s participation in the community as “developing”.
 - When asked how they include the voices of disabled people in election processes, policy development and implementation, almost 40 percent reported that they do not have any form of accessibility or older people’s advisory group.

¹ See Appendix 1 for an overview of the Survey questions in relation to these areas.

- Our conclusion is that more can be done to progress disabled people’s participation in policy development and implementation at the local level.
- **Data collection**
 - Reporting on incidences of non-accessibility and resolution outcomes is the most common method of collecting accessibility data (74 percent). This suggests that councils may only collect such data following an incident.
 - Our conclusion is that the councils are not proactively collecting accessibility information on a wide range of issues.
- **Planning**
 - Seventy-eight percent and 40 percent listed the New Zealand Disability Strategy 2016-2026 and the Accessibility Charter respectively as informing their thinking on accessibility planning. While it is encouraging that the Disability Strategy is prevalent in the surveyed councils’ thinking on accessibility, it would be beneficial to increase the profile of the Accessibility Charter.
 - The majority of councils use informal networks (91 percent) and in-house experience and expertise (74 percent) to support accessibility work.
 - The most frequent barriers identified by respondents as impeding progress on improving accessibility for disabled people relate to cost (eg retrofitting existing infrastructure) and resourcing (eg budget).
 - When asked what would best assist them in progressing work around accessibility in their regions, the most frequent response was clear guidance from both central government and their own councils, and a core staff within councils dedicated to disability issues.
- **Access to information and services**
 - Two-thirds of councils are enabling disabled people to access information and services through the training of frontline staff.
 - Our conclusion is that other processes will also need to be put in place to improve access to information and services.
- **Transport**
 - Seventy-four percent of councils rate their regional transport as less than “good” for accessibility.
 - When asked to comment on how they support the provision of accessible transport options, the most common answer was accessible parking.
- **Built and public spaces**
 - Although respondents rate the accessibility of built spaces (74 percent gave a rating of “adequate” or “good”) and public spaces slightly better than the accessibility of transport networks, the conclusion is that much more work is required to meet disabled people’s needs in communities across New Zealand.
- **Resilience and inclusive communities**
 - The ratings of resilience for local communities were mixed, being evenly distributed between “developing”, “adequate”, “good” and “strong”.
 - Although many councils are supporting a focus on inclusive communities, it is not clear whether this incorporates a focus on disabled people.
 - Some councils have a focus on disabled residents in emergency management planning.

- Respondents listed various ways of providing “safe” community places or approaches for reporting incidents (eg hate crime) such as community-wide education workshops and councils working in collaboration with local emergency services.
- **Policy and practice documents**
 - Councils were able to submit additional documentation to support their answers. Thirteen councils submitted 34 documents, which showed that a substantial amount of work is required to develop robust policies and practices that will make a positive difference in the daily lives of disabled people in communities across New Zealand.

Background

Survey development and design

The Survey was triggered by disabled people reporting that local government has a greater impact on their daily lives than central government.

- 7 The impact of local government on disabled people's lives has been raised in meetings with you on several occasions. Issues relating to local government were also raised during consultation on the development of the Disability Action Plan 2019-2023.
- 8 Given the greater impact of local government on disabled people's lives, the Office for Disability Issues initiated this Survey to elicit feedback on how well local authority policies and practices are working for disabled people, including disabled residents, children and visitors.
- 9 A key objective of the Survey was to stimulate local authorities to accelerate progress towards improving accessibility in local communities across New Zealand and allow councils to submit accessibility policies and practices that are working well (paragraph 15 refers), potentially for the Office for Disability Issues to share with others.
- 10 The Office for Disability Issues consulted with the Ministry of Social Development, Local Government New Zealand, the Human Rights Commission, the Office of the Ombudsman and the Disabled People's Organisations Coalition in the process of designing the survey.
- 11 The Survey covered seven key areas: leadership; participation; data collection and planning; access to information and services; transport; built and public spaces; and resilience and inclusive communities.
- 12 A six-point Likert scale was employed for most of the questions included in the Survey, using the following sequence: 1 – Poor, 2 – Developing, 3 – Adequate, 4 – Good, 5 – Strong and 6 – Outstanding. This unusual scale of six was selected to minimise the risk of moderate and neutral responses in the middle, given that such responses do not offer useful information and provide more reliable results. Research indicates that a six-point scale compels choice and provides more robust data.²
- 13 The Survey also invited respondents to provide examples of planning, policy and practice documents focused on meeting the accessibility needs of disabled people in local communities.

Definition of accessibility

- 14 Accessibility is generally understood as our ability to engage with, participate in, and belong to, the world around us.
- 15 Accessibility for disabled people includes:
 - access to warm, safe and affordable housing
 - access to choices about where to live, learn, work and play
 - access to safe and affordable transport
 - access to public buildings, spaces and facilities

² <https://www.quantumworkplace.com/future-of-work/the-case-for-the-six-point-likert-scale>

- access to information in formats and languages that meet disabled people's needs
- access to meaningful work and play
- access to leadership positions on an equal basis with non-disabled people.

The Survey was designed to elicit local officials' perspectives on accessibility

- 16 There may be some criticism that the voices of disabled people were not sought in the Survey. This Survey is a starting point to collect the views of local authority officials on how well accessibility policies and practices are working for disabled people in their local communities. A possible future step is to collect the views of disabled people themselves. This would be best implemented by local authorities.

Survey response rate and key findings

The response rate was moderate

- 17 The survey questionnaire was sent to the 78 local authorities across New Zealand. Twenty-three local authorities returned the questionnaire, that is, a response rate of 29.5%.³
- 18 It is reasonable to assume that the respondents were local authorities that had an interest in disability issues. The response rate may have been influenced by the following:
- The survey was conducted several weeks after the October 2019 local body elections, and about a third of the elected members were new to their roles.
 - The survey was open for three weeks (18 November 2019 to 6 December 2019). This was a busy time of the year for many local authorities. Those authorities with a higher workload and less available staff may have been less likely to respond to the survey.
 - The survey was directed to the Chief Executives of all local authorities. The Chief Executives were encouraged to include the views of their elected officials and the local disability communities. However, many Chief Executives did not include these wider views.
 - Local authorities that are more aware of and/or more interested in meeting the accessibility needs of their communities may have been more likely to respond to the survey.
 - Local authorities with a dedicated disability staff may have been more likely to respond to the survey.

³ <https://www.lgnz.co.nz/nzs-local-government/new-zealands-councils/>. The terms, local authority and council, have been used interchangeably in the report. There are 78 local authorities in New Zealand (53 district councils, 13 city councils, and 12 regional councils).

Key findings – additional detail

Leadership

- 19 Councils provided a mixed response when asked how strongly they were advocating for accessibility. Answers were evenly spread between “developing” and “strong”, with many local authorities acknowledging that they are not currently prioritising this area.
- 20 “Local disability communities” were identified by local authorities (91 percent) as the principal leaders driving accessibility improvements in their communities, followed by “Chief Executives and other officials” (74 percent). Smaller numbers of respondents selected “mayor and other elected representatives”. Other groups mentioned by the respondents that are enabling accessibility improvements were: the NZTA Consultation Group for Transport Accessibility, particular teams within councils, and support from other councils.
- 21 When asked how their local authority was showing leadership and influence in promoting a culture which prioritises accessibility, the most frequent answer selected was “disabled people are engaged to provide necessary advice”. Just over 30 percent of local authorities responded that “disabled people are ‘at the table’ when significant decisions are made”. Thirteen percent stated that “disabled people are employed in areas of leadership”. These selected responses point to local authorities being more likely to consult or include disabled people on specific accessibility projects, rather than employing them on a permanent basis to lead on accessibility in all local authority areas of work.

Participation

- 22 The survey results showed that most councils (39 percent) rate the accessibility of their processes for participation as “developing”. A further 22 percent responded with “adequate”, and 30 percent responded with “good” or “strong”. These results suggest that there is much room for improvement in the processes for disabled people’s participation at the local community level.
- 23 When asked how they include the voices of disabled people in election processes, policy development and implementation, the most common response selected (43 percent of respondents) was “our local authority has an accessibility advisory group which meets regularly. The members represent specific sector groups”.
- 24 Almost 40 percent of respondents made it known that their local authority does not have any form of accessibility or older people’s advisory group for the inclusion of the voices of disabled people. This finding indicates that many local authorities surveyed may not fully appreciate the importance of including the voices of disabled people in their election processes, policy development and implementation. A number of these local authorities, however, submitted specific comments that they would be willing to support the formation of an accessibility or older people’s advisory group, if it was recommended or should the need arise.
- 25 When asked about what other civic participation supports they provide for disabled people, the most common responses included:
 - producing key documents in a range of accessible formats
 - providing New Zealand Sign Language interpreters at key community meetings
 - initiating partnerships and funding agreements with local agencies and organisations that support accessibility issues

- providing ongoing maintenance of current assets and infrastructure as well as the construction of new assets and infrastructure to align with accessibility recommendations
 - supporting elected members to frequently attend older people's community group meetings (eg Grey Power) to identify any issues that may arise.
- 26 The availability of these additional civic participation supports demonstrates the efforts of some of the local authorities surveyed to make community events more accessible for disabled people. However, other surveyed local authorities commented that they do not currently have any formal processes for civic participation supports. This situation points to a level of inconsistency between local authorities.

Data collection

- 27 As to how well local authorities use data on accessibility, the majority of respondents stated "developing" or "adequate". None answered "strong" or "outstanding". It is reasonable to infer that there is room for improvement in the use of accessibility data across local authorities in New Zealand.
- 28 Regarding what information local authorities collect on accessibility, 74 percent of respondents selected "reported incidences of non-accessibility, and resolution outcomes". In addition, around a quarter of the surveyed local authorities answered that they collect accessibility information through: "local satisfaction surveys", "incidence of disability", and "equity of employment, training and promotion opportunities". The surveyed local authorities also submitted other sources of accessibility data, including:
- disability advisory panels
 - informal satisfaction data and surveys
 - service requests from public access groups
 - community meetings with medical services and health advisory groups
 - Statistics New Zealand
 - age-friendly research and seniors' surveys.
- 29 Given that reporting incidences of non-accessibility and resolution outcomes is the most common method of collecting data on accessibility, suggests that the majority of the surveyed local authorities may be collecting such data only once it is given to them following an incident. It is reasonable to infer that the surveyed local authorities are not proactively collecting accessibility information on a wide range of issues.

Planning

- 30 When asked to report on what helps to inform their thinking on accessibility issues, the most commonly selected answer was the New Zealand Disability Strategy (78 percent) followed by the United Nations Convention on the Rights of Persons with Disabilities (61 percent). Almost 40 percent listed the Accessibility Charter. It would be beneficial to increase the profile of the Charter among local authorities across New Zealand.
- 31 When asked about priorities and timeframes to progress accessibility, the most frequent answer provided by the surveyed local authorities was that they do not have specific or directed priorities for progress.
- 32 Although a substantial number of the local authorities surveyed do not currently have any priorities for progressing accessibility, a fair number of them acknowledged that there is more to be done. They stated their intent to introduce a

- regional accessibility strategy in the future. It is encouraging that local authorities are at least open to progressing accessibility in their regions.
- 33 The most common answer to the question about what other organisations the surveyed local authorities use to benchmark their progress on accessibility, was “none”.
- 34 As to the policies and other resources used to support accessibility, the majority of respondents (91 percent) selected “informal networks, such as for disability or older people”. In addition, a substantial number (74 percent) stated that they use “in-house experience and expertise”, and around 40 percent reported using an overarching accessibility policy and/or annual planning and reporting.
- 35 Various barriers were selected by the surveyed local authorities as constraining progress on improving accessibility for disabled people in their regions. These included in order of priority:
- “the cost of retrofitting existing infrastructure” (78 percent of respondents)
 - “budget” (61 percent of respondents)
 - “not yet a priority for managers and other employees” (45 percent)
 - “not yet a priority activity for elected officials” (45 percent).
- 36 About one-third of respondents also mentioned “lack of national guidance/regulation” as a barrier. Other barriers identified by the surveyed local authorities as constraining their progress on accessibility included:
- staff capacity and turnover
 - resource allocation
 - competing priorities
 - lack of knowledge and understanding of information about accessibility and disability issues within the local authority.
- 37 Many of the barriers identified as impeding progress on improving accessibility relate to financial and resourcing issues and a lack of understanding about the value of accessibility.⁴
- 38 As a follow up to identifying barriers, the surveyed local authorities submitted answers on what would best assist them in progressing work around accessibility in their regions. A common theme running through the responses was clear guidance from both central government and their own councils, and a core staff within councils dedicated to disability issues.

Access to information and services

- 39 When the local authorities were asked how accessible they considered their information and services for disabled people, there was an even split of respondents answering either “developing”, “adequate”, or “good”.
- 40 In response to the next survey question relating to how to ensure disabled people can access the information and services important to them, the most common answer selected (65 percent of respondents) was “frontline staff have appropriate training”. Other popular answers (all selected by around 50 percent of respondents) included:
- “information prioritised in consultation with the disability community, is provided in accessible formats”

⁴ The Public Finance Act requires local authorities to operate within budget and report on their spending. Annual planning sets the priorities for local authorities’ work programmes. It may be difficult for many local authorities to allocate funding or gain additional funding to improve accessibility in their local communities.

- “we include staff with lived experience of disability”
 - “our website is assessed annually against the international accessibility standards”.
- 41 These responses indicate that while over two-thirds of the surveyed local authorities are enabling disabled people to access information and services through the training of frontline staff, other processes also need to be put in place to improve the accessibility of information and services in local communities across New Zealand.

Transport

- 42 When it came to local authorities rating the accessibility of their transport networks, the majority of respondents (39 percent) selected “adequate”. Thirty-five percent selected “developing” or “poor”, while 21 percent selected “good”. Given that accessible transport is fundamental for disabled people to go about their daily lives in their communities, the 74 percent of the surveyed local authorities rating their regional transport as less than good for accessibility is concerning. It is crucial to improve accessible transport outcomes at a local level.
- 43 To gain more information about accessible transport, local authorities were asked to comment on how they support the provision of accessible transport options, including parking. The most common answer was that accessible parking is widely available in their local area. Other submitted comments included:
- their council has a mobility parking resource
 - local buses are wheelchair accessible
 - the council provides transport information on their website, and uses social media to alert customers of any disruptions to the transport network
 - regional council provides door-to-door mobility services
 - roading renewal works and improvement projects are being designed to incorporate principles set out in New Zealand Standard 4121 Design for Access and Mobility, as well as guidelines for blind and vision impaired pedestrians.
- 44 This provision of accessible transport options at the local level is a good starting point. However, there remains a lack of consistency between the surveyed local authorities in their support of accessible transport options.

Built and public spaces

- 45 When asked how accessible the built spaces are in their local authority areas, the majority of respondents (74 percent) answered “adequate” or “good”, while a lesser number (22 percent) said either “poor” or “developing”. Other submitted responses included:
- public toilets are accessible
 - the council’s Business and Retail Team works closely with retailers to encourage accessible site and merchandise layouts within their stores
 - the council ensures all new buildings (and upgrades to old ones, where possible) meet the appropriate codes and standards for accessibility
 - regular audits are performed by an accessibility interest group.
- 46 These results indicate that although the accessibility of built spaces tends to be slightly better than the accessibility of transport networks in the surveyed communities across New Zealand, much more work is required to meet disabled people’s accessibility needs in the built environment.

- 47 Similarly, public spaces tended to receive slightly more favourable ratings from the surveyed local authorities. When asked how accessible the public spaces are, including for disabled children, in their local authority areas, the most common response (39 percent) was "good". A further 52 percent of respondents answered either "adequate" or "developing".
- 48 Councils were also asked in what other ways disabled people are enabled to participate in activities in their local communities. The responses included:
- community-led programmes and groups, initiatives and activities
 - public consultation
 - city council meetings
 - event planning
 - mobility scooters available to hire for local pathways and parks
 - community assistance through grants and funding for local organisations
 - provision of transport to and from events aimed at older people.

Resilience and inclusive communities

- 49 When asked how resilient they consider their local communities, selected answers were evenly distributed between "developing", "adequate", "good" and "strong". What can be inferred is that ratings of resilience for local communities are mixed.
- 50 In response to the question relating to how local authorities are supporting the development of inclusive communities, the respondents mentioned several activities, including:
- a Social Strategy outlining their goals for more connected communities
 - a Multicultural Council Newcomers Network and migrant support groups
 - regular workshops aimed at providing the community with education about local needs, inclusiveness, diversity and resilience
 - encouragement of diversity in local body representation
 - provision of "quiet hours" in local facilities such as libraries to better include those with sensory needs
 - projects that "link the young and old".
- 51 The above responses suggest that many local authorities are supporting the development of inclusive communities. It is not clear whether this includes a focus on disabled people in these communities.
- 52 Regarding how local authorities' emergency management planning reflects inclusion, the responses included:
- by following guidelines relating to Civil Defence Emergency Management Planning, which includes considering relevant information, evacuation procedures, welfare and recovery for disabled people
 - by working in partnership with their local/regional Emergency Management Team to support the running of emergency workshops, covering diversity, accessibility and inclusion
 - by working with rest homes to prepare older people with mobility challenges for how to respond in an emergency.
 - by supporting groups which help in emergency situations such as Neighbourhood Support, Age Concern and schools.

- 53 These responses suggest that some respondents have a focus on disabled residents in emergency management planning.
- 54 Finally, local authorities were asked how they provide “safe” community places or approaches for reporting incidents (eg hate crime, harassment, teasing, bullying), The most common response was that their councils lead a collective group including many community organisations. Other responses received included:
- staff at community facilities (eg libraries, swimming pools) receive relevant training for handling concerns
 - community-wide education workshops are held
 - local authorities work in collaboration with local emergency services such as the police and mental health providers
 - provision of awareness raising and support for mental health and bullying concerns by the local Youth Council
 - provision of an 0800 number and text option for local residents to report nuisance and anti-social behaviour in a public place.

Examples of planning, policies and practices that are meeting the accessibility needs of disabled people in their local communities

- 55 Thirteen local authorities submitted a total of 34 documents.

Disability-related and older people’s policies

- 56 Nine disability-related policy documents (ie strategies, policies and action plans) of varying degrees of quality were submitted. These documents focus primarily on the accessibility of the following:
- public buildings, places and spaces
 - transport
 - community infrastructure (eg maintenance of accessible footpaths and crossings, urban design)
 - events
 - services and facilities
 - information
 - housing
 - mobility parking
 - civic participation and democracy
 - employment.
- 57 Other areas covered include: engagement, consultation and partnership with the disability community, health and safety, social connectedness and wellbeing, and data collection.
- 58 In addition to the nine disability-related policy documents, three additional policy documents submitted focused on older people. One document relates primarily to the transport needs of older people in rural communities. The remaining two older people’s documents address the eight outcomes in the World Health Organisation’s

Age-friendly Cities and Communities.⁵ One of these documents also addresses safety as a ninth outcome.

- 59 The issues addressed in the older people's policy-related documents point to the close alignment between ageing and disability. For example, the 2013 Disability Survey shows that 21 percent of adults under 65 have a disability, compared to 59 percent of adults aged 65 or over.⁶
- 60 The small number of disability-related policy documents submitted by the surveyed local authorities demonstrates that there is much room for improvement. It is reasonable to assume that sharing exemplars of disability strategies, policies and action plans could enable local authorities across New Zealand to learn from each other and promote new accessibility initiatives.

Terms of Reference

- 61 Five councils submitted Terms of Reference documents developed for their disability and accessibility advisory groups.
- 62 Work could be done to prepare a national guidance document for the establishment and running of local authority disability advisory groups, ensuring consistency.

Emergency management and safety plans

- 63 Three councils submitted emergency management and safety documents. None of these documents reflected the needs and concerns of disabled people and older people. Given that disabled people are more vulnerable to the fallout from emergencies (eg emergency related natural hazards), local authorities are well placed to mitigate the risks for their local disabled residents.

Accessibility in practice

- 64 Only two documents submitted were examples of accessibility in practice: a letter from the mother of a disabled child thanking her local council for the installation of an accessible playground, and a press release about the installation of a mobility scooter charging station at the local library.

Council-produced documents for businesses and events

- 65 Three councils submitted documents providing information on accessibility for local businesses and community events. The quality of these documents varied in terms of their usefulness for other local authorities.
- 66 It is reasonable to conclude from the analysis of the documents that a substantial amount of work is required to develop robust accessibility policies and practices that will make a positive difference in the everyday lives of disabled people in communities throughout New Zealand.

⁵ The eight outcomes in the World Health Organisation's Age-friendly Cities and Communities are: outdoor spaces and public buildings, transport and mobility, housing, social participation, respect and social inclusion, civic participation and employment, communication and information, and community support and health services.

⁶ http://archive.stats.govt.nz/browse_for_stats/health/disabilities/DisabilitySurvey_HOTP2013.aspx

Appendix 1: Overview of Survey questions

Leadership

- How strongly is your local authority advocating for accessibility?
- Who are the leaders driving accessibility improvements in your community?
- How is your local authority showing leadership and influence in promoting a culture which prioritises accessibility?

Participation

- How would you rate the accessibility of your local authority's processes for participation?
- Which of the following apply to how your local authority includes the voices of disabled people in election processes, policy development and implementation?
 - Our local authority has an accessibility advisory group which meets regularly. The members represent specific sector groups.
 - Our local authority has an accessibility advisory group which meets regularly. The members are selected through an open application process.
 - Our local authority has an older persons' advisory group which meets regularly. The members represent specific sector groups.
 - Our local authority has an older persons' advisory group which meets regularly. The members are selected through an open application process.
 - Our local authority has no accessibility or older persons' advisory group.
- What other civic participation supports does your local authority use for disabled people?

Data collection and planning

- How well does your local authority use data on accessibility?
- Which of the following does your local authority use to help inform its thinking on accessibility issues?
 - The United Nations Convention on the Rights of Persons with Disabilities
 - The New Zealand Disability Strategy
 - The Accessibility Charter
- What information does your local authority collect on accessibility?
- What are your local authority's priorities and timeframes for progress on accessibility?
- What other organisations does your local authority use to benchmark your progress on accessibility?

- What policies and other resources does your local authority use to support accessibility?
- What barriers has your local authority identified as constraining your progress?
- What would assist with progressing this work?

Access to information and services

- How accessible do you consider the disabled people living in your area find your local authority's information and services?
- How do you ensure disabled people can access the information and services that are important to them?

Transport

- How accessible is your local authority's transport network?
- How is your local authority supporting the provision of accessible transport options, including parking?
- How well is your local authority coordinating delivery of public transport (Regional Councils only)?

Built and public spaces

- How accessible are the built spaces in your local authority area?
- How accessible are the public spaces, including for disabled children, in your local authority area?
- Which of the following is/are your local authority working on to increase accessibility?
 - Social housing
 - Events
 - Sport and recreation programmes
 - Footpaths
 - Building entranceways
 - Accessible signage (eg of public buildings, spaces and maps)
 - Local natural environments and parks
 - Public toilets
 - Buildings and other built features
 - Other
- How else are disabled people enabled to participate in activities in your local authority area?

Resilience and inclusive communities

- How resilient do you consider your community is?
- How is your local authority supporting the development of inclusive communities?
- How does your local authority's emergency management planning reflect inclusion?
- How is your local authority providing “safe” community places or approaches for reporting incidents such as hate crime, harassment, teasing or bullying?

TO: INFRASTRUCTURAL SERVICES COMMITTEE
FROM: RUSSELL PEARSON – ROADING MANAGER
MEETING DATE: TUESDAY 6 OCTOBER 2020

PROPOSAL FOR RECYCLING DROP OFF AREA IN MERSEY STREET
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SUMMARY

<p>Southland Disability Enterprises (SdE) have closed the recyclable public drop off area at their Ettrick Street building. They have been looking for solutions for an alternative location and after much consideration have requested approval to allow a drop off in Mersey Street, via a number of slots through the wall of their building.</p> <p>This location requires changes to traffic management and network operation in the Mersey Street area for the proposed drop off station to be operated safely.</p> <p>If Council approves this request, it needs to be subject to consultation with neighbouring property owners. Prior to implementation, a licence to occupy will be required, as will changes to the roading bylaw.</p>
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RECOMMENDATIONS

That the Infrastructural Services Committee receive the report “Proposal for Recycling Drop Off Area in Mersey Street”

AND THAT

The Committee supports this proposal, subject to:

- **Any matters of substance arising from consultation with neighbouring property owners being satisfactorily agreed and**
- **A licence to occupy being agreed and**
- **The appropriate changes to the roading bylaw being made**

AND THAT

The cost of developing and implementing this proposal be met by Southland disAbility Enterprises.

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> No.
2.	<i>Is a budget amendment required?</i> No (costs should be met by outside parties).
3.	<i>Is this matter significant in terms of Council’s Policy on Significance?</i> No.
4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i>

A3165624

	No.
5.	<i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i> Yes. Consultation will be required by affected parties.
6.	<i>Has the Child, Youth and Family Friendly Policy been considered?</i> Policy considered but no direct impact.

FINANCIAL IMPLICATIONS

There will be costs for alterations to kerb and channel, and increased signage but these cannot be confirmed until direction of the Committee is provided. It is anticipated that they would be no more than - \$15,000 dependent on what is agreed via consultation and required. These costs should be met by SDE.

BACKGROUND

Council has received a request from Southland disAbility Enterprises (SDE) for amendments to the Recycling Drop Off location at its building on the corner of Etrick and Mersey Streets. This is supported by a report by WSP attached as **Appendix 1**.

Figure 2-1 on the WSP report shows the plan of the SDE site and shows the previous recycling drop off location accessed off Etrick Street and under a canopy. This has been closed due to SDE having identified safety concerns with operations at this location.

As part of the recent contract negotiations, Council agreed to put in place a temporary drop off site at the Transfer Station while SDE prepared this proposal. The temporary arrangements are in place for a three month period which ends in mid-October 2020.

SDE PROPOSAL

SDE has requested approval to establish a drop off area within Mersey Street and the WSP report recommends changing Mersey Street to one way south.

The suggested location for the new drop off location are for disposal slots in the building on the Mersey Street frontage. The disposal slots between the two access doors will be for glass only.

The following shows their proposed changes with regard to access and travel direction to the drop off area:



PRINCIPAL SAFETY CONCERN

Mersey Street is a two-way street and has provision for parking on both sides (excluding the 30 metres of no stopping on Mersey Street near the Ettrick Street intersection). Currently the estimated traffic count on it is 435 vehicles per day, with 27% being heavy vehicles. The access into the recycling centre is limited only to the recycling centre. The street has very light traffic usage and predominantly the use of the street is very much associated with the trucks accessing the building. There have been many discussions on the direction of the options for this change to the service location provided by SDE.

Operating under the current road network (i.e. two way on Mersey Street), the proposed location for the drop off slots south of the existing building access would create the potential for major issues.

For example, conflicts between vehicles turning into Mersey Street and vehicles stopped to drop off recycling which could have the effect of causing rear end crashes; also the limited car parks in Mersey Street could result in double parking.

It is clear that without changes in traffic flow, the proposed recycling drop off on Mersey Street would introduce new and increase the existing operational issues on this street.

The following data has been collected from the Transfer Station as an indication on the level of current usage (for the month of August):

- 1,263 vehicles dropped off recyclables, with a daily average of 40 vehicles.
- 34.59 tonnes of materials was collected – 12.34 tonnes glass bottles and jars; 18.93 tonnes of paper, aluminium, cardboard and plastic.
- The average weight per load is 27kgs. 48 loads weighed in the range of 100-300kgs.
- Four loads were over 340kg in weight, with a maximum of 640kg.

PROPOSED SOLUTION

The WSP report identified one possible option to mitigate those concerns by making Mersey Street from Tweed Street to Ettrick Street one way southbound (Figure 6.2 in Appendix 1).

The following tables outline the advantages and disadvantages of this course of action:

ADVANTAGES

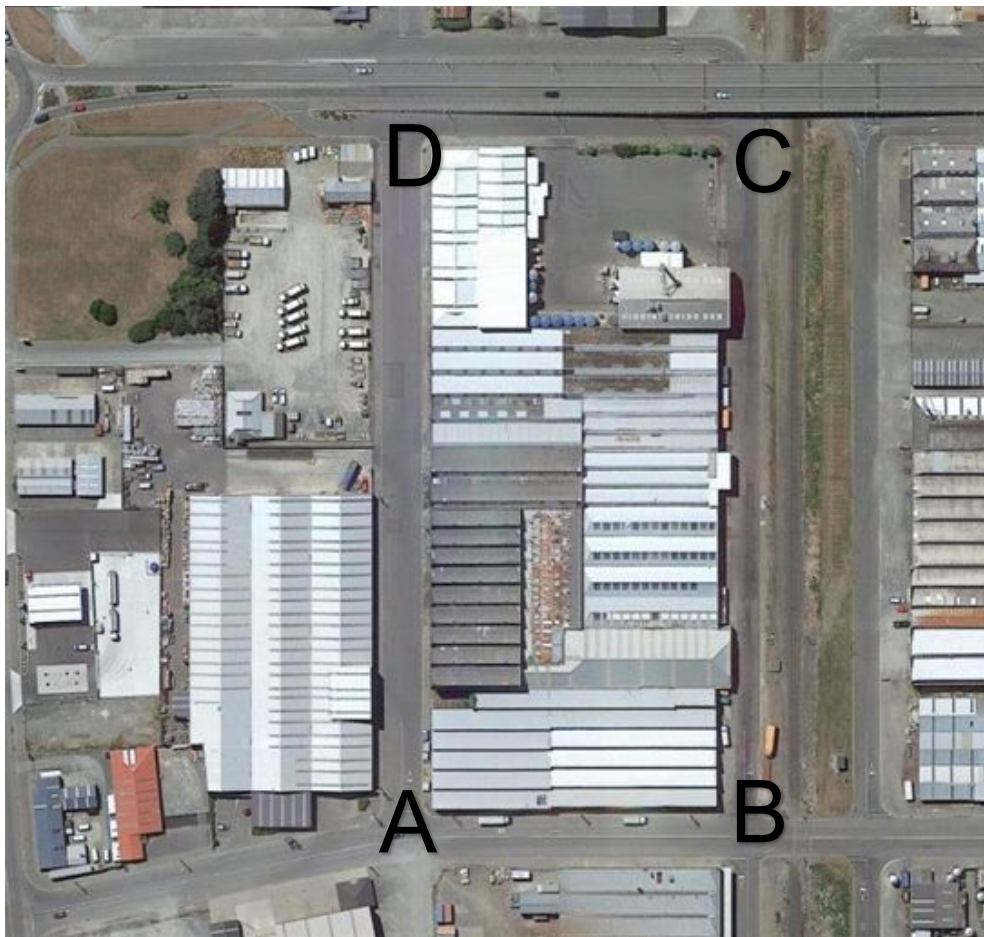
ISSUE	DISCUSSION
Safety Issue with current SDE drop off location	The new drop off location has been identified as a safer option for SDE staff.
Public drop off provided as per the SDE requirements	Approval of this meets the needs of SDE. A licence to operate on the footpath would be the most appropriate way to document and manage the operational requirements of this occurring, namely who cleans the street and manages the waste left on it. This licence would strengthen the understanding of a business operation impacting on a public space.
Turning traffic conflicts at Ettrick Street	The one way street will remove one turning movement at the intersection.
Traffic conflict at Tweed Street and Tweed Street slip lane	The proposed one way option will enable Council to address an existing conflict where the Tweed Street slip lane meets Tweed Street near the roundabout. This was not done at the time of the roundabout construction as Mersey Street was unsealed and had very low traffic volumes using the area.
Cyclist safety	Closing the slip lane at Tweed Street also removes a conflict for cyclists who cross the overpass.
Managing traffic conflicts	A one way street with no parking on the left side of the road allows room for a drop off lane and a travel lane with the area being a slow travel zone. Manoeuvring of trucks (i.e. backing into SDE) are more likely to occur safely. There would be space for poor driver behaviours and still remain relatively safe.

DISADVANTAGES

ISSUE	DISCUSSION
Extra travel distance	To access, the SDE facility trucks and cars will have to travel around the block using Ettrick Street, Annan Street West, Tweed Street slip lane and Mersey Street, an extra distance of about 670 metres.
Potential opposition from adjacent businesses	Consultation will be required with all affected parties to ensure that any approval does not create a new issue where businesses see this operation as impacting their activity.
Location	A number of alternative considerations are understood to have been considered but these are not documented in the WSP or this report. In a longer term view, a better site and operation should be possible for this free drop off service.
Public Safety	Council will require a strong operational agreement to mitigate the public risks in using the drop off in a road. Workplace safety also needs to be managed. WSP have given some options for how to manage conflict between the public and trucks reversing into the building. It is anticipated that some operation controls may be needed in footpath areas when the site is busy.

Littering	SDE will need to be responsible for managing littering or for materials left on the footpaths.
Network changes	The changes to the road network would not be necessary if another option was chosen.
Precedent	This use of the road reserve could be seen to create a precedent for other applications.
Bylaw changes	Consultation will be required and where a workable solution is found, then changes to the roading bylaw will need to be implemented to establish a new one way street.

WORKS REQUIRED



LOCATION	POTENTIAL WORKS
A	Kerb extension to prevent entry and No Entry signs, road marking changes
	Direction signage to Recycling drop off location
B	Direction signage to Recycling drop off location
C	Direction signage to Recycling drop off location
D	New kerb to close Tweed Street slip lane
	Restoration of closed road
	Direction signage to Recycling drop off location

CONCLUSION

Council approval (in principal) is requested such that the consultation and final design changes can be worked through and final details of the necessary changes be established.

A licence to occupy the street area for this activity is seen as the best approach to have a suitable operational agreement with SDE.

A change to the roading bylaw will be required to implement this proposal.

Consultation with the adjacent properties is required to establish any concerns so they can be considered and mitigated where reasonable and possible (including through the bylaw changes).

Costs associated with this proposal should be met by the applicant SDE. These are likely to be relatively low as most of the change is road markings, signage and staff time.

Project Number: 4000.NZ

Recycling Drop Off Proposal

Southland disABILITY Enterprises

18 August 2020

CONFIDENTIAL





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Andrew Bruce



Document History and Status

Revision	Date	Author	Reviewed by	Approved by	Status
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A	For client comment



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Project Number: 4000.NZ
Recycling Drop Off Proposal
Southland disABILITY Enterprises

Disclaimers and Limitations

This report (**Report**) has been prepared by WSP exclusively for Southland Disability Enterprises (**Client**) in relation to Recycling Drop Off (**Purpose**) and in accordance with our engagement. The findings in this Report are based on and are subject to the assumptions specified in the Report. WSP accepts no liability whatsoever for any reliance on or use of this Report, in whole or in part, for any use or purpose other than the Purpose or any use or reliance on the Report by any third party.

Project Number: 4000.NZ
Recycling Drop Off Proposal
Southland disABILITY Enterprises

1 Introduction

WSP New Zealand Ltd (WSP) have been engaged by Southland Disability Enterprises (SDE) to assess the proposed recycling drop off area. Invercargill City Council (ICC) has indicated they require a licence to operate from SDE which includes assessment of;

- Operation of recycling drop off
- Impact on traffic flows
- Effects on surrounding businesses
- Plan of proposed modifications

2 Background Information

SDE operate a recycling facility at 28 Ettrick Street, Invercargill. Previously SDE provided a covered area where the public could drop off recycling accessed from Ettrick Street. This drop off has been closed to the public by SDE due to safety concerns. The previous drop off is outside the scope of this report.



Figure 2-1 : SDE site

It is proposed that disposal slots are provided in two locations on Mersey Street on either side of the recycling truck drop off access. Slots will be provided for all recyclables, excluding glass, south of the recycling truck drop off access. SDE has placed bins on the inside of their building, where the recycling will fall when placed through the slot. SDE will replace these bins regularly, i.e. when full.. The slot to the north of the recycling truck drop off access is for glass only.

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SDE have an access on Mersey Street that is used by all recycling trucks dropping mixed recycling. The recycling trucks use the weighbridge before heading south on Mersey Street for 80m and reversing into the forebay inside the SDE Building to drop off the recycling. There are existing manually activated flashing lights on each approach to the recycling truck access which warn motorists of the reversing trucks. The recycling trucks do not carry trailers.

The footpath is 3.0m wide adjacent the drop off slots and Mersey Street is 14.0m wide (kerb face to kerb face)

There is 'No stopping' pavement marking on opposite side of Mersey Street to drop off.

3 Traffic Data

Existing Traffic data as of 2019 obtained from Mobile Roads and One Road Network Classification (ORNC) map.

Street	Vehicles per day (vpd)	Heavy Vehicles (%)	ORNC
Tweed Street	200	6%	Access
Mersey Street	435	27%	Low Volume
Etrick Street	958	16%	Secondary Collector
Annan Street	230	6%	Access

4 Site Visit

Albie Ford from WSP visited the site and this report considers and mentions his observations during his site visit. This report elaborates and suggests some mitigation measures for the issues raised.

5 Mersey Street

The proposed recycling drop-off on Mersey Street will increase the issues on this street. Currently Mersey Street is a 2-way street and has provision for parking on both sides (excluding the 30m of no stopping on Mersey Street near the Etrick Street Intersection). Currently the estimated traffic count on it is 435vpd with 27% heavies. The access into the recycling centre is only limited to the recycling trucks.

6 Safety Issues on Mersey Street

6.1 Trucks Reversing

Trucks reversing creates safety issues for both trucks and vehicles using Mersey Street. With parking available on both sides of the street this is often a risky manoeuvre. The access to the facility is approximately 30m from the intersection. The access should have yellow cross marking with keep clear written on it to indicate/prevent vehicles from parking or stopping at the access.

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Figure 6-1 : Example of Keep Clear hatching

6.2 Drop off slots - South of the access on Mersey Street

The proposed location for the drop off slots south of the existing access will create major issues. It will create a major conflict between the vehicles turning into Mersey Street and vehicles stopped to drop off waste. This has a high potential for rear ending crashes between vehicles turning into Mersey Street and vehicles stopping at the recycling centre. There will also be issues when the limited car parks are full as vehicles are likely to double park.

6.3 Drop off slots - North of the access on Mersey Street

The drop off slots north of the access on Mersey Street provides better visibility for vehicles on Mersey Street and will provide some distance between the reversing trucks. This drop off centre would only be to drop off glass. This will create pedestrian activity between the two drop off areas as drivers wouldn't want to drive into each area to find a car park. This will result in pedestrians crossing the existing access.

6.4 Two Way on Mersey Street

Mersey Street currently has 435 vpd with 27% heavies. The safety issues are exacerbated due to the 2-way nature of the Street. There is an opportunity to streamline the traffic on this block by restricting Mersey Street as a one way for south-bound vehicles. This would add more vehicles onto Annan Street, the vehicles using the recycling centre will be required to do the Ettrick Street, Annan Street and Tweed St slip lane west to access Mersey Street.

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Figure 6-2 : Mersey Street – one way

6.5 Visibility at the Tweed Street Intersection

Due to the current proposed location of the slots, it is expected that the vehicles will access the facility from Ettrick Street and turn left into Mersey Street, they will use the Tweed Street West slip lane which has limited visibility at the Tweed Street Intersection. Due to the angle of the intersection it is difficult to identify cyclists coming down the overbridge. With the increase in traffic due to the recycling centre this will create conflicts at this intersection.

With Mersey Street being one way for southbound vehicles the increase in the number of vehicles using the above intersection will be mitigated as they all will turn right or left onto Ettrick Street.

7 Mitigation Measures

7.1 One-way System on Mersey Street

Restrict Mersey Street to only Southbound traffic. This will improve the safety of the proposed operation on Mersey Street.

Advantages

- Will improve safety at the Ettrick Street/Mersey Street Intersection
- Will reduce safety conflicts and rear end crashes at the proposed Drop off areas, as it restricts vehicles turning into Mersey Street from Ettrick Street.
- With all vehicles accessing the drop off zone from Tweed Street Slip road west the visibility is better and the distance to the drop off is greater than the option of turning from Ettrick Street.
- Creates less issues if the vehicles queue on Mersey Street when they wait to get into the drop off zones or if they encounter a reversing truck. Compared to vehicles queuing on Ettrick Street which has the potential to block the intersections of Bond Street /Ettrick Street which is a very busy intersection.

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- Restricting Mersey Street to only Southbound vehicles will provide more room to design the parking and drop off areas, as the traffic lane is reduced to a single lane.
- With the above One-way system all vehicles accessing the facility will turn into Etrick Street hence will not use the Tweed Street Slip Road West /Tweed Street Intersection which has restricted visibility.

Disadvantages

- The one-way system will need consultation with the neighbours and approved by ICC.
- The distance travelled to access the drop off zone is greater, the vehicles will be forced to go around the block from Etrick, Annan Street, Tweed Street West Slip lane to access Mersey Street.
- Will need signage/advertisement around the block to direct users to the facility.
- The increase in traffic movements on Annan Street. This is not likely to increase the maintenance requirements of this service lane as the drop off is used by light vehicles. There is an opportunity to restrict Annan Street service lane to only Northbound vehicles to form a loop.

7.2 At the access on Mersey Street

- Provide yellow cross hatching across Mersey Street with the words "Keep clear: written on it. This will clearly demarcate the space should be free for trucks reversing.
- Provide barrier arms on the footpath to stop pedestrians when trucks are reversing.
- Flashing lights and sirens when the trucks reverse into the access.

7.3 Drop off Areas

Provide car park or drop off zones in front of the slots. The size of the car parks and the type of parking must be designed to make sure drivers have enough space to walk around their cars safely and are able to open their boots/trunks to unload the recyclable waste. The design must also provide adequate manoeuvre area and easy layout. The parks must also be long enough that vehicles can pull in and out easily. 8m parks recommended in AS/NZS2890 for high turnover parking.

7.4 Tweed Street Slip Lane west/Tweed Street Intersection

- If the one-way proposal is implemented, then the proposed recycle drop off operation will not increase traffic using the above intersection.
- To mitigate the lack of visibility, issue the best option will be to close the access. If closing is not an option, then the other option is to create an active warning system to indicate cyclists when a vehicle approaches the intersection on Tweed Street Slip Lane west.

8 Other Matters

While ICC have requested that SDE provide a plan of proposed modifications, consultation with both ICC (and approval) as well as with neighbouring properties will need to be carried out in the first instance, prior to plans being prepared.

SDE have not consulted with surrounding businesses at this stage, as they require approval in principle from ICC before proceeding.

9 Conclusion

Even with all mitigation measures in place there will still be an effect on the ICC roading network. Should ICC wish to proceed with the proposed mitigations it is recommended;

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Southland disABILITY Enterprises

- Provide approval in principle to SDE for the proposed mitigation measures
- SDE prepare a plan with proposed signage and markings
- ICC consult with neighbouring properties
- SDE/ICC undertake an education campaign
- SDE implement mitigation measures



wsp.com/nz

TO: INFRASTRUCTURAL SERVICES COMMITTEE
FROM: RUSSELL PEARSON – ROADING MANAGER
MEETING DATE: TUESDAY 6 OCTOBER 2020

STOPPING OF ROAD – 63 CATHERINE STREET

SUMMARY

A request has been received to stop road adjacent to 63 Catherine Street Invercargill.
 No planned use is seen for this road and the use of it by others would not be seen as in this instance, inconsistent within the shopping area.
 Committee’s approval is sought to commence the process to consult on this road stopping.

RECOMMENDATIONS

That the Infrastructural Services Committee receive the report “STOPPING OF ROAD – 63 CATHERINE STREET”

AND THAT

The Committee approves the commencement of the consultation to consider the stopping of legal road, adjacent to 63 Catherine Street as outlined in this report.

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> No
2.	<i>Is a budget amendment required?</i> No
3.	<i>Is this matter significant in terms of Council’s Policy on Significance?</i> No
4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i> No
5.	<i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i> Consultation is yet to be undertaken and is the first step in this process
6.	<i>Has the Child, Youth and Family Friendly Policy been considered?</i> Yes, but no impact

FINANCIAL IMPLICATIONS

None. All costs will be met by the applicant.

BACKGROUND

Council has received a request to consider closing a small section of road adjacent to 63 Catherine Street in the Windsor area. This is a corner splay which is approximately 8m² and defined as Lot 3 DP 8575. The area is shown on the attached plan (refer to **Appendix 1**).

This request has come from the owner of the adjacent property such that they can extend and maximise their property for extension to the current medical centre.

The area is currently not occupied as road. The area is within a stopping area and the use of this small lot is unlikely to have any significant impact on traffic safety, or pedestrian or utility access.

If Council is agreeable to this stopping in principle, then the formal consultation process (as set out in the tenth schedule of the 1974 Local Government Act) can commence and the wider public be advised and feedback sought. Part of this process is also to seek input from the New Zealand Walking Access Commission who in this instance are unlikely to have strong interest.

The key part of the process is the need to consider the wider public interest in the stopping and rather than the adjoining landowner's interests.

Following consultation, this will be reported back to Council and if no objections are received and Council approves, then formal process to the road would proceed.

The applicant has offered to meet the cost of this process and purchase the lot should it be stopped.

It is unusual to seek to stop road of these types (i.e. corner splays) but it is unlikely that any use of the land is likely and if built on would not be inconsistent with other properties in the area. If the road was stopped, this should not be seen as supporting any resource management or consent processes which the owner would likely need. In any event, should the road be stopped but the development not proceed, then the lot would be required to return to road.

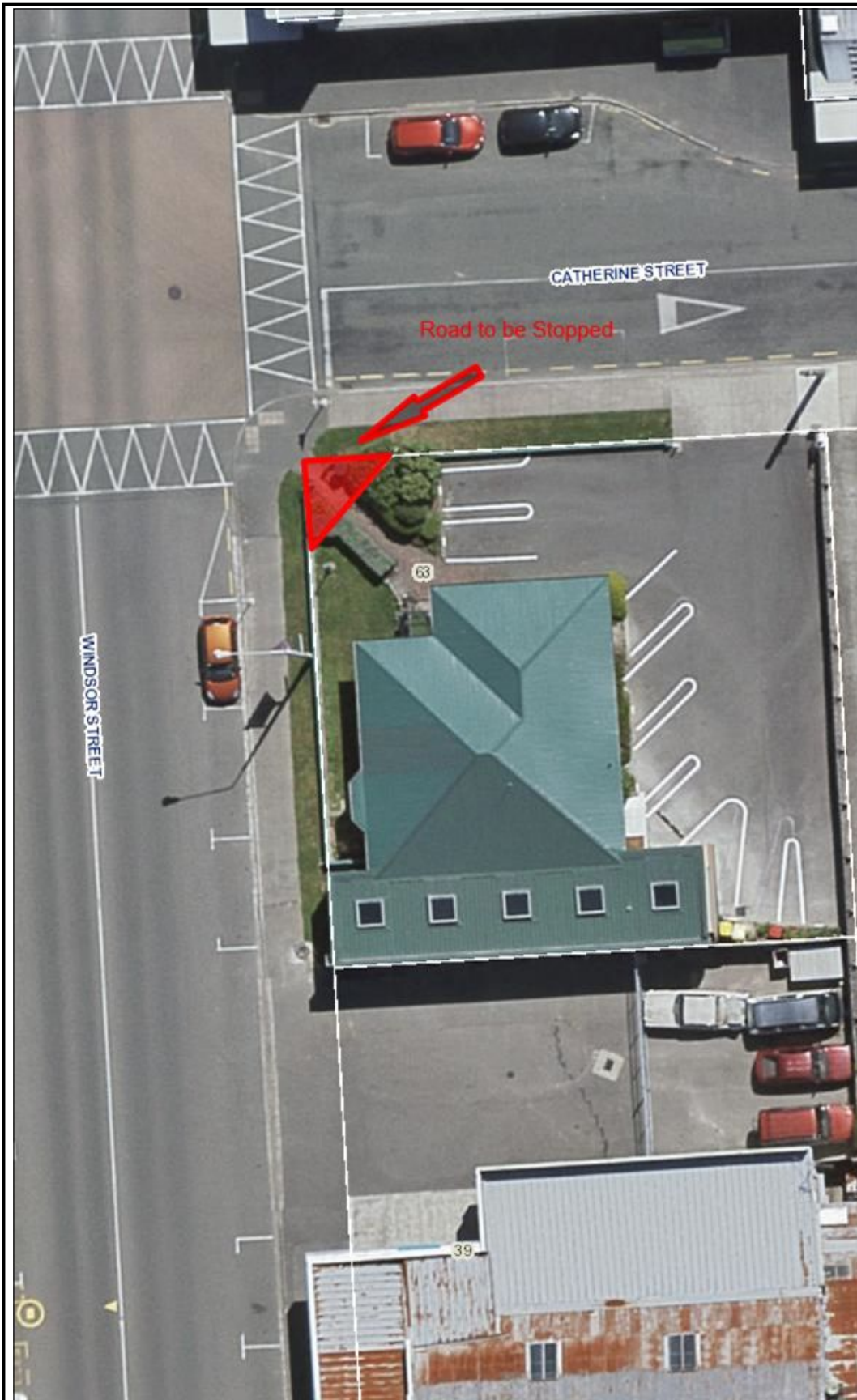
CONCLUSION

A request has been received to stop part of legal road adjacent to 63 Catherine Street Invercargill.

There is no planned use of this road so Council's approval is sought to commence the process to consult on this stopping.

APPENDIX 1

A3169291

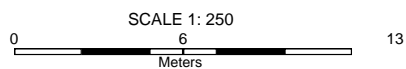


Legend	
	District Boundary
	Railway
	Transpower Structures
	Transpower Overhead L
	Property Boundary
	Proposed Subdivision
	Legal Boundary
	Parks and Reserves
Unformed Road	
	Formed Non-Legal Road
	Unformed Legal Road



Proposed Road to Be Stopped - 63 Catherine Street

Date Printed: 15 September 2020



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TO: INFRASTRUCTURAL SERVICES COMMITTEE
FROM: PAUL HORNER, PROPERTY MANAGER
MEETING DATE: TUESDAY 6 OCTOBER 2020

FUTURE OF ESK STREET WEST BUILDINGS
--

SUMMARY

Council owns five buildings at 6-18 Esk Street West. They are presently vacant and are being retained as strategic property for a future use. They are in various stages of decay, and are being entered and slept in by unauthorised people. Council's insurers are demanding that steps be taken to address such risks by installation of intruder and fire alarms, and having nightly security patrols and weekly inspections. Four of the five buildings are recognised as having heritage values in the Invercargill City Council District Plan 2019. Investigation has been carried out to ascertain how these buildings can be managed in compliance with heritage legislation. The dominant factor is that because these are heritage buildings, a resource consent process will be required for any building change that will alter the facade. This process could be complex and expensive with a high risk of failure in the case of demolition.

A preferred option has been developed which includes limited demolition of buildings, and retention and maintenance of the rest in a sustainable way until the future use of the site is confirmed.

RECOMMENDATIONS

That the Infrastructural Services Committee receive the report "Future of Esk Street West Buildings";

AND that

Adopt Option 3 being Demolition and Management of Buildings at an estimated cost of \$4.0M over five years with ongoing operational costs of \$50,000 per annum;

AND

The Committee delegate authority to the Chief Executive to enter into contracts for the work.

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> No
2.	<i>Is a budget amendment required?</i> Yes
3.	<i>Is this matter significant in terms of Council's Policy on Significance?</i> No

4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i> No
5.	<i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i> No
6.	<i>Has the Child, Youth and Family Friendly Policy been considered?</i> Not applicable

FINANCIAL IMPLICATIONS

Retention of the buildings will require an increase of annual expense cost above the present expenditure level to carry out maintenance and security works.

Demolition will require a one-off change to the budget.

BACKGROUND

It was reported to Council on 8 April 2020 that buildings at 6-18 Esk Street West owned by Council are in a poor maintenance condition and are subject to unauthorised entry, sleeping and a lot of interior damage. Council's insurer is concerned that steps need to be taken to protect the properties. These were assessed to be onerous and an alternative approach would be to demolish the buildings. This would leave the properties ready as a possible future site for redevelopment.

In the report to Council, it was noted that the buildings at 8-18 Esk Street West have recognised heritage value and that the demolition of these buildings would require resource consent as a discretionary activity. Therefore if the buildings at 6-18 Esk Street West were planned to be demolished, this should be investigated more fully by a Heritage Consultant and a report provided so that informed decisions could be made.

The properties were purchased between November 2011 and February 2012 for \$2,354,000, and they have a current total Capital Valuation of \$1,014,000 and Land Valuation of \$539,000. The total land area is 1,989m².

HERITAGE CONSIDERATIONS: OPTIONS FOR MANAGING THE ESK STREET WEST BUILDINGS

A report has been obtained from New Zealand Heritage Properties Limited (see **Appendix 1**).

The site contains archaeological sites and identified heritage buildings in the Invercargill City District Plan 2019 (the District Plan). The District Plan objectives and policies promote the protection of heritage values, particularly in the city centre, and seek to ensure that if developments cannot avoid adverse effects on heritage, that these effects should be remedied or mitigated. The site is within the *City Centre Heritage Area* in the City Centre Heritage Strategy. The Strategy focuses on the recognition and retention of heritage values within this area. While these buildings are not listed as priority buildings, the Strategy promotes the active utilisation and adaptive reuse of our heritage resources within this area and seeks to celebrate and protect heritage values and character that the heritage resources bring to the city centre.

Council commissioned a report in 2016 to review the heritage listings in the District Plan. In that report, *Invercargill City: Central City Area – Heritage Buildings Re-Assessment 2016*, Origin Consultants recommended that the District Plan protection of at least the Esk Street West frontages of buildings at 8 to 16 Esk Street West be retained. Without consideration of

alternatives or mitigation measures, the demolition of these buildings may be considered contrary to Council's own strategies and policies. Attention should be paid to the potential precedent that may be set that could result in loss of further heritage values in the City Centre. The strong message of the New Zealand Heritage Properties Limited report is that little development of the present heritage buildings should be carried out until the future of the site is decided. Resource Consent has been granted for the demolition of other sites of local significance under the current District Plan and the future use of the site has been a consideration in these consent processes. If a decision for the future use of this site on Esk Street West is some years away, the mitigation measures for the loss of these heritage buildings will be difficult to outline, creating a potentially complex situation.

The report comments on three possible options for management of the buildings which recognise and retain their heritage and archaeological values, within the current legislation. A fourth option is to do nothing in the short term.

Option 1: Full Demolition of the Buildings

Option 1 involves the full demolition of all buildings at 6, 8, 10, 12-16 and 18 Esk Street West. As previously reported, there are issues of asbestos, contaminated ground and underground fuel tanks to be managed. The site would be levelled. Basements would be filled and left for excavation at a later date. It is expected that the process will have a high risk failing to achieve a resource consent.

The demolition of 6 Esk Street West is a controlled activity under the District Plan, meaning a consent will be approved but this approval may be subject to conditions.

The demolition of 8-18 Esk Street West is a discretionary activity under the District Plan due to their heritage values (HH-R6). The District Plan includes a list of matters to be considered when assessing this type of application. With Council policies and strategies promoting the retention of heritage values in the city centre, consideration of the risks involved with this approach in terms of precedent should also be factored in. There is a high risk of not achieving a resource consent.

Option 2: Full Demolition with Retention of Facades

Option 2 involves the demolition of all buildings with retention of the facades of 8, 10, 12-16 and 18 Esk Street West.

Alterations to Sites of Local Significance that do not affect the facades are a permitted activity in the District Plan (HH-R3). However, the consent category will depend on the methods used to retain the facades, as some methods will involve alteration work which may in themselves trigger a resource consent as a restricted discretionary activity (HH-R3 and HH-R4 Invercargill City District Plan). There is a list of matters that the decision makers can consider when assessing this consent.

Even if the facades are retained unaltered, the demolition work would require a resource consent. This is because of the area of building footprint that will be affected by this option. The consent category is controlled. This means that consent will be granted but may be subject to conditions.

Option 3: Partial Demolition and Retention of Buildings with Heritage Status

Option 3 involves the demolition of 6 Esk Street West and the rear of 8 Esk Street West, with the retention of the heritage buildings at the front of No 8 and Nos 10, 12-16 and 18 Esk Street West. This will retain the heritage fabric of the buildings until Council can confirm the future use for the site and a resource consent process can be worked through. As above, alterations to Sites of Local Significance are permitted activities in the District Plan on the proviso that the

alterations do not affect the façade. While a resource consent will be required for the demolition of 6 Esk Street West and the rear of 8 Esk Street West, this demolition would be a controlled activity in the District Plan, which means that the consent has to be approved but may be subject to conditions.

See **Appendix 2** for a map of the buildings tagged to be demolished and retained, and **Appendix 3** for a comparison of the Options.

Option 4: Do Nothing

This option is the scenario described in the report to Council on 8 April 2020. All of the buildings would be retained, deferred maintenance and cleaning work would be carried out to keep the buildings in an empty but manageable state for the foreseeable future. For insurance needs, this would require reinstatement of security alarm systems, clear out of all combustible materials, nightly security patrol visits and weekly inspections of the buildings.

SELECTION OF OPTION

The choice of option is strongly influenced by what is achievable:

Option 1 has a high risk of being unable to obtain a resource consent for the demolition works, which will be strongly influenced by the lack of a definitive use for the site at present.

Option 2 may be an easier option than Option 1 in terms of obtaining the necessary resource consents, but this will depend on the methods used to retain the facades and the effects of the retention methods on the features of recognised heritage value.

Option 3 provides a way of reducing the maintenance and operation cost, and complexity of retaining the buildings to a sustainable level. It also retains the buildings which have the greatest heritage value, in the interim, until a final decision about the use of the Esk Street West site can be made.

Option 4 has the greatest management difficulty for sustained retention of the buildings because of their dilapidated state and difficulty of preventing unauthorised entry.

COSTS

See **Appendix 4** for a chart of costs.

Assuming a decision about the future of the site is five years away, the cost of managing the site for five years under each Option is estimated to be:

- Option 1 - \$4.4M with ongoing operational cost of \$5,000 per annum
- Option 2 - \$8.0M with ongoing operational cost of \$20,000 per annum
- Option 3 - \$4.0M with ongoing operational cost of \$50,000 per annum
- Option 4 - \$1.4M with ongoing operational cost of \$100,000 per annum

STRATEGIC PROJECTS

Use of funds for demolition of the Esk St West buildings will have an effect on the funds available for Strategic Projects. \$1.2M has been budgeted for demolition of the buildings and choice of the recommended Option 3 would require an additional \$2.7M in approximately 2021 / 2023.

CONCLUSION

The buildings at Esk Street West are vacant, in various stages of decay and are being entered and slept in by unauthorised people. Council's insurers are demanding that steps be taken to address risks of intrusion and malicious damage.

Four options have been developed to cover a range of possibilities for managing the buildings. These range from taking no action, to two ways of demolishing some of the buildings and retaining some of the heritage value, to demolition of all of the buildings.

Option 3 is the preferred option which proposes the demolition of buildings which have no heritage value and retention of the buildings which do. This allows for a range of future outcomes such as possible adaptive re-use of the heritage buildings to new purposes or adaption into the possible future Arts and Creativity Invercargill (ACI). This option also provides the least consenting risks and reduces the immediate problems of management and insurance of the buildings.



Esk Street West, Invercargill

An Appraisal for Managing Heritage and Archaeology

Report Prepared for Invercargill City Council
Author: Dr Hayden Cawte, Amy McStay and Dr Naomi Woods
Reviewed by: Dr Hayden Cawte and Dawn Cropper
Submitted: 15 June 2020



Esk Street West, Invercargill

An Appraisal for Managing Heritage and Archaeology

Report Prepared by:
New Zealand Heritage Properties Ltd
 Salisbury House | 106 Bond Street | Dunedin
 T 03 477 3933 | F 03 477 3928 | E info@heritageproperties.co.nz
www.heritageproperties.co.nz

Project Details

Archaeological Site No.	Not yet recorded
Site Address	6, 8, 10, 12, 16 and 18 Esk Street West, Invercargill (Lot 1 DP 4409; Part Section 12, Block I Town of Invercargill; Lots 4 and 5 DP 3130; Lot 2 DP 4200 and Lot 1 DP 5472)
Client	Invercargill City Council
Client Contact	c/- George Askin
Client Address	c/- g.askin@tbig.co.nz
Report Authors	Dr Hayden Cawte; Amy McStay; Dr Naomi Woods
Reviewed By	Dr Hayden Cawte; Dawn Cropper
Report Submitted	15 June 2020
Report Submitted To	Invercargill City Council; Envira Consulting Ltd (Historical Background)

Ownership and Disclaimer

This report has been prepared for the Invercargill City Council in relation to a specific work program at 6, 8, 10, 12, 16 and 18 Esk Street West, Invercargill (Lot 1 DP 4409; Part Section 12, Block I Town of Invercargill; Lots 4 and 5 DP 3130; Lot 2 DP 4200 and Lot 1 DP 5472). This report and the information contained herein are subject to copyright. Ownership of the primary materials created in the course of the research remains the property of the named researchers and New Zealand Heritage Properties Ltd. This report remains the property of Invercargill City Council and New Zealand Heritage Properties Ltd.

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Cover Photo: Esk Street, from Railway Station [Photograph], circa 1905, Invercargill, by Muir & Moodie studio. Te Papa (C.012840)

Executive Summary

New Zealand Heritage Properties Ltd (NZHP) has been commissioned by George Askin on behalf of the Invercargill City Council (ICC) to undertake an appraisal of heritage and archaeological values for 6, 8, 10, 12, 16 and 18 Esk Street West, Invercargill (Lot 1 DP 4409; Part Section 12, Block I Town of Invercargill; Lots 4 and 5 DP 3130; Lot 2 DP 4200 and Lot 1 DP 5472). The ICC are exploring options for the redevelopment of these sections. Stage one of this exploration involves investigating feasibility of redevelopment including scenario planning, within the legislative and regulatory framework. The second and future stage, considers specific potential uses of the site, including for that of an art gallery.

The purpose of this appraisal is to investigate the previously identified heritage and archaeological values of the project area and, considering this identified heritage, assess proposed development options and each of their implications for the redevelopment. Furthermore, this appraisal aims to make recommendations for managing heritage and archaeology in accordance with the current legislation as well as from experiences on other high-profile Invercargill projects.

The whole project area is within the “City Central Heritage Area” an area identified by Council (Invercargill City Council, 2019a) as the key focal point recognizing “priority heritage resources”, focusing on the recognition and retention of heritage values within this zone. Within the project area this appraisal has identified at least four archaeological sites and four identified heritage items scheduled in APP3-3 Sites of Local Significance of the ICC District Plan. A summary of the identified heritage within the project area can be found in the table and map below:

- Archaeological Site 1 (not yet recorded, Section 4.1):
 - Royal Exchange Assurance Building, 6 Esk Street
 - Former Southland Health, 8 Esk Street West (ICC DP Ref 124)
 - Lombard House, 10 Esk Street West (ICC DP Ref 125)
- Archaeological Site 2 (not yet recorded, Section 4.2):
 - Former Southern Cross, 12-16 Esk Street West (ICC DP Ref 127)
- Archaeological Site 3 (not yet recorded, Section 4.3):
 - Former Mc McKillop Ltd, 18 Esk Street West (ICC DP Ref 128).
- Archaeological Site 4 (not yet recorded, Section 4.4):
 - Railway Hotel, part 6 Esk Street West (project area) and 2 Leven Street (ICC DP Ref 55, outside project area)

NZHP confirms that the four heritage items included in the ICC District Plan Heritage Record for protection have identified heritage values. Although a full assessment of heritage values and site survey to identify heritage fabric, is outside the scope of this appraisal, this appraisal suggests that the identified heritage items will have additional and higher heritage values, including archaeological, than previously identified.

It is the extant heritage buildings scheduled on the district plan that require the greatest consideration and are the most obvious elements to be impacted under any proposal. For the purposes of this appraisal, proposed development options considered include: full demolition of all buildings to make way for a complete new build, partial demolitions with new construction behind retained heritage façades, and adaptative reuse of heritage buildings intersected with new construction.

All three development options have their project benefits, and a likely consenting pathway. However, full demolition of the scheduled buildings will encounter the greatest resistance and accordingly comes with the greatest risk. It would incur the highest costs of consenting with the least certainty of gaining a consent. Partial demolition or façade retention has a complex consenting pathway from a heritage perspective, and is likely to trigger the need for a resource consent as a restricted discretionary activity, and some of the same consenting costs as full demolition. While retaining façades will retain some heritage values, this activity would contravene the

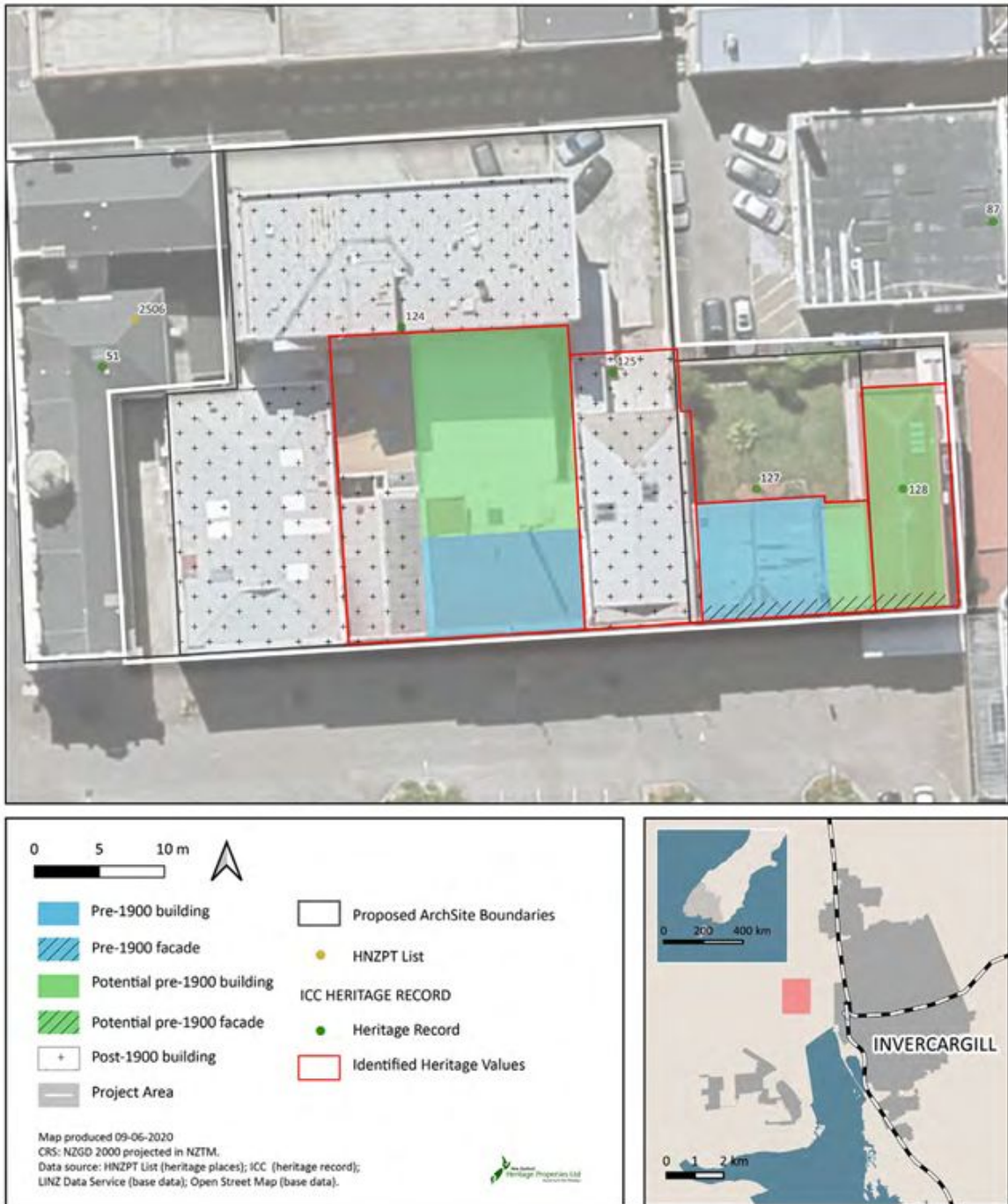
recent ICC Heritage Strategy, and accordingly, would likely face public criticism and opposition making future advocacy of the ICC strategy difficult. Both these options do provide greater flexibility in design over adaptive reuse, however, considering evidence from statutory requirements, historical research, identified heritage values and the outcomes of recent consenting decisions involving heritage buildings, NZHP recommends adaptive reuse as the path of least resistance for implementation.

NZHP supports some additional demolition if required to create more flexibility in design and greater floor area in a new construction. Removing the rear section of 8 Esk Street will provide greater area for redevelopment while largely maintaining heritage values in the remaining structure (see map below). Wachner Place in its current format is a considerable impediment to the future success of any development in Esk Street West. The clock tower and arcade have a negative effect on streetscape and are an impediment to connectivity across Esk Street and into the CBD. There is no activation and creates a clear and obvious obstruction to movement and truncates the historic westerly view shafts along Esk Street. NZHP therefore, recommends expanding the project area to include the area of Wachner Place, particularly the clock tower and arcade, toilets and rest rooms, in the development proposal and concept design. This allows the project to form a landmark architectural entrance to a new complex that incorporates old and new. The smaller footprint in this area would mean less cost in achieving a striking façade when considering the length of more costly façade area under a full demolition option. The triangular shape lends itself to a modern foyer structure, in much the same way the Christchurch Art gallery does now. It also provides the ability to “bookend” the heritage buildings with modern intersections of striking architecture making it obvious that the buildings are connected, encouraging throughput. The inclusion of Wachner Place, and the removal of the clock tower would create greater connectivity with the CBD, enticing pedestrians across the street from the new Invercargill Central development further improving foot traffic. Overall, the redevelopment of Esk Street West as a mixture four heritage buildings, adaptively repurposed, intersected and connected with modern architecture will provide Invercargill with a significant public landmark that locals will be proud of and tourists to want to see.

Infrastructural Services - FUTURE OF ESK STREET WEST BUILDINGS

Summary of identified heritage within the project area (Esk Street West).

Historical Background								Heritage and Archaeological Protection	
Proposed ArchSite	Address (Legal Description)	Building Name	Address	Date Constructed	Architect	Architectural Style	Other Associations	Identified Heritage	HNZPT Act 2014
Archaeological Site 1	6-10 Esk Street (Part Lot 1 DP 5472, Lot 2 DP 4200, Lot 4 DP 3130 and Lot 5 DP 3130)	Royal Exchange Assurance Building	6 Esk Street West	1960	Ford, Gray & Derby	Mid-twentieth century/Functionalist	Murray, Dalgliesh & Co; New Zealand Pine Company Ltd; Royal Assurance	N/A	Subsurface
		Former Southland Health Building	8 Esk Street West	Pre-1878, 1951, 1960	CJ Brodrick & TP Royds (1934 remodelling and façade); Ford, Gray & Derby (1951 western extension)	Art Deco	Cargill, Gibbs & Co; British and New Zealand Mortgage and Agency Company Ltd; New Zealand Shipping Company Ltd; Southland Frozen Meat & Produce Co Ltd; Flemming and Gilkison; Government Life Insurance Department; Challenge Meats Ltd; Southland Area Health Board (later Southern Health).	ICC DP Ref 124	Main building (Lot 4 DP 3130); part façade (Lot 4 DP 3130); subsurface
		Lombard House	10 Esk Street West	1908	CJ Brodrick; Smith and Rice Architects (1956 remodelling and façade)	International	Captain Thomas Brodrick; Invercargill Savings Bank; NZ Shipping Co. Ltd.; Lombard New Zealand Ltd	ICC DP Ref 124	Subsurface
Archaeological Site 2	12-16 Esk Street (Pt Section 12 Block I Town of Invercargill)	Former Southern Cross Building	12-16 Esk Street West	pre-1878 (12-14 Esk Street West); by 1910 (16 Esk Street West)	Unknown	Victorian Revivalist	Southland Times; Mitchell & Co; Southern Cross News; Thomas Brodrick and Co	ICC DP Ref 124	Main building and façade (12-14 Esk); potential rest of building and façade (16 Esk); subsurface
Archaeological Site 3	18 Esk Street (Lot 1 DP 4409 and Lot 1 DP 10278)	Former McKillop Ltd Building	18 Esk Street West	1878; 1962 (façade updated)	Angus Kerr	Mid-twentieth century	John Walter Mitchell; Bristol Piano Company; Victoria Tea Rooms; McKillop Ltd	ICC DP Ref 128	Building; potentially façade; subsurface
Archaeological Site 4	Part of 6 Esk Street and 2 Leven Street (Part Lot 1 DP 5742, Part Lot 1 DP 4200)	Railway Hotel	Part of 6 Esk Street West and 2 Leven Street	N/A - No buildings within project area	N/A	N/A	Gerrard's Private Railway Hotel (HNZPT List No. 2506, Cat 1, ICC DP Ref: 51)	ICC DP Ref 51	Subsurface (within project area)



Map of project area showing summary of identified heritage.



NZHP recommends adaptive reuse of four scheduled heritage buildings with some additional demolitions to create a greater modern footprint. It is further recommended that Wachner Place be included within the project area.

Abbreviations

Abbreviation	Definition
HNZPT	Heritage New Zealand Pouhere Taonga
HNZPTA 2014	Heritage New Zealand Pouhere Taonga Act 2014
ICC	Invercargill City Council
NZAA	New Zealand Archaeological Association
NZHP	New Zealand Heritage Properties Limited
NZSC	New Zealand Shipping Company Ltd
RMA 1991	Resource Management Act 1991
SFMPEC	Southland Frozen Meat and Produce Export Company Ltd

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1 Introduction

New Zealand Heritage Properties Ltd (NZHP) has been commissioned by George Askin on behalf of the Invercargill City Council (ICC) to undertake an appraisal of heritage and archaeological values for 6, 8, 10, 12, 16 and 18 Esk Street West, Invercargill (Lot 1 DP 4409; Part Section 12, Block I Town of Invercargill; Lots 4 and 5 DP 3130; Lot 2 DP 4200 and Lot 1 DP 5472; Figure 1-1). ICC are exploring options for the redevelopment of these sections. Stage one of this exploration involves investigating feasibility of redevelopment including scenario planning, within the legislative and regulatory framework. The second and future stage, considers specific potential uses of the site, including for that of an art gallery.

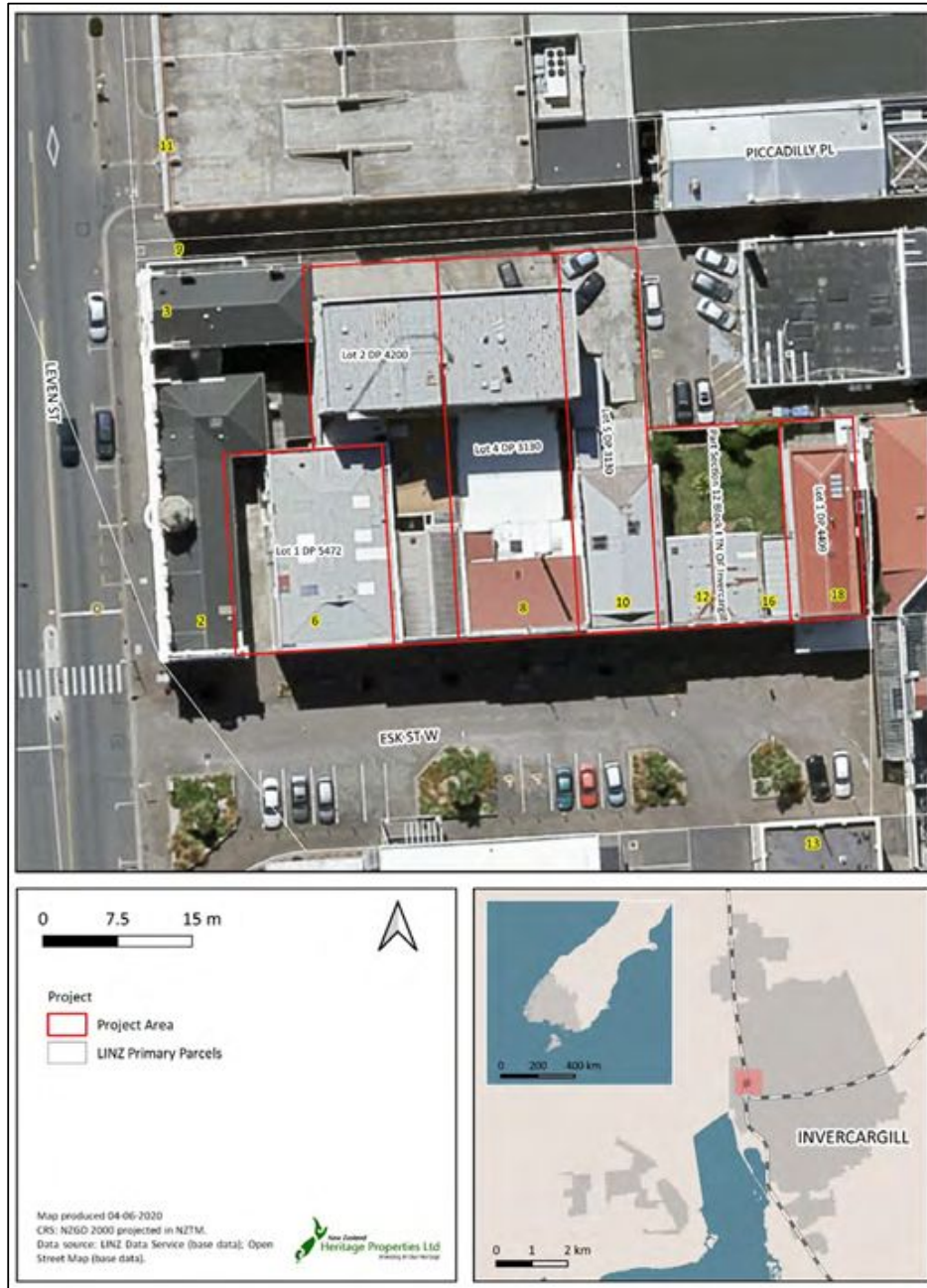


Figure 1-1 Location map showing the project area (Esk Street West).

The purpose of this appraisal is to investigate the previously identified heritage and archaeological values of the project area and, considering this identified heritage, assess proposed development options and each of their implications for the redevelopment. Furthermore, this appraisal aims to make recommendations for managing heritage and archaeology in accordance with the current legislation as well as from experiences on other high-profile Invercargill projects.

The project area is situated within the Invercargill Central Business District, immediately adjacent to Wachner Place to the east and Gerrard's Private Railway Hotel (Heritage New Zealand List No. 2506, Cat 1, APP3 Sites Listed by Heritage New Zealand, Ref: 51) and the Invercargill Railway Station to the west. The project area is owned by ICC as fee simple. Within the project area are four identified heritage items scheduled in APP3-3 Sites of Local Significance of the ICC District Plan. These include:

- Former Southland Health, 8 Esk Street West (APP3-3, Ref 124);
- Lombard House, 10 Esk Street West (APP3-3, Ref 125);
- Former Southern Cross, 12-16 Esk Street West (APP3-3, Ref 127);
- Former Mc McKillop Ltd, 18 Esk Street West (APP3-3, Ref 128).

The whole project area is also within the “City Central Heritage Area” (Figure 1-2), an area identified by Council in 2019 (Invercargill City Council, 2019a) as the key focal point recognizing “priority heritage resources”, focusing on the recognition and retention of heritage values within this zone.



Figure 1-2. The Invercargill City Council Heritage Strategy Priority area (from Invercargill City Council, 2019a).

While there are no previously recorded archaeological sites within the project area, this appraisal has determined that the entire project area is archaeological with at least four archaeological sites identified. Under the HNZPTA 2014, an archaeological site is any area associated with human activity that occurred before 1900 that provides

evidence relating to the history of New Zealand. Occupation within the project area dates from at least as early as the 1870s, and there are extant pre-1900 buildings.

It is the extant heritage buildings scheduled on the district plan that require the greatest consideration and are the most obvious elements to be impacted under any proposal. For the purposes of this appraisal, proposed development options considered include: full demolition of all buildings to make way for a complete new build, partial demolitions with new construction behind retained heritage façades, and adaptative reuse of heritage buildings intersected with new construction.

1.1 Project Outline

As a first stage ICC are proposing to demolish all buildings within the project area (Figure 1-3). Engineering assessments are not available, and at this stage there are no plans for site redevelopment. A second stage is proposed in the future for site redevelopment potentially for an art gallery.



Figure 1-3 Buildings proposed for demolition, outlined in red (map courtesy of ICC).

2 Statutory Requirements

Several pieces of legislation must be considered in the redevelopment of Esk Street West. There are two main pieces of legislation that provide protection for archaeological sites: the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA 2014) and the Resource Management Act 1991 (RMA 1991). Artefacts are further protected by the Protected Objects Act 1975. The provisions of the International Council on Monuments and Sites (ICOMOS) New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010) along with best practice guidelines is recognised by the ICC District Plan for managing historic heritage. Full details of the statutory requirements can be found in Appendix A, and summaries are provided here as they relate to each of the three proposed development options.

2.1 Full Demolition

The proposal for full demolition and redevelopment, disregards the policies and statutory requirements for historic heritage in the ICOMOS NZ Charter, HNZPT Guidelines, ICC District Plan, therefore the RMA 1991. The full demolition of all buildings within the project area (of which four are scheduled as heritage items) is a discretionary activity as per the ICC District Plan, and as such will require considerations under the following legislation:

- **Resource Management Act 1991**
 - The demolition of any building scheduled in APP3.3 – Appendix 3.3 Sites of Local Significance is a **discretionary activity** in the ICC District Plan (ICC District Plan HH-R6). A Resource Consent is required addressing the matters in HH-R10.
- **Heritage New Zealand Pouhere Taonga Act 2014**
 - Demolition of the *whole* of a pre-1900 building requires an archaeological authority (consent) under the HZNPT Act 2014.
 - Modification of archaeological site(s) during earthworks requires an archaeological authority (consent) under the HZNPT Act 2014.
- **Protected Objects Act 1975**
 - Notification and protection of any potential taonga tūturu found during redevelopment works

2.2 Partial Demolition (façade retention)

The partial demolition of buildings with new construction behind retained heritage façades will require considerations under the following legislation:

- **Resource Management Act 1991**
 - Alterations or additions to facades of any building scheduled in APP3.3 – Appendix 3.3 Sites of Local Significance is a **restricted discretionary activity** (ICC District Plan HH-R4). A Resource Consent is required addressing the restricted matters in HH-R4. HH-R6 and HH-R10 may also apply if buildings are demolished.
- **Heritage New Zealand Pouhere Taonga Act 2014**
 - Demolition of the *whole* of a pre-1900 building requires an archaeological authority (consent) under the HZNPT Act 2014. This may be avoided if pre-1900 buildings are retained in part.
 - Modification of archaeological site(s) during earthworks requires an archaeological authority (consent) under the HZNPT Act 2014.
- **Protected Objects Act 1975**
 - Notification and protection of any potential taonga tūturu found during redevelopment works

2.3 Adaptive Reuse

Retention and adaptive reuse is in agreement with the policies and statutory requirements for historic heritage in the ICOMOS NZ Charter, HNZPT Guidelines, ICC District Plan, therefore the RMA 1991. The adaptive reuse of the heritage buildings within the project area will require considerations under the following legislation:

- **Resource Management Act 1991**

- Repair and maintenance to preserve the integrity of historic buildings and structures can be a **permitted activity** (ICC District Plan HH-R2). Resource Consent is not required unless there are alterations or additions to facades (HH-R4).
- **Heritage New Zealand Pouhere Taonga Act 2014**
 - Modification of archaeological site(s) during earthworks requires an archaeological authority (consent) under the HZNPT Act 2014. An authority is not required for retaining pre-1900 buildings except for earthworks.
- **Protected Objects Act 1975**
 - Notification and protection of any potential taonga tūturu found during redevelopment works

3 Historical Background

Invercargill has a diverse history which reaches as far back as at least the early 1800s. This section discusses firstly the Māori history of Invercargill followed by the post-European contact period history and development of the town of Invercargill.

3.1 Māori Occupation in Invercargill

Māori arrived in Murihiku (the southern South Island) soon after the initial colonisation of New Zealand circa 1200AD. The first inhabitants are generally known as Waitaha and relied upon moa and seals for subsistence. Three large occupation sites which held moa remains have been recorded along the coast to the south of Invercargill at Greenhills, Tiwai Point and Bluff (Anderson, 1989). Once these resources were depleted, it is generally understood that most people left the region, with the southern coast being almost completely abandoned (Hamel, 1982). Those who remained shifted to more transient settlement patterns which followed seasonal resources such as fish, eels, shellfish and birds. Two later waves of settlers (Ngāti Māmoe in the sixteenth and Ngāi Tahu in the seventeenth century) were driven south into the region by conflict and intermarriage with southern hapu, however there are very few recorded occupation sites along the southern coast which date to the seventeenth and eighteenth centuries (Jacombs et al., 2010), suggesting most permanent occupation was based in northern Murihiku. Villages and permanent settlements began to reappear along the southern coast just prior to European contact. It has been suggested by some that this re-emergence of settlements in southern Murihiku was in fact caused by the arrival of Europeans and the trade opportunities they presented (Anderson, 1998).

In the area now known as Invercargill, permanent settlements were established around the mouth of the Ōreti River, which was an important pounamu trade route between the river mouth and Lake Wakatipu. The settlements along the river mouth included Ōmāui (on the east bank of the Ōreti estuary; Mokamoka/Mokomoko/Mokemoke) and Ōue (on the opposite bank). Associated with these settlements were several urupā (burial grounds) and nohoanga (temporary campsites). When sealers arrived in the area in the early 1820s, Honekai, a principal chief of Murihiku, was resident at Ōmāui. In the 1850s, there were up to 40 people living at the settlement. The Murihiku purchase was signed on 17 August 1853, transferring most of what is now Southland to the Crown.

3.2 A Brief History of Invercargill

The Southland area was surveyed in 1850 for a suitable area to position a settlement. At this time there were a few settlers who had been living around Bluff since at least the 1830s (Esler, 2006). Whalers and sealers had also been operating in the region since around this time. The site of Invercargill was selected by John Turnbull Thomson in 1856, and by December 1857 there were 15 houses, two hotels and three stores (Grant, 2015). The first sale of Invercargill sections took place on 20 March 1857, between Tay and Dee Street (Esler, 2006). Two years later (Figure 3-1), the settlement had grown considerably with approximately 200 dwellings and close to 1000 inhabitants (Bailey, 1966). Invercargill's first settler is credited to be John Kelly, who moored his boat in the Ōtepunī Creek in March 1856 and erected the first building in the town for his family (Grant, 2015). The town was initially called Inverkelly, after its first resident, until it was renamed in honour of Captain William Cargill (Grant, 2015).



Figure 3-1. Invercargill in 1859, Corner of Tay and Dee Streets (Cuthbertson, 1859).

The settlement grew fast and was regarded as quite successful, the region around it quickly becoming sold, stocked, and occupied. Southland separated from Otago in 1861 through the new Provinces Act after the Otago Regional Council had passed a Land Sales and Leases Ordinance in December of 1856 which allowed for the sale of 600,000 acer in 2000-acre blocks. Settlers in Invercargill worried that these large tracts of land would be brought up by speculators, harming economic development in the area as little of the return would be spent locally on public works (Esler, 2006). Invercargill benefitted initially from the Otago gold rushes that lasted between 1862 and 1864 due to its proximity to the gold fields (Bailey, 1966).

Plans for Invercargill township were laid out in the popular Victorian-era grid pattern of quarter-acre sections, with wide streets to help air flow freely, something which was of importance in pre-sewer system days (Wright, 2009). The streets in Invercargill were created two chains, or 40.2m wide. The Ōtepunī Public Gardens, surveyed from 1856, were largely formed along with neighbouring streets, after the Ōtepunī Stream was realigned to current channel from 1872 (McStay, 2020).



Figure 3-2. View of the realigned Otepunī Creek (*Auckland Weekly News*, 1907).

The 1860 Crown Grant maps show that the first areas settled were North and South Invercargill. The suburb of North Invercargill originally stretched from Gala Street to Forth Street from north to south, and Doon Street to Leven Street, east to west (Southland Surveying Department, 1860). South Invercargill was originally surveyed from Forth Street to Biggar Street (now renamed Balmoral Street) from north to south, and Ness Street to Ayr Street (now Mersey Street), east to west (Crown Grant Invercargill South, 1860). These suburbs were quickly populated, and the Invercargill township expanded into the rural sections areas of East Invercargill, Gladstone, and Avenal. During the 1870s six boroughs were created in Invercargill, each with their own mayor and council (Cyclopedia Company Ltd, 1905; Esler, 2006). These were Avenal, Gladstone, East Invercargill, South Invercargill, North Invercargill and Invercargill. As Invercargill grew, it quickly spread outside of the originally surveyed areas. The name of North Invercargill was taken from the area situated in the centre of the city and was given to the Borough which is the present-day Windsor area. Figure 3-3 provides an overlay of the modern suburbs of Invercargill with those established as of 1908. In the early 1900s, a recommendation was placed before the Council to reclaim a large proportion of the New River/Waihopai Estuary for commercial and residential expansion (Southland Times, 1909). This scheme was formalised in 1910 and work commenced on the reclamation soon after (Figure 3-4).

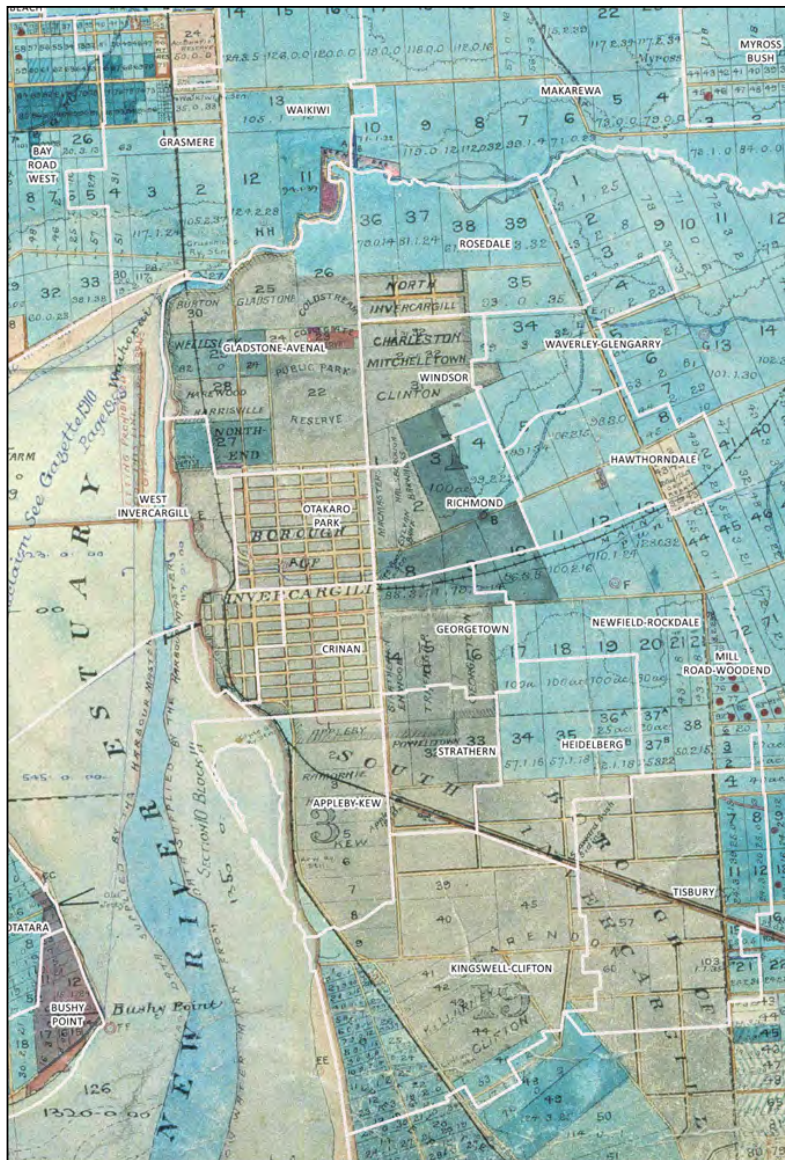


Figure 3-3 Current suburbs of Invercargill overlaying the Application of the Invercargill Hundred Map (Anonymous, 1908).



Figure 3-4. Map showing the reclamation of the New River/Waihopai Estuary from 1910 (Anonymous, 1908).

Some industry and infrastructure began to develop through the nineteenth century: gasworks in 1876, waterworks in 1888, and farming industries between the 1890s and early 1900s (Grant, 2015). An historical photo shows the connection between the railway and Esk Street West with footpath grating leading directly from the railway station (Figure 3-5). Starting from 1862 the idea of building a railway between Invercargill and Campbelltown was already being considered (Southland Times, 1862c). The tender for the Invercargill to Mokomoko railway opened in 1863 (Southland Times, 1863a) but it was quickly decided that the railway would continue to Bluff. The opening of the Invercargill-Bluff railway officially occurred on 5 February 1867. The nineteenth century Invercargill South Island Main Trunk Railway from Invercargill to Christchurch, via Dunedin, was constructed with the first sod was turned for construction in 1872 in Invercargill near the Ōtepunu Stream and the first stretch from Invercargill opened in 1874 with the first train from Christchurch arriving in 1879 (Watt, 1971). There were numerous changes to the Invercargill Railway Station and yard over the years. Historical accounts report that in 1883 when the main Invercargill Station timber building was only 20 years old residents wanted a new enduring masonry building. At this time the station yard was extended and the building dragged eastwards (Watt, 1971). In 1882 the first refrigerated ship in New Zealand made it to Port Chalmers, Dunedin from Invercargill. Between 4500 and 5000 carcasses were on board from Totara Estate by the New Zealand and Australian Land Company indicating that Invercargill was fast becoming a successful settlement (Wright, 2009). Farming has always been a large part of Invercargill's success. As bush was cleared from the land, farming extended into the southern plains. The Victorian-era buildings constructed in the 1880s and 1890s were a result of prosperous farming. By the beginning of the twentieth century, the coal and timber industries of Southland contributed to the growth of the town. This is reflected in the Edwardian architecture which is also present (Invercargill City Council, 2017).



Figure 3-5 Detail from a pre-1896 photograph showing the built environment from the project area (bottom right) towards the railway station towards the New River Estuary (rear). Note pathway grating leading from the railway station up Esk Street West (Anon, n.d.).

Soon after the establishment of several houses and businesses within central Invercargill in the 1860s, the need for the proper formation of roads and footpaths was addressed by a number of residents and brought to the attention of the Town Board. Comments were received by the Town Board of ‘muddy pools of water’ accumulating on the dirt roads (*Southland Times*, 1862). Whilst in some areas of the township the footpaths were simply raised using fill material, metal or wooden grating (also referred to as ‘battens’) were installed in the central areas the central areas including Tay, Doon, Ness, Dee, and Forth Street (*Southland Times*, 1863). More permanent footpaths and crossings were created from the late 1870s in central Invercargill, in many cases utilising asphalt (*Southland Times*, 1882). However, some form of ‘screening’ (possibly grating) was still in use in the late 1870s to raise the footpath in areas of pooling water (*Southland Times*, 1878b).

4 A History of Esk Street West (Project Area)

This section discusses the detailed history of the project area. An overview of the general history of the Esk Street West built environment and change is provided here along with a summary of identified heritage items and archaeological sites. This is followed by detailed histories of the identified archaeological sites (not yet recorded) and heritage buildings (Sections 4.1 to 4.4).

The project area is situated within the historic town centre, the Borough of Invercargill, which was formed based on the suburb originally surveyed as North Invercargill. As the town grew northward this area became the central part of the city. Originally this area was a mixture of residential and commercial sections, but the growth of the city has seen many of the residential properties overtaken for business use. Central Invercargill features some of the more recognisable features of Invercargill, including Otepunu Gardens, the decorative water tower, and the historic buildings of the central business district. Esk Street West was surveyed by John Turnbull Thomson in 1856 as part of the initial survey of Invercargill. The current project area includes parts of Town Sections 10, 11 and 12, Block I, Town of Invercargill which sit at the south end of the block bordered by Leven Street to the west, Dee Street to the east and Esk Street West to the south.

The first owner of Town Sections 10 and 11 was John Turnbull Thomson who received the Crown Grants in June and April 1857, respectively (Figure 4-1). The first owner of Town Section 12 was Walter Day who received the Crown Grant in April 1857. Portions of these Town Sections were leased to various tenants from at least as early as 1863, and in 1877 they were surveyed as DP 43 and each lot assigned a label (Figure 4-2). Subsequent subdivisions throughout the twentieth century have generally respected these earlier lot boundaries with some extensions into neighbouring town sections and/or amalgamation of lots.

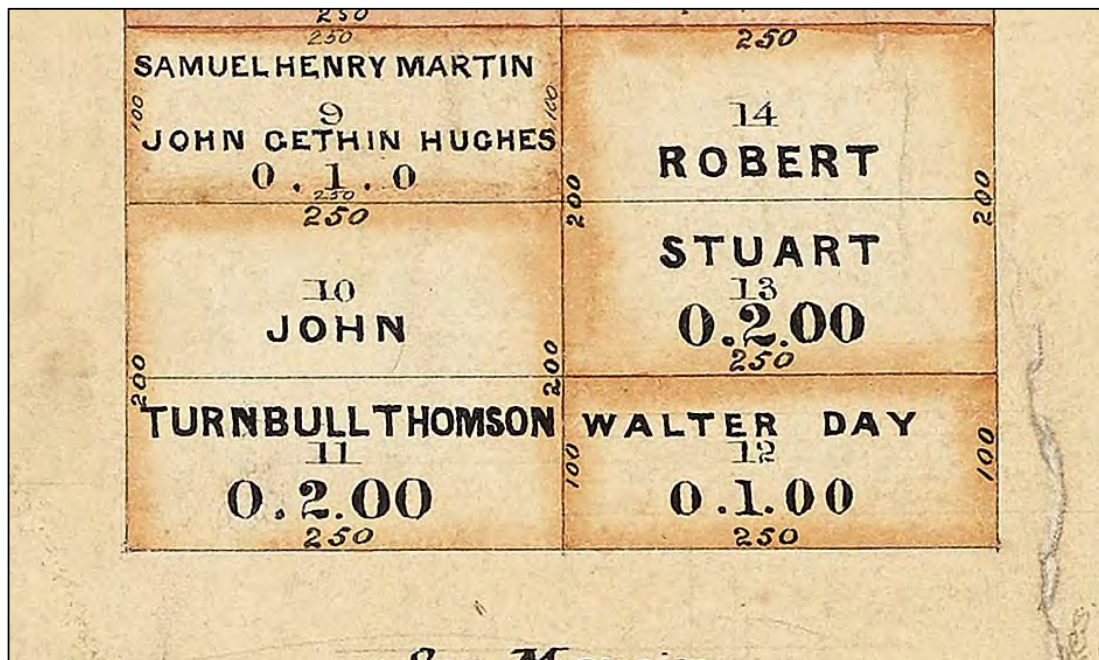


Figure 4-1. Detail from Crown Grant map showing project area (Sections 10-12) (Crown Grant Invercargill North, 1860).

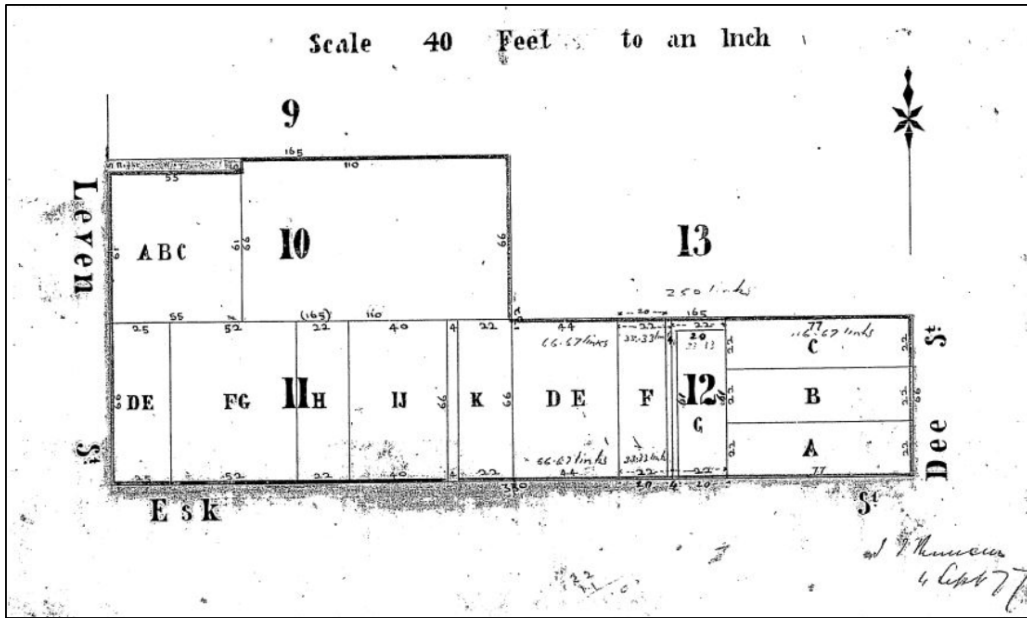


Figure 4-2. Detail of 1877 survey plan showing Lot names (DP 43).

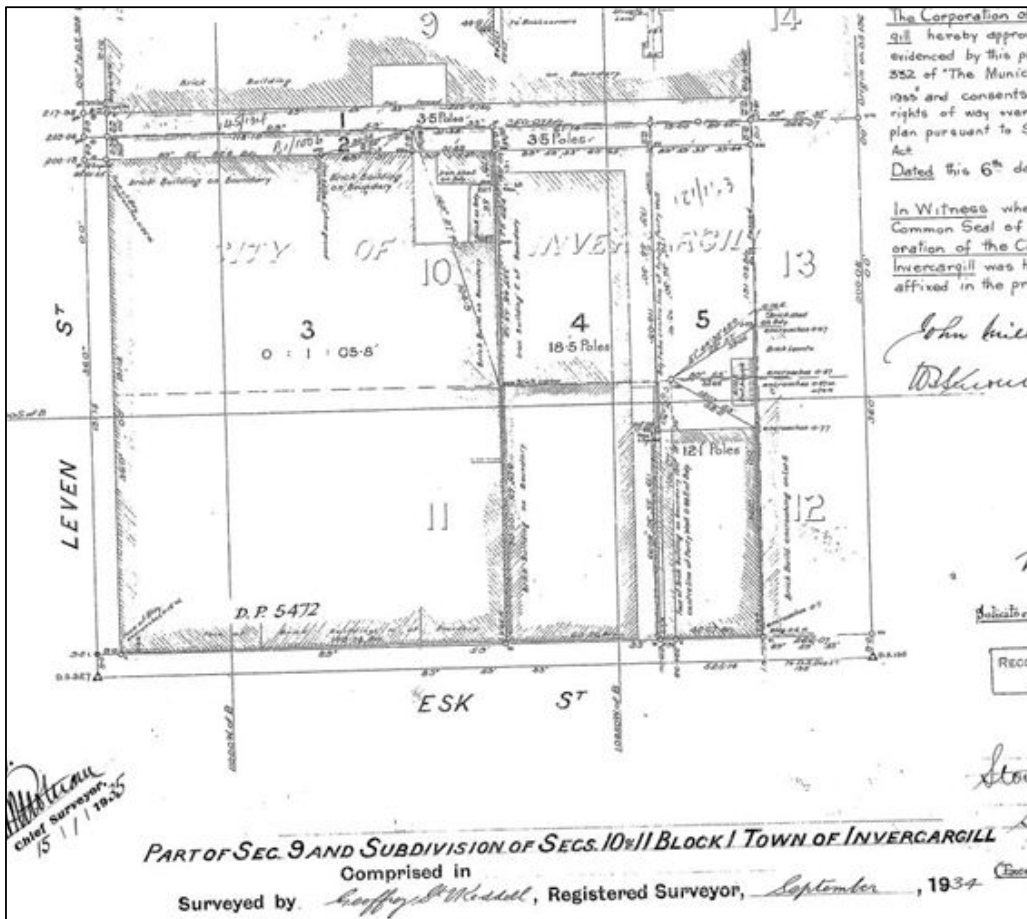


Figure 4-3. Detail from 1934 survey plan showing Town Sections 10 and 11, with Lots ABC, DE, FG and H now Lot 3, Lot IJ now Lot 4 and Lot K now Lot 5 (DP 3130).

A street directory from 1878 records the following occupants of this stretch of Esk Street, beginning at the corner of Leven Street and travelling east: Thomas Brodrick (shipping agent), Southland Building Society, McDonald (merchant), *Daily Times* office, John Mitchell (merchant), Richard Matthews (solicitor), Edward Lawrence Reade (solicitor) and Thomas Perkins (accountant). A photograph taken in August 1878 following a snowfall shows buildings present on Lots DE (Railway Hotel), IJ (unknown tenant) and K (Invercargill Savings Bank) of Section 11, and Lot DE (MacDonald) of Section 12. This was one month after the fire that destroyed the *Southland Daily Times* office on Lot F and Mitchell & Co's store on Lot G of Section 12, and both lots appear to be vacant. Another photo taken later that year shows a warehouse on Lot FG of Section 11 for Murray, Dalgliesh & Co (Southland Times, 1881) and a two-storey brick building for Mitchell & Co on Lot G of Section 12 under construction.



Figure 4-4. Looking up Esk Street West from railway station (Anon., 1878).



Figure 4-5. Photograph taken in late 1878 looking northeast along Esk Street (Southland Museum and Art Gallery, 1878).

By 1880 the occupants are listed (approximately east-west) as: the Railway Hotel, Murray, Dalgliesh & Co (merchants), Cargill, Gibbs & Co (merchants), Thomas Brodrick (Invercargill Savings Bank and Invercargill & Dunedin Steamboat office), John McDonald (merchant), George F Martin (National Mortgage Co and auctioneer), McArthur Brothers (surveyors), John Mitchell (general merchant, land, stock and station agent), E Lawrence Reade (solicitor), McKenzie Brothers (architects), Thomas Perkins (accountant) and A Dawson (civil engineer).

In 1895, Town Sections 10 and 11 were purchased by Donald Lachlan Matheson, Robert Ferguson Cuthbertson and G M Williamson. Matheson was a prominent early Invercargill settler and merchant, who arrived in the settlement in 1865 and held a number of board positions, including as a trustee of the Invercargill Savings Bank (Cyclopedia Company Ltd, 1903).

A 1910 fire insurance plan (Figure 4-6) shows a range of new and old businesses as occupying this section of Esk Street. The Railway Hotel occupied the Leven Street corner, Lot FG on Section 11 by the Eskdale Chambers, Lot H and part of Section 10 by J Hislop's bakehouse and tearooms, Lot IJ by the NZ Shipping Co and the Southland Frozen Meat and Produce Export Company Ltd in a two-storey office building, Lot H by the Invercargill Savings Bank, Lot DE of Section 12 by the Southern Cross Printing Office and Lindsay & Co bacon curers, Lot F by a fruit shop and Lot G by the Bristol Piano Company.

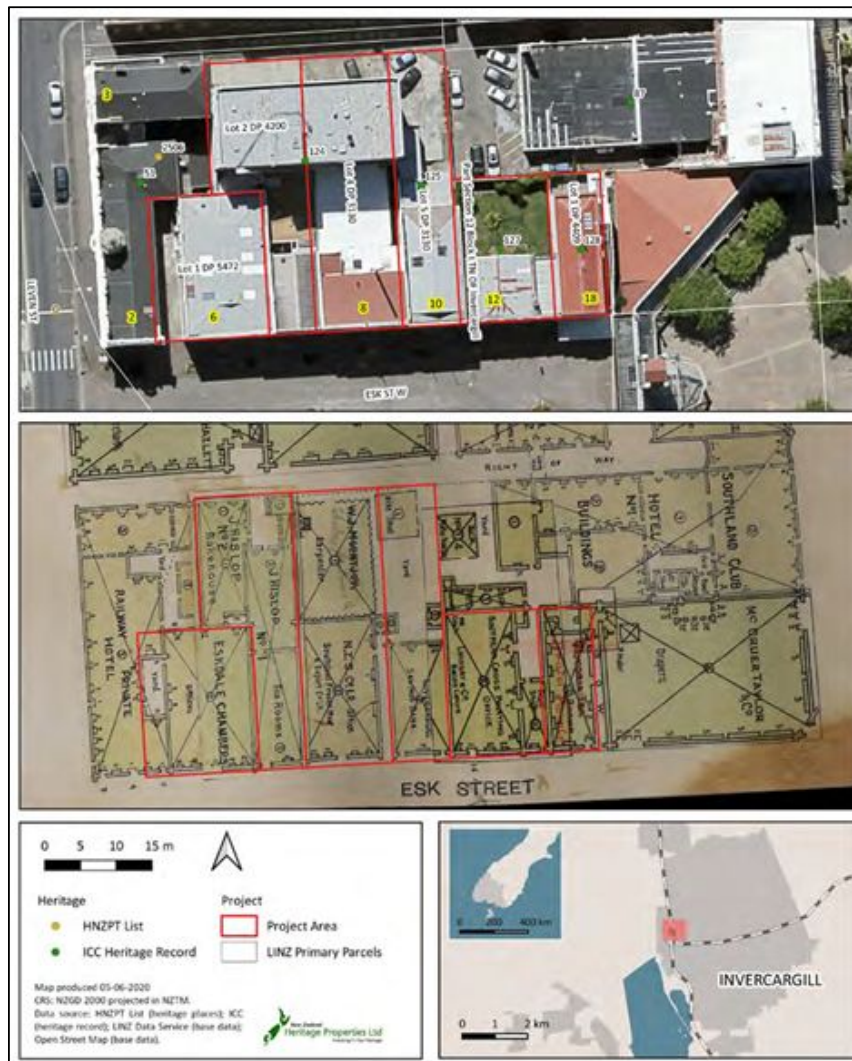


Figure 4-6. Detail from 1910 fire insurance plan showing Town Sections 10-13, Block I (Council of Fire Underwriters' Association of New Zealand, 1910a).

The Borough of Invercargill has since become the suburbs of Otakaro Park and Crinan which are heavily commercial (Figure 3-3). Today the project area is situated within Invercargill Central Business District, immediately adjacent to Wachner Place to the east and Gerrard's Private Railway Hotel (Heritage New Zealand List No. 2506, Cat 1, APP3 Sites Registered by Heritage New Zealand, Ref: 51) to the west. A laneway, Piccadilly Place, forms the northern project boundary and provides access to the rear of buildings. Esk Street West bounds the southern boundary of the project area and originally continued across Dee Street from Esk Street directly to the Invercargill Railway Station (Figure 4-7). Esk Street West is now closed to thoroughfare traffic heading east by Wachner Place and the historic town clock re-instated within the tower here in 1989 (The Lothians, 2017). There are backpackers, restaurants and the Invercargill Public Library and Archives situated in close proximity on Dee Street to the east of the project area. Wachner Place, intended as the town square to replace the Post Office Square, it is a public focal point of the CBD, with public toilet facilities available, street furniture such as seating and provides the venue for local events, food trucks and the Christmas tree (Figure 4-8 and Figure 4-9). Master plan reports on Invercargill's inner city revitalisation have previously highlighted Esk Street West, including the project area, road reserve and the southern properties on Esk Street West behind Wachner Place as having potential for commercial development, with a major pedestrian connection through the area and highlighting Wachner Place as an urban pocket park. The land parcels immediately to the east of the project area, including Wachner Place, are owned by Invercargill City Council as both fee simple and local purpose reserve. Piccadilly Place has more complex ownership and is currently in three titles owned by neighbouring owners the Victoria Railway Hotel Limited, owners of 30 Dee Street (Tuatara Backpackers, ICC DP Ref 87) and Invercargill City Council.



Figure 4-7 1950s aerial photograph showing East Street West as a thoroughfare (Invercargill City Council, 2019b).



Figure 4-8 Current view of the project area and Esk Street West from Leven Street looking towards Wachner Place and the town clock showing the project area to left (left); and from the railway station (right), showing the Railway Hotel.



Figure 4-9 Current view of Piccadilly Place providing access to the north of the project area; looking west (left); looking east from the Railway Hotel and Leven Street carpark (right).

A current survey conducted by TrueSouth for ICC, shows the project area boundary and indicates structures on the boundary, such as concrete walls and walls of neighbouring buildings, such as the railway hotel within the project area (Figure 4-10).

The project area is owned by ICC as fee simple. Within the project area are at least four archaeological sites and four identified heritage items scheduled in APP3-3 Sites of Local Significance of the ICC District Plan. These are discussed in detail in the following sections:

- Archaeological Site 1 (not yet recorded, Section 4.1):
 - Royal Exchange Assurance Building, 6 Esk Street
 - Former Southland Health, 8 Esk Street West (ICC DP Ref 124)
 - Lombard House, 10 Esk Street West (ICC DP Ref 125)
- Archaeological Site 2 (not yet recorded, Section 4.2):
 - Former Southern Cross, 12-16 Esk Street West (ICC DP Ref 127)
- Archaeological Site 3 (not yet recorded, Section 4.3):
 - Former Mc McKillop Ltd, 18 Esk Street West (ICC DP Ref 128).
- Archaeological Site 4 (not yet recorded, Section 4.4):
 - Railway Hotel, part 6 Esk Street West (project area) and 2 Leven Street (ICC DP Ref 55, outside project area)

A summary of the identified heritage within the project area can be found in Table 4-1 and Figure 4-11.

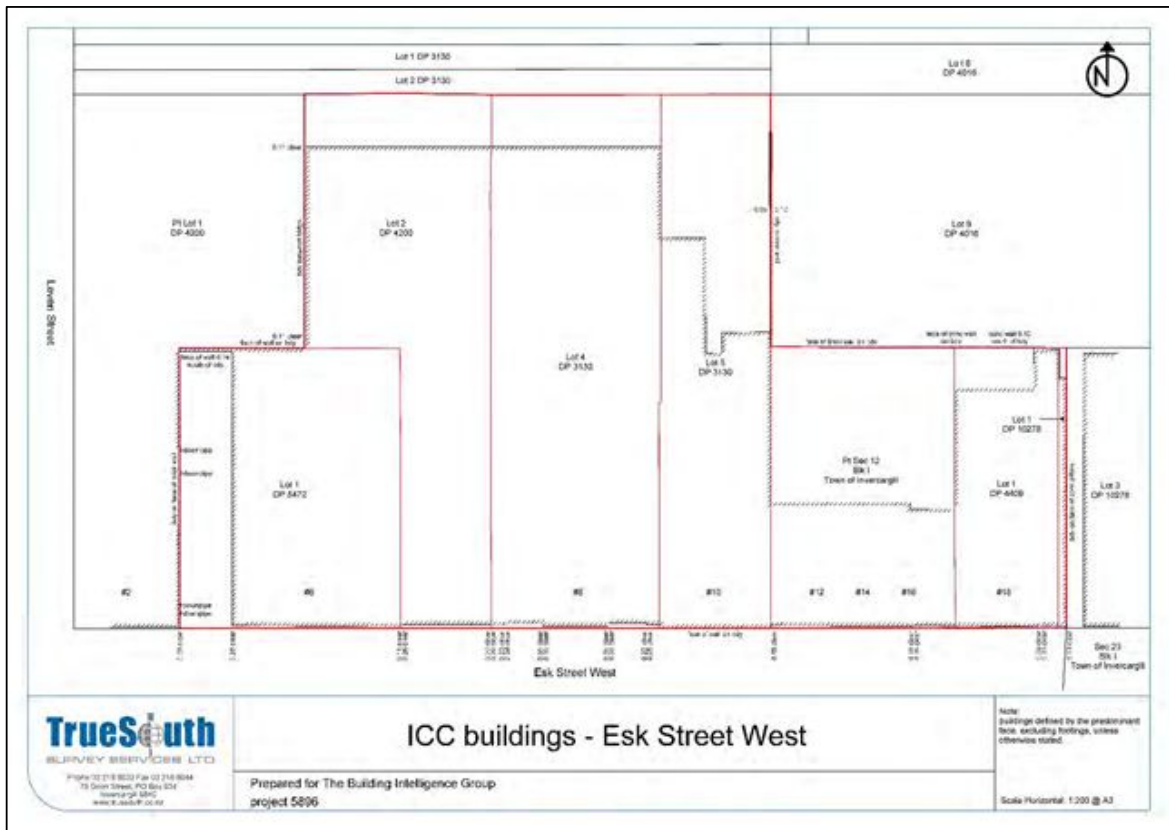


Figure 4-10 Survey map of project area (courtesy of ICC) indicating structures on shared site boundaries.

The project area forms the northern streetscape of Esk Street West. The streetscape is a largely intact section of heritage buildings that is bookended by the heritage listed Railway Hotel to the west and Wachner Place to the east. A sequence of building activity is easily interpreted in the building façades of this street. However, the southern streetscape is much less intact with the heritage building, 13 Esk Street, largely marooned in the east and a large office building completing much of the remaining street. The building at 3 Esk Street remains under-tenanted with large areas for lease, including key ground floor tenancies. Both 3 and 13 Esk Streets would benefit from development within the project area as a source of greater activation.

The Wachner Place clocktower and arcade forms a barrier at the eastern extent of the street. This structure and layout truncate historic view shafts and discourages thoroughfare and foot traffic. Therefore, there is a clear and obvious disconnect between Esk Street West and the CBD and the rest of Esk Street. This has undoubtedly led to the currently underwhelming nature of Esk Street West. In its current form, Wachner Place clocktower and arcade would be a considerable hindrance to redevelopment under any scenario occurring within the project area.

Infrastructural Services - FUTURE OF ESK STREET WEST BUILDINGS

Table 4-1 Summary of identified heritage within the project area (Esk Street West).

Historical Background								Heritage and Archaeological Protection	
Proposed ArchSite	Address (Legal Description)	Building Name	Address	Date Constructed	Architect	Architectural Style	Other Associations	Identified Heritage	HNZPT Act 2014
Archaeological Site 1	6-10 Esk Street (Part Lot 1 DP 5472, Lot 2 DP 4200, Lot 4 DP 3130 and Lot 5 DP 3130)	Royal Exchange Assurance Building	6 Esk Street West	1960	Ford, Gray & Derby	Mid-twentieth century/Functional	Murray, Dalgliesh & Co; New Zealand Pine Company Ltd; Royal Assurance	N/A	Subsurface
		Former Southland Health Building	8 Esk Street West	Pre-1878, 1951, 1960	CJ Brodrick & TP Royds (1934 remodelling and façade); Ford, Gray & Derby (1951 western extension)	Art Deco	Cargill, Gibbs & Co; British and New Zealand Mortgage and Agency Company Ltd; New Zealand Shipping Company Ltd; Southland Frozen Meat & Produce Co Ltd; Fleming and Gilkison; Government Life Insurance Department; Challenge Meats Ltd; Southland Area Health Board (later Southern Health).	ICC DP Ref 124	Main building (Lot 4 DP 3130); part façade (Lot 4 DP 3130); subsurface
		Lombard House	10 Esk Street West	1908	CJ Brodrick; Smith and Rice Architects (1956 remodelling and façade)	International	Captain Thomas Brodrick; Invercargill Savings Bank; NZ Shipping Co. Ltd.; Lombard New Zealand Ltd	ICC DP Ref 124	Subsurface
Archaeological Site 2	12-16 Esk Street (Pt Section 12 Block I Town of Invercargill)	Former Southern Cross Building	12-16 Esk Street West	pre-1878 (12-14 Esk Street West); by 1910 (16 Esk Street West)	Unknown	Victorian Revivalist	Southland Times; Mitchell & Co; Southern Cross News; Thomas Brodrick and Co	ICC DP Ref 124	Main building and façade (12-14 Esk); potential rest of building and façade (16 Esk); subsurface
Archaeological Site 3	18 Esk Street (Lot 1 DP 4409 and Lot 1 DP 10278)	Former McKillop Ltd Building	18 Esk Street West	1878; 1962 (façade updated)	Angus Kerr	Mid-twentieth century	John Walter Mitchell; Bristol Piano Company; Victoria Tea Rooms; McKillop Ltd	ICC DP Ref 128	Building; potentially façade; subsurface
Archaeological Site 4	Part of 6 Esk Street and 2 Leven Street (Part Lot 1 DP 5742, Part Lot 1 DP 4200)	Railway Hotel	Part of 6 Esk Street West and 2 Leven Street	N/A - No buildings within project area	N/A	N/A	Gerrard's Private Railway Hotel (HNZPT List No. 2506, Cat 1, ICC DP Ref: 51)	ICC DP Ref 51	Subsurface (within project area)

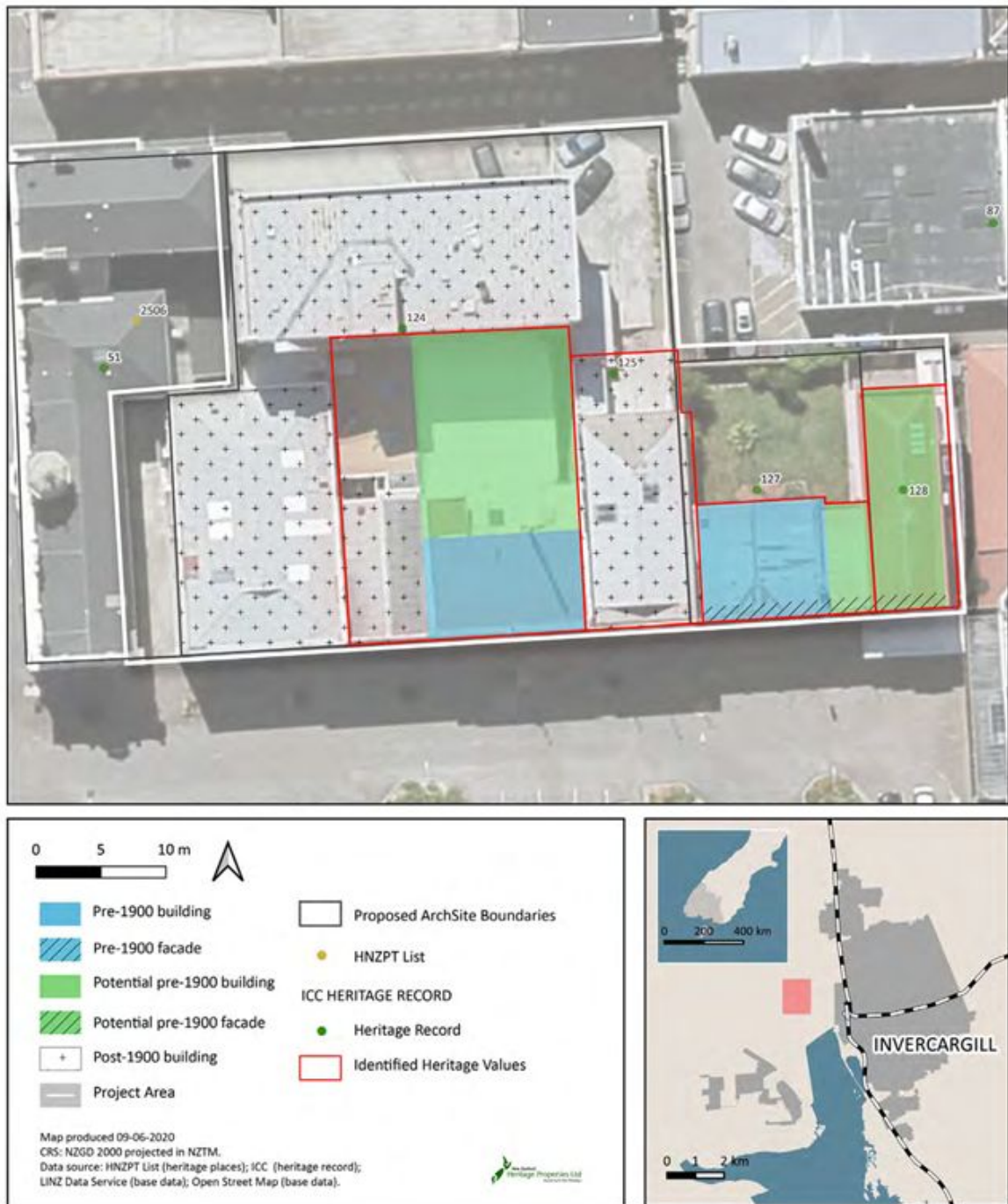


Figure 4-11 Map of project area showing summary of identified heritage.

4.1 Archaeological Site 1 (not yet recorded)

Historical research has identified that 6-10 Esk Street (Part Lot 1 DP 5472, Lot 2 DP 4200, Lot 4 DP 3130 and Lot 5 DP 3130) has a history of occupation from at least as early as 1875 when Captain Thomas Brodrick erected a new premise for the Invercargill Savings Bank on Lot K (now 10 Esk Street). This site has been the location of offices for numerous important Invercargill firms throughout the nineteenth and twentieth centuries, including the Invercargill Savings Bank, the New Zealand Shipping Company Ltd and the Southland Frozen Meat and Produce Export Company Ltd. The site is currently occupied by:

- **Royal Exchange Assurance Building (6 Esk Street)**
 - Constructed 1960, designed by Ford, Gray & Derby, commissioned by Royal Exchange Assurance
- **Former Southland Health Building (8 Esk Street)**
 - Constructed c.1877, unknown architect, commissioned by Cargill, Gibbs & Co
 - Remodelled 1934, designed by C J Brodrick and T P Royds, commissioned by the Southland Frozen Meat & Produce Export Company Ltd
 - Heritage item No. 124 on ICC District Plan
- **Lombard House (10 Esk Street)**
 - Constructed 1908, designed by C J Brodrick, commissioned by Thomas Brodrick
 - Heritage item No. 125 on ICC District Plan
 - Rebuilt c.1956, designed by Smith and Rice Architects, commissioned by the New Zealand Shipping Company Ltd

4.1.1 Royal Exchange Assurance Building (6 Esk Street)

The extant building at 6 Esk Street was constructed in 1960 for Royal Exchange Assurance and was designed by Invercargill architect firm Ford, Gray & Derby. The Royal Assurance building has no previously recognised heritage value and it is not included in the District Plan as a Heritage Item. Assessment of heritage values is outside the scope of this appraisal, however, this appraisal suggests there may be lower heritage values for this building comparatively within the project area, although it has connections with the neighbouring facades of the Former Southland Health building (8 Esk Street). There is potential for subsurface archaeological features beneath and surrounding the extant building and therefore potential archaeological values (not yet assessed).

Table 4-2. Summary of land transactions and key events records for 6 Esk Street.

Year	Event	Source
1857	Transfer of Sections 10 and 11 to J T Thomson	SDI H.46
1860	Crown Grant of Sections 10 and 11 to J T Thomson	COT SL 3/267
1870s	TS 11 subdivided, 6 Esk Street now Lot FG	DP 43
1874	Lot FG leased to J Whittingham, G Whittingham and M Instone	COT SL 3/267
1878	Warehouse constructed on lot FG for Murray, Dalgliesh & Co.	(Southland Times, 1881)
1885	Sections 10 and 11 transferred to Thomas Watson, Thomas MacDonald and George Mackie Williamson	COT SL 3/267
1895	Sections 10 and 11 transferred to G M Williamson, D L Matheson and R F Cuthbertson	COT SL 3/267
1896	Sections 10 and 11 transferred to D L Matheson and R F Cuthbertson	COT SL 3/267
1903	Sections 10 and 11 transferred to D L Matheson, R F Cuthbertson and F W Bicknell	COT SL 67/71
1910	Two-storey building (Eskdale Chambers) and part of Railway Hotel present at 6 Esk Street.	(Council of Fire Underwriters' Association of New Zealand, 1910a)
1912	Sections 10 and 11 transferred to J E Watson	COT SL 67/71
1929	Lot 3 DP 3130 leased to J F Lillicrap and W G Maxwell as tenants in common for term of 14 years	COT SL 144/114
1960	Royal Exchange Assurance Building erected at 6 Esk Street	ICC Property File

An earlier building on this land parcel was constructed in 1878 for merchants Murray, Dalgliesh & Co. This previous building is visible under construction in a late 1878 photograph (Figure 4-5), occupied by the New Zealand Pine Company Ltd in a late nineteenth century image (Figure 4-12), and is still present in a 1947 aerial

(Figure 4-13) and 1958 survey plan (Figure 4-14). This building was demolished to make way for the extant Royal Assurance building.



Figure 4-12. Detail from a pre-1896 photograph showing the building constructed for Murray, Dalgliesh & Co, now occupied by the New Zealand Pine Co Ltd (Anon, n.d.).

The Royal Exchange Building has been minimally altered since its erection (Figure 4-15). Interestingly, Alan Ford was responsible for quite a number of mid-century frontage remodelling and for several new buildings with Art Deco influenced elevations in the ICC District Plan Heritage Items. He established his practice in 1920 and had 50 years of active practice (Murray, 2004). Ford, Gray, Derby and Hurd designed the adjacent Invercargill Railway Station, Leven Street, constructed c.1978 in a modernistic concrete design and the adjacent 1951 extension to the Former Southland Health Building.



Figure 4-13. Detail from 1947 aerial showing building at 6 Esk Street indicated by the arrow (Whites Aviation Ltd, 1947).

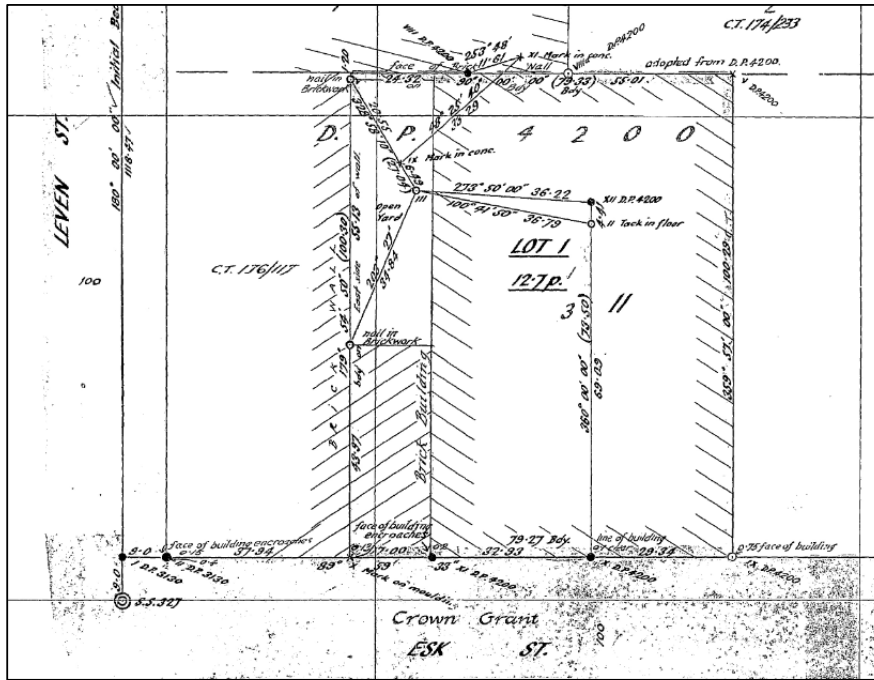


Figure 4-14. Detail from 1958 survey plan showing footprint of Murray, Dalgliesh & Co's warehouse shortly prior to its demolition in 1960 (DP 5742).



Figure 4-15 Current view of the Royal Exchange Building (6 Esk Street) in red.

4.1.2 Former Southland Health Building (8 Esk Street)

The earliest portion of the building at 8 Esk Street, currently known as the Former Southland Health building, was constructed by 1878 on Lot IJ of Section 11 (Figure 4-2, Table 4-3). In 1934, this building was significantly altered including an update of the façade in the Art Deco style by Invercargill architects C J Broderick and T P Royds, and extensions were added to the west in 1951 (designed by Ford, Gray & Derby) and north into Town Section 10 in 1965 and 1974. All buildings on Lot 4 DP 3130 and Lot 2 DP 4200 are scheduled as Heritage Item No. 124 in the ICC District Plan. This complex of buildings has local significance due to its long association with the Southland Frozen Meat and Produce Export Company Ltd (SFMPEC) and ties to several well-known local architects. The main building is pre-1900 and elements of the façade may also be pre-1900 and there is potential for subsurface archaeological features beneath and surrounding the extant building from previous occupation and therefore archaeological values (not yet assessed).

Table 4-3. Summary of land transactions and key events records for 8 Esk Street.

Year	Event	Source
1857	Transfer of Sections 10 and 11 to J T Thomson	SDI H.46
1860	Crown Grant of Sections 10 and 11 to J T Thomson	COT SL 3/267
1870s	TS 11 subdivided, 8 Esk Street now Lot IJ	DP 43
1877	Lots IJ leased to W McPherson	COT SL 3/267
1877	Lots IJ lease transferred to J Cargill, E B Cargill, H J Gibbs and G (unreadable)	COT SL 3/267
1878	Buildings present on Lot IJ	(Anon., 1878)
1882	Lots IJ leased to British and NZ Mortgage and Agency Company Ltd	COT SL 3/267
1884	Lots IJ leased to the NZ Shipping Company Ltd	COT SL 3/267
1885	Sections 10 and 11 transferred to Thomas Watson, Thomas MacDonald and George Mackie Williamson	COT SL 3/267
c.1891	Second storey added to building on Lot IJ	(Southland Times, 1891a)
1891	Sublease of Lots IJ to T Thomson (?) and P L Gilkison	COT SL 3/267
1895	Sections 10 and 11 transferred to G M Williamson, D L Matheson and R F Cuthbertson	COT SL 3/267
1895	Sublease of Part Lots IJ to the Southland Frozen Meat and Produce Export Company Ltd	COT SL 3/267
1896	Sections 10 and 11 transferred to D L Matheson and R F Cuthbertson	COT SL 3/267
1898	Lot IJ Lease to NZ Shipping Co renewed for term of 14 years	COT SL 67/71
1898	Southland Frozen Meat & Export Co occupying property by this date	(H. Wises and Co., 1898)
1900	Sublease of ground floor of building on Lots IJ to SFMPEC renewed until 1912	COT SL 3/267
1903	Sections 10 and 11 transferred to D L Matheson, R F Cuthbertson and F W Bicknell	COT SL 67/71
1910	Two-storey building on site, occupied by SFMEC and NZ Shipping Co	(Council of Fire Underwriters' Association of New Zealand, 1910b)
1912	Sections 10 and 11 transferred to J E Watson	COT SL 67/71
1912	Lot IJ Lease to NZ Shipping Co renewed for term of 14 years	COT SL 67/71
1912	Sublease of ground floor of building on Lots IJ to SFMPEC renewed for 14 years	COT SL 67/71
1921	NZ Shipping Co lease transferred to SFMPEC	COT SL 67/71
1926	Part Section 10 and 11 leased to the SFMPC for term of 14 years	COT SL 144/114
1934	Part Section 10 and 11 transferred to the SFMPEC	COT SL 144/115
1934	Building at 8 Esk Street remodelled, façade altered	ICC Property File
1951	Lot 2 transferred to the SFMPEC	COT SL 174/233
1951	Building extended to west (Lot H)	ICC Property File
1965	Building extended to north (into TS 10)	ICC Property File
1974	Two floors added to rear extension	ICC Property File

The earliest record of an occupant of this property is from 1877 when it was leased to merchant William McPherson (Table 4-3), but it appears he may not have used the property as he transferred his lease to fellow merchants Cargill, Gibbs & Co that same year, who vacated their previous premises on the corner of Esk and Kelvin Street by July 1878 (Southland Times, 1878d). The August 1878 photographs both show a brick building present on this site (Figure 4-4 and Figure 4-16). This building was single-storey and of typical commercial Victorian Revivalist style, with a central doorway flanked by four windows, all with arches above. Two basement windows are also visible. Cargill, Gibbs & Co appear to have occupied the building until 1882 when the lease was transferred to the British and New Zealand Mortgage and Agency Company Ltd. Two years later the lease was once again transferred to the New Zealand Shipping Company Ltd (NZSC).

The NZSC established a Southland branch in 1878 and were an early innovator in frozen meat transportation. Initially, the company froze mutton carcasses on board their ships before establishing freezing works on shore for more efficient production (Cyclopedia Company Ltd, 1903). The production of meat and dairy produce for New Zealand and overseas was a hugely important part of Southland's economy and allowed it to prosper during periods when other areas were suffering economic downturn, such as the World Wars and the great depression of the 1930s. Throughout the 1970s the meat industry was plagued by industrial disputes, strike actions and then larger companies gaining control by buying shares to consolidate companies and meat works. In the 1980s, Waitaki Meats began to buy up shares in Southland Frozen Meats in competition with Alliance, slowly gaining controlling of the company in an attempt to consolidate meat works in New Zealand. Later Alliance bought Waitaki International Ltd. The history of southland farming and frozen meat is a significant component of Southland's rural heritage identified as a key story for the region and districts in *The Story of Southland* commissioned by the Southland Regional Heritage Committee.

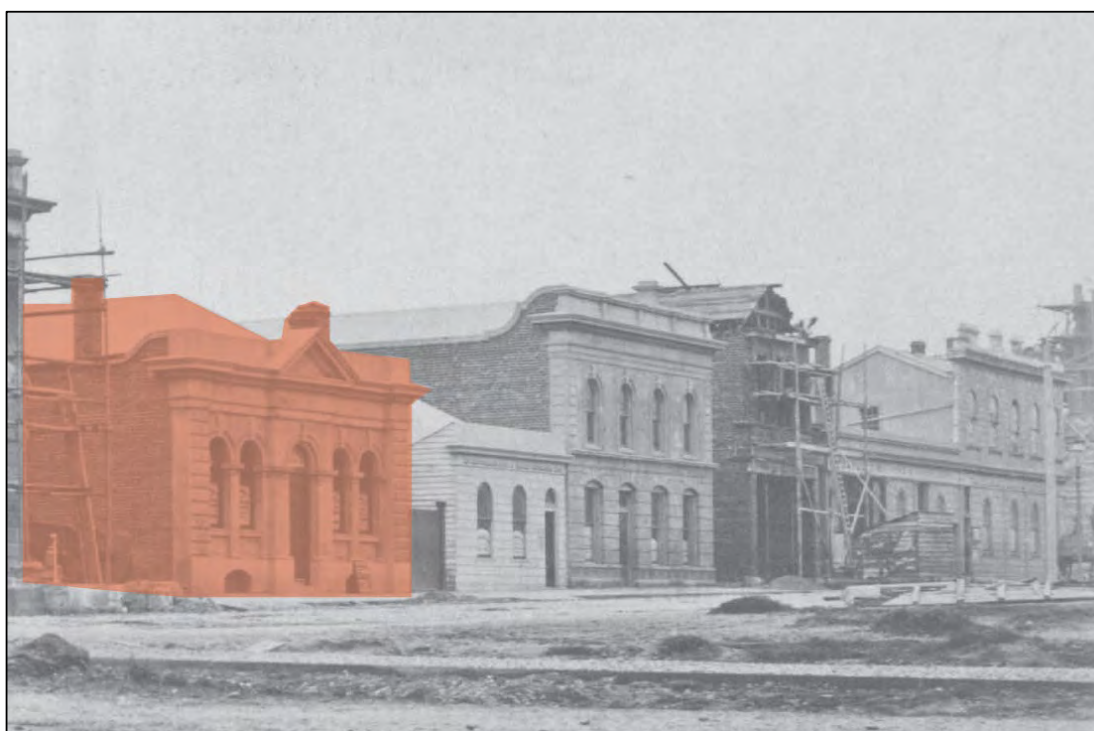


Figure 4-16. Detail of late 1878 photograph showing building at 8 Esk Street highlighted in red (Southland Museum and Art Gallery, 1878).

In 1891, Messrs Fleming and Gilkison, flour millers (later Fleming and Company), took over the premises of the NZSC. The move saw their offices removed from their well-known Tyne Street mill (HNZPT List No. 2643, ICC DP Ref 11) and into a more commercial area (Southland Times, 1891a). Later that year the Government Life Insurance Department moved also moved into the building (Southland Times, 1891b). This is the first date at which more than one company was recorded as occupying the building, at the time of the advertisement described again as the NZSC offices and gives an approximate date for the addition of a second floor. Fleming and Gilkison remained at the premises until 1897 (Southern Cross, 1897b), after which the SFMPEC took over the ground floor of the building (H. Wises and Co., 1898; Southern Cross, 1897a). The SFMPEC was one of the largest exporters of frozen produce in New Zealand in the late nineteenth and early twentieth centuries. The firm was established in 1882, and by the turn of the twentieth century had offices in Invercargill, a cool store at Bluff (capable of holding 55,000 carcasses, plus fish, butter and eggs), a freezing works at Maitauru that could hold over 100,000 carcasses, and a slaughterhouse at Wallacetown (Cyclopedia Company Ltd, 1903). The 1910 fire insurance plan shows the building as two-storey and occupied by the NZSC and SFMPEC, as well as a corrugated iron carpenter's workshop at the rear of the property.

The building at 8 Esk Street was remodelled in 1934 for the SFMPEC to a design by Invercargill architects C J Brodrick and T P Royds. The property file notes that these works in 1934 involved the “erection of alterations and additions in brick and reinforced concrete to offices in Esk Street”, and the removal of the cornice, parapet, portions of the north and east walls, all drains, floors and roofs from an existing building, suggesting that portions of this previous structure were incorporated into the extant building. A photograph taken in 1878 shows a one-two storey building in the approximate location of 8 Esk Street with a prominent cornice and parapet that may be structure referred to here. The SFMPEC used the building as their offices until 1987 when it was taken over by Challenge Meats Ltd. From 1989 to 1998 the building was occupied by the Southland Area Health Board (later Southern Health).

The Former Southland Health Building has undergone a number of significant alterations since this 1934 rebuilding, including:

- 1934: brick and concrete offices erected for SFMPEC Ltd, façade of pre-1900 building altered, designed by C J Broderick and T P Royds
- 1951: office building extended west along Esk Street into land parcel formerly known as Lot H for SFMPEC, designed by Ford, Gray & Derbie, replacing a building formerly occupied by Red Band Taxis (Figure 4-17)
- 1965: office and admin block erected to north, existing building demolished for Southland Frozen Meat Company Ltd, designed by Smith, Rice, Lawrence & Mollison (Figure 4-18 and Figure 4-19)
- 1974: two floors added to office and admin block and brick chimney demolished for Southland Frozen Meat Company Ltd
- 1989: internal alterations for Southland Area Health Board
- 1992: Steel windows on Esk Street façade replaced with aluminium

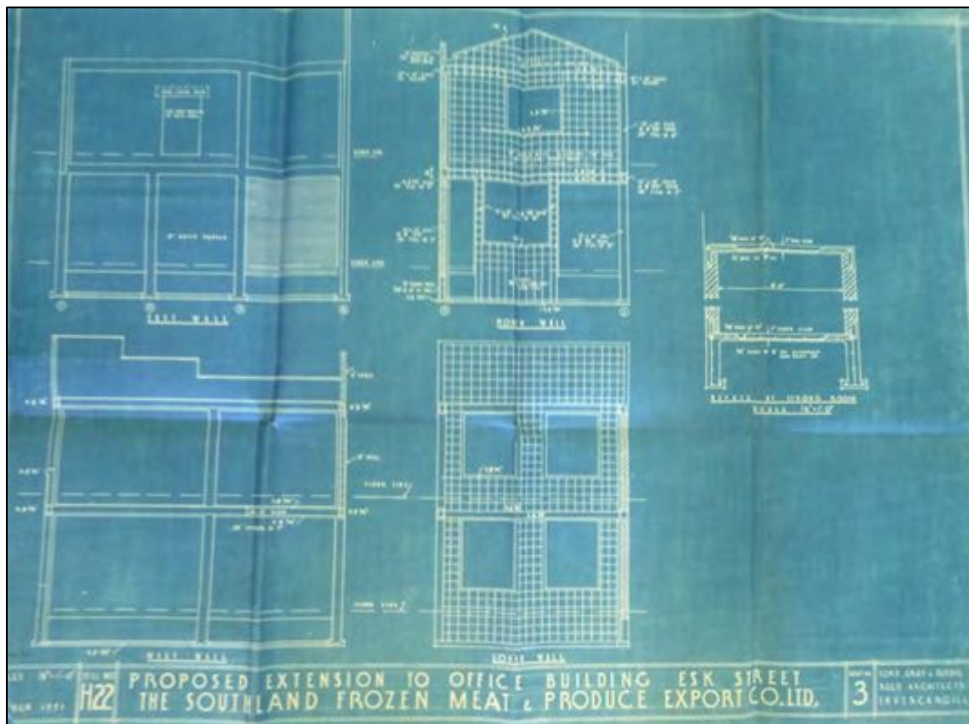


Figure 4-17. Plan from the 1951 extension of 8 Esk Street.

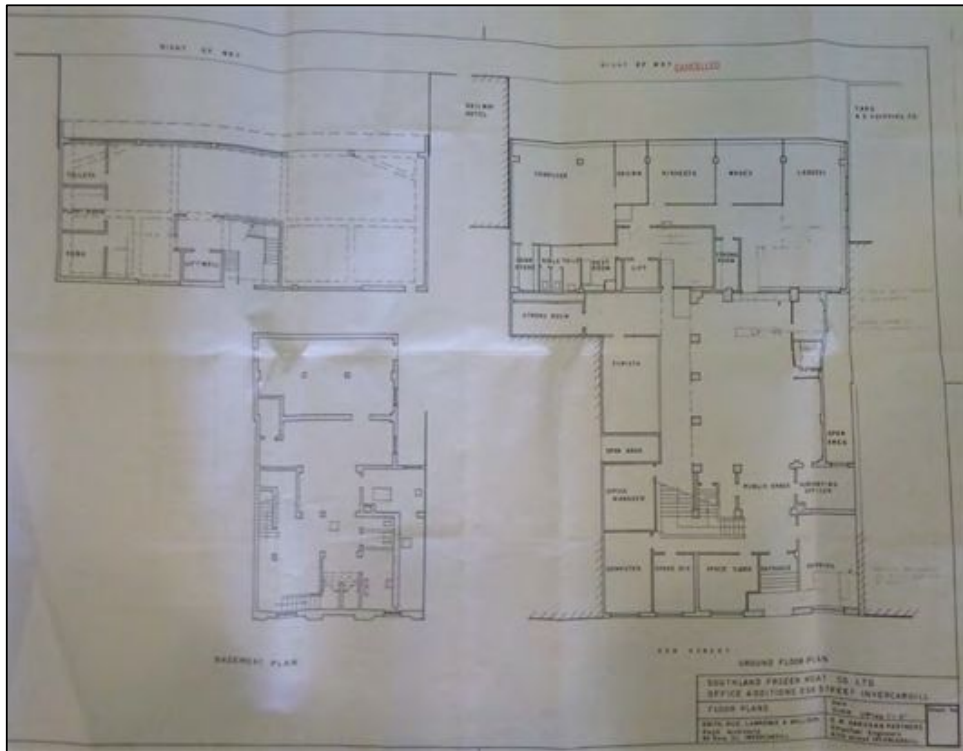


Figure 4-18. Plans showing 1965 extension of 8 Esk Street.

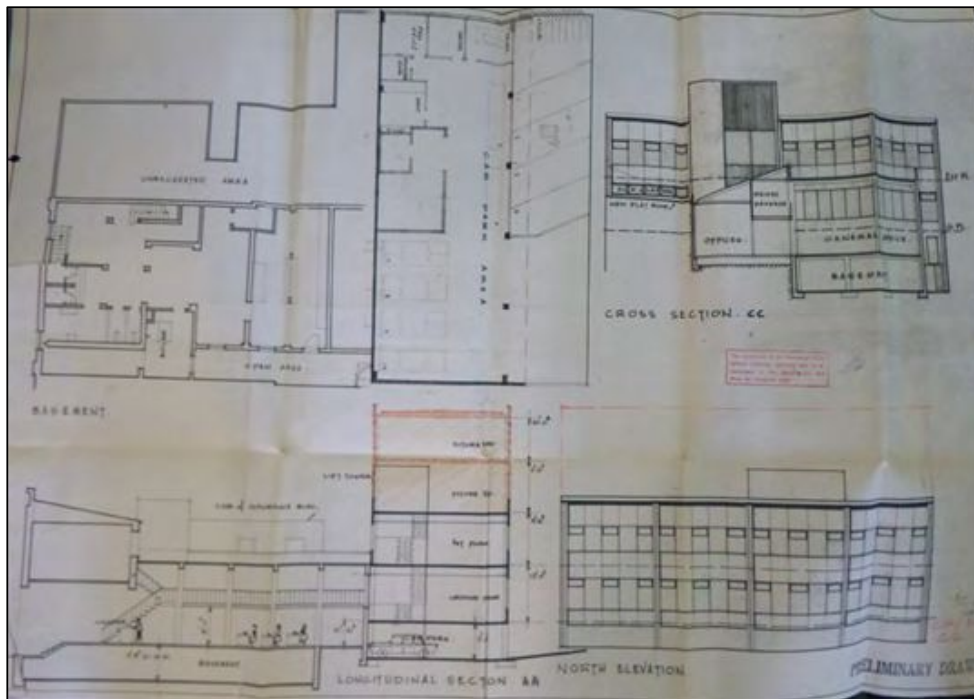


Figure 4-19. Plan showing elevations of 1965 extensions to 8 Esk Street.



Figure 4-20. Current view from Esk Street West of the Former Southland Health Building (8 Esk Street) in red.

4.1.3 Lombard House (10 Esk Street)

The building at 10 Esk Street, currently known as Lombard House, was originally constructed in 1908 for Captain Thomas Brodrick and the Invercargill Savings Bank and designed by C J Brodrick, and replaced a single-storey timber building that had been occupied by the bank since 1875. Extensive alterations were carried out in the 1950s, including the complete replacement of the Esk Street façade, but it is likely that some heritage fabric has survived. Lombard House is scheduled as Heritage item No. 125 on the ICC District Plan. The building has a long association with important local and regional companies, including the Invercargill Savings Bank, the New Zealand Shipping Company Ltd and Lombard New Zealand Ltd, prominent local architects C J Brodrick and Smith, Rice & Lawrence, and is a distinctive example of International style architecture, a style which is relatively rare in Invercargill. There is potential for subsurface archaeological features beneath and surrounding the extant building and therefore potential archaeological values (not yet assessed).

Table 4-4. Summary of land transactions and key events records for 8 Esk Street.

Year	Event	Source
1857	Transfer of Sections 10 and 11 to J T Thomson	SDI H.46
1860	Crown Grant of Sections 10 and 11 to J T Thomson	COT SL 3/267
1870s	TS 11 subdivided, 10 Esk Street now Lot K	DP 43
1875	Lot K leased to T Brodrick, Invercargill Savings Bank moves to site	COT SL 3/267
1878	Single storey building present on Lot K	
1885	Sections 10 and 11 transferred to Thomas Watson, Thomas MacDonald and George Mackie Williamson	COT SL 3/267
1889	Lot K lease to T Brodrick renewed for term of 14 years	COT SL 67/71
1895	Sections 10 and 11 transferred to G M Williamson, D L Matheson and R F Cuthbertson	COT SL 3/267
1896	Sections 10 and 11 transferred to D L Matheson and R F Cuthbertson	COT SL 3/267
1903	Sections 10 and 11 transferred to D L Matheson, R F Cuthbertson and F W Bicknell	COT SL 67/71
1908	Two-storey building constructed	(Southern Cross, 1908)

Year	Event	Source
1910	Two-storey building on site, occupied by Invercargill Savings Bank	(Council of Fire Underwriters' Association of New Zealand, 1910b)
1912	Sections 10 and 11 transferred to J E Watson	COT SL 67/71
1931	Lot 5 DP 3130 leased to R H Brodrick for term of 14 years	COT SL 144/114
1945	Lot 5 DP 3130 leased to Margaret Mary Smithie for term of 7 years	COT SL 144/114
1953	Lot 5 DP 3130 transferred to the NZ Shipping Company Ltd	COT SL 181/163
1956	Building at 10 Esk Street remodelled, façade replaced, for the NZSC	ICC Property File
1960	NZSC manager's office extended, minor internal alterations	ICC Property File
1973	Lombard New Zealand leases building, undertakes internal alterations	ICC Property File
1978	Lot 5 DP 3130 transferred to the Peninsular and Oriental Steam and Navigation Company	COT SL 181/163
1980	Corrugated iron roof replaced	ICC Property File
2000	Building at 10 Esk Street converted to backpacker accommodation	ICC Property File
2003	Shed at rear of property demolished	ICC Property File
2004	Building at 10 Esk Street converted to flat	ICC Property File
2011	Building at 10 Esk Street vacant by this date	ICC Property File

Lombard House is located on part of the project area that was formerly known as Lot K of Section 11, occupied previously by the Invercargill Savings Bank. The bank was established in 1864 by Captain Thomas Brodrick (Southland Times, 1899). Brodrick moved the bank to Lot K of Section 11 in 1875 after vacating another Esk Street office (Southland Times, 1874). Two photographs from 1878 show a single-storey building on the site (Figure 4-4 and Figure 4-21).



Figure 4-21. Detail from late 1878 showing building at 10 Esk Street highlighted in red (Southland Museum and Art Gallery, 1878).

Captain Thomas Brodrick was born in Hull, England in 1819 and had a passion for seafaring from an early age. Brodrick arrived in Invercargill (via Auckland and Whangarei) in 1864, where he left the sea behind him and established himself as a banker and churchwarden until his death in 1904 (Cyclopedia Company Ltd, 1903). Profits

from his bank were used to fund numerous charitable and community projects around Southland during the nineteenth and twentieth century (Esler, 2006).

In 1908, tenders were advertised for the construction of a new two-storey brick building, designed by C. J. Brodrick (Southern Cross, 1908). The building can be seen in the 1910 Fire Insurance Plan as a two-storey structure with yard and outbuildings behind. In the early 1930s, the property was re-surveyed as Lot 5 DP 3130, which encompassed Lot K as well as part of Section 10 to the north. The portion of Section 10 was an open yard with small bicycle shed from at least as early as the 1910 plan. At the time of this survey, the property was still leased by the Invercargill Savings Bank, by this date under the management of Captain Brodrick's son, Radford Brodrick. At the end of the 14-year lease, Brodrick relocated the bank and the property was leased by Margaret Mary Smithie.

Cuthbert John Brodrick was an Invercargill-born architect active from the 1880s until his death in the 1940s. Brodrick served his apprenticeship with F W Burwell in Invercargill and Melbourne before returning to New Zealand in 1891 and setting up a practice in Hawera. During the 1920s he entered into partnership with Tony Royds and following that with A. G. A. Milne (Murray, 2004). He was heavily influenced by his years spent with Burwell and continued his tradition of grand revival architectural designs (Findlay, 2006)

In 1953, the property was transferred from the Southland Catchment Board to the NZSC (ICC Property File), who had previously occupied the building next door (8 Esk Street) until the 1920s. In 1956 the NZSC undertook extensive alterations to 10 Esk Street (ICC Property File). These included the removal and replacement of the Esk Street façade and north wall, roofing iron and gutters, and the removal of chimneys and fireplaces. The architects for this redevelopment were Smith, Rice & Lawrence and the result was the extant Lombard House with its distinctive International stylings. The new Esk Street façade featured terracotta tiles, granite and concrete finished with buff and brown cement. Extension of the manager's office and further minor alterations were undertaken by the company in 1960. The NZSC were taken over by the Peninsular and Oriental Steam and Navigation Company (P&O) in 1973 and new tenants Lombard New Zealand Ltd took over the building at 10 Esk Street, although the property remained in the ownership of the NZSC's parent company, being formally transferred to P&O in 1978.

Lombard New Zealand Ltd were a finance and investment company that operated from several offices around New Zealand until they collapsed in 2008, resulting in a loss of \$111 million for its customers (Anthony, 2015). Upon taking over the building at 10 Esk Street in 1973, the company made a range of internal alterations and added their name above the doorway, resulting in the property being known as Lombard House up to the present. It is not clear when Lombard New Zealand vacated 10 Esk Street, but by the late 1990s P&O had sold the building (ICC Property File). Several subsequent owners used Lombard house as backpacker accommodation (Southern Backpackers and City Backpackers), but issues with fire code compliance meant the building was rented as a private flat in 2004. By 2011 the building was unoccupied and has been vacant since this date.

Other major twentieth century alterations of 10 Esk Street include:

- 1959: extension to manager's office and internal alterations for the NZ Shipping Co. Ltd, designed by Smith, Rice & Lawrence (Figure 4-22)
- 1973: alterations to the building for Lombard New Zealand Ltd, designed by Ernest N New & Associates
- 1980: corrugated iron roof replaced
- 2000: building converted from offices to backpacker accommodation
- 2003: Shed at rear of section demolished
- 2004: converted to a flat

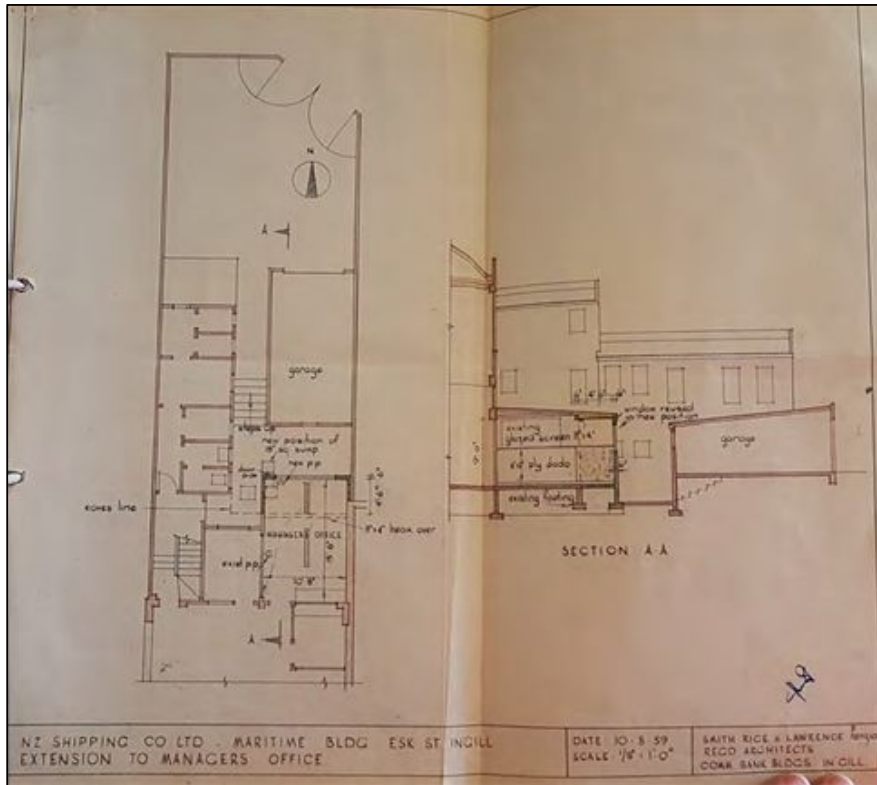


Figure 4-22. Plans showing 1959 alterations to 10 Esk Street.



Figure 4-23 Current view of Lombard House (10 Esk Street) from Esk Street West.

4.2 Archaeological Site 2 (not yet recorded)

Historical research has identified that 12-16 Esk Street (Pt Section 12 Block I Town of Invercargill) has a history of occupation from at least as early as 1866 when William Moffett was recorded as occupying an office on Esk Street, likely Lot F (now 16 Esk Street). This site has been the location of offices for numerous important Invercargill institutions throughout the nineteenth and twentieth centuries, including the *Southland Daily Times*, *Southern Cross* and Thomas Brodrick & Co. The site is currently occupied by:

- **Former Southern Cross Building (12-16 Esk Street)**
 - 12-14 Esk Street constructed by 1875, unknown architect, commissioned by
 - 16 Esk Street constructed between 1878 and 1910
 - Heritage item No. 127 on ICC District Plan

There are archaeological values (not yet assessed). The main building and façade (12-14 Esk West) is pre-1900 and there is potential the rest of building and façade (16 Esk Street West) may also be pre-1900 and there is potential for subsurface archaeological features beneath and surrounding the extant building from previous occupation.

4.2.1 Former Southern Cross Building (12-16 Esk Street)

The building at 12-14 Esk Street was constructed by 1878, and 16 Esk Street constructed later (between 1878 and 1910). The façades of the former Southern Cross building have seen only minor alterations since their construction, but the interiors have been extensively modified and the rear portion of 12-14 Esk Street has been demolished. The building at 12-16 Esk Street is scheduled as heritage item No. 127 on the ICC District Plan. These buildings, particularly 12-14 Esk Street, have long term associations with the *Southern Cross* newspaper, being the location of their offices from 1902 through to the late twentieth century.

Table 4-5. Summary of land transactions and key events records for 12-16 Esk Street.

Year	Event	Source
1857	Transfer of Section 12 to W Day	H.46
1860	Crown Grant of Section 12 to W Day	COT SL 4/74
1863	Lot E leased to A Mowatt	COT SL 4/74
1863	Lot F leased to W Moffett	COT SL 4/74
1877	Lot F leased to J W Bain	COT SL 4/74
1878	Fire destroys building on Lot F, damages building on Lots DE and G	(Thames Star, 1878)
1878	Building present on Lot DE	
1885	Section 12 transferred to Thomas Watson, Thomas MacDonald and George Mackie Williamson	COT SL 4/74
1887	Section 12 transferred to T Macdonald and G M Williamson	COT SL 4/74
1902	Lots D and E leased to J, W and J Ward for term of 14 years	COT SL 73/265
1905	Section 12 transferred to R F Cuthbertson and F W Bicknell	COT SL 73/265
1910	Two storey buildings present on Lot DE and Lot F	(Council of Fire Underwriters' Association of New Zealand, 1910b)
1912	Section 12 transferred to R F Cuthbertson, F W Bicknell and J E Watson	COT SL 73/265
1946	16 Esk Street occupied by offices of Thomas Brodrick & Co.	
1947	Lots DE leased to the Southland Printing and Publishing Company Ltd	COT SL 148/232
1979	Lots DE transferred to A L Hoskins and D A Hoskins	COT SL B1/1004
2004	Rear of 12-14 Esk Street demolished	ICC Property File

The former Southern Cross Building is located on part of the project area that was formerly known as Lots D, E and F of Town Section 12, and the first potential evidence of occupation here is the lease of Lot E to Andrew Mowatt and F to William Moffett in 1863. An 1866 street directory lists contractor William Moffett as having an office on Esk Street (Stevens and Bartholomews, 1866), which suggests there was a building on Lot F by this date. Parts of the earliest certificate of title for Section 12 are unreadable, leaving a gap in the occupation history of the property until 1877 when Lot F was leased to J W Bain for use as the offices of the *Southland Times*. A street directory from 1878 records merchants as occupants of the properties to either side of Lot F, with Mitchell & Co on Lots D and E and McDonald on Lot G. Earlier street directories are organised by name rather than location,

but one from 1875 records Mitchell & Co as located on Esk Street, suggesting that the building on Lots D and E was constructed by this date.

In July 1878 a fire broke out in the editor's room of the *Southland Times* office on Lot F and destroyed all buildings on that lot. Mitchell and Co's building to the east (Lot G) was gutted and McDonald's brick building to the west (Lot DE) was slightly damaged (Thames Star, 1878). Mitchell's building was so badly damaged it had to be pulled down and much of his stock was damaged after being dragged out into the street (Evening Star, 1878). A photograph taken in August that year shows a two-storey building on Lots D and E (the extant 12-14 Esk Street), and Lots F and G as vacant following the fire (Figure 4-24).



Figure 4-24. Detail from a late 1878 photograph showing building on 12-14 Esk Street highlighted in red (Southland Museum and Art Gallery, 1878).

In 1902, Lots D and E were leased to John Ward & Co, for use as the office of their weekly newspaper *The Southern Cross*. The paper was published on Saturday and known for its strong, liberal voice (Cyclopedia Company Ltd, 1903). The paper was able to include illustrations from 1891 when Ward installed photo-engraving plant at the Esk Street printing offices (National Library of New Zealand, 2020).

The 1910 fire insurance plan shows the *Southern Cross* printing office on Lots D and E, at this time also occupied by a bacon curer's, Lindsay & Co (Figure 4-6). Lot F is occupied by a small two-storey fruit shop and provides the latest possible date for the construction of the building at 16 Esk Street. A doorway can be seen linking the two buildings, and this, along with the matching façades, suggests that 16 Esk Street was built as an extension to 12-14 Esk Street.

Thomas Brodrick and Co occupied offices in 16 Esk Street during the mid-twentieth century. This firm was established as an offshoot of the Invercargill Savings Bank in 1870 by Captain Thomas Brodrick and was taken over following his death in 1904 by his son, Radford Brodrick (Cyclopedia Company Ltd, 1903). Radford Brodrick was born in 1859 in England and came to the colony as a child with his family (Cyclopedia Company Ltd, 1903).

The building at 12-16 Esk Street was still owned by the Southern Cross Printing Company up to the 1980s, but 14-16 Esk Street was leased out as a takeaway shop and dairy from the 1980s.

Major twentieth century alterations to 12-16 Esk Street include:

- 1929: alterations to shop front, relining of interior, erection of brick chimney and electric lights installed in 14-16 Esk Street for Peter Galanis
- 1946: alterations and repairs to offices, closing of one entranceway at 16 Esk Street for Thomas Brodrick & Co
- 1958: installation of window in the rear wall of 12 Esk Street for Southern Cross Printing Company Ltd
- 1982: repairs and strengthening of the parapet
- 1983: aluminium awning installed on 14 Esk Street for Andy's Burger Bar and Esk Street Dairy
- 1985: door installed in brick wall between 14 and 16 Esk Street for Esk Street Takeaways
- 2004: the rear of 12-14 Esk Street demolished to in line with the rear wall of 16 Esk Street (Figure 4-25).



Figure 4-25. Detail from 2004 image taken by the ICC showing demolition of rear portion of 12-14 Esk Street in progress (ICC Property File).



Figure 4-26 Current view of the former Southern Cross Building (12-16 Esk Street). Note the boundary as indicated by the blue line between the two buildings on Lots DE (left) and F (right).

4.3 Archaeological Site 3 (not yet recorded)

Historical research has identified that 18 Esk Street (Lot 1 DP 4409 and Lot 1 DP 10278) has a history of occupation from at least as early as 1863 when John Walter Mitchell took up the lease of Lot G. This site has been the location of offices for numerous important Invercargill firms throughout the nineteenth and twentieth centuries, including John Mitchell, John T Martin and David McKillop. The site is currently occupied by:

- **Former McKillop Ltd Building (18 Esk Street)**
 - Constructed in 1878, designed by Angus Kerr, commissioned by John Mitchell
 - Heritage item No. 128 on ICC District Plan
 - Remodelled c.1956 for Mckillop Ltd

The main building is pre-1900 and elements of the façade may also be pre-1900, although it was updated in 1962, and there is potential for subsurface archaeological features beneath and surrounding the extant building from previous occupation and therefore archaeological values (not yet assessed).

4.3.1 Former McKillop Ltd Building (18 Esk Street)

The building at 18 Esk Street, currently known as the Former McKillop Ltd building, was constructed in 1878 for merchant John Mitchell to a design by Angus Kerr. Internal alterations were undertaken at various times throughout the twentieth century, and the façade was updated in 1962. The building at 18 Esk Street is scheduled as Heritage Item No. 128 on the ICC District Plan. This building has significance due to its association to early Invercargill merchant and two-term mayor John Mitchell and prominent local architect Angus Kerr.

Table 4-6. Summary of land transactions and key events records for 18 Esk Street.

Year	Event	Source
1857	Transfer of Section 12 to W Day	H.46
1860	Crown Grant of Section 12 to W Day	COT SL 4/74
1863	Lot G leased to J W Mitchell	COT SL 4/74
1878	Fire destroys building on Lot F, damages building on Lots DE and G	(Thames Star, 1878)
1887	Lot G leased to J T Martin	COT SL 4/74
1951	Lot G (18 Esk) transferred to David Maitland Hay McKillop, surveyed as Lot 1 DP 4409	COT 148/23, DP 4409
1952	Ground floor frontage altered, toilets installed in rear yard, rear lean-to demolished	ICC Property File
1962	Alterations to building for McKillop Ltd	ICC Property File
1979	Stairway to first floor reinstated	ICC Property File
1990	Front garage area converted to office	ICC Property File
2004	Frontage altered, roller door installed	ICC Property File

The modern property of 18 Esk Street (Lot 1 DP 10278b and Lot 1 DP 4409) was surveyed as part of Section 12, Block 1, Town of Invercargill in 1857 and purchased that year by Walter Day. In 1863, this portion of Block 1 was leased to John Walter Mitchell, a merchant and two-term mayor of Invercargill. At an unknown date in the 1870s, Section 12 was surveyed and what is now 18 Esk Street became known as Lot G. Mitchell ran a general merchant store from a timber building on the property.

A photograph taken in late 1878 shows the current building at 18 Esk Street with scaffolding erected on the street frontage (Figure 4-27). In July of that year a fire destroyed the neighbouring *Southland Daily Times* office to the west and caused significant damage to the west wall, facade and roof of Mitchell & Co's timber store (Southland Times, 1878a). As a result of this fire, Mitchell lost nearly all his stock-in-trade (Evening Star, 1878). The following month, Mitchell attempted to have the walls rebuilt but the town engineer insisted that the west wall be replaced with brick, while the front could be renewed in timber (Southland Times, 1877, 1878c). Prominent local architect Angus Kerr was responsible for this new building (Southland Times, 1877). The late 1878 photograph appears to show the entire structure as brick, and none of the building is visible in the August 1878 shot, so it is likely that Mitchell used this opportunity to rebuild his premises. By January 1879, Mitchell was conducting his business from the rebuilt store (Southland Times, 1919).

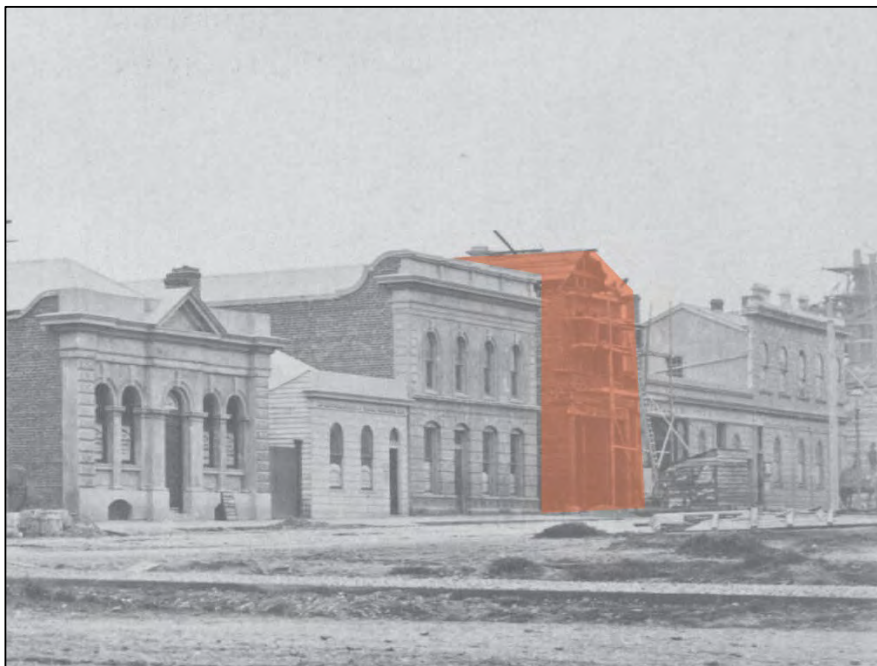


Figure 4-27. Detail from a late 1878 photograph showing the building at 18 Esk Street under construction (highlighted in red) (Southland Museum and Art Gallery, 1878).

Angus Kerr was a well-known early Invercargill architect. In 1820, Kerr was born in Glassary, Argyll, Scotland and married Margaret Cameron in 1845. Angus and Margaret, along with their son John and daughter Marion, sailed on the *Victory* to New South Wales, arriving on 19 July 1849, where Angus's occupation was recorded as a carpenter. The Kerrs had five more children, and the birth and death records of their children indicate that they lived in Melbourne from 1850. Tragically, two of their daughters died on the same day of their birth and a son died in his first year.

In the early 1860s, Angus travelled to New Zealand, and in 1862, his first tenders to builders appeared in the *Southland Times*, which also indicated he had based himself at the Albion Hotel in Invercargill (*Southland Times*, 1862b). Shortly thereafter, Kerr moved his office to Kelvin Street (*Southland Times*, 1862b) and then to a more prominent location on Tay Street, next to the Commercial Hotel (*Southland Times*, 1863b). Newspaper advertisements suggest that Kerr left Invercargill in late 1864, returning to Melbourne, where it is presumed that his family had remained. No records could be found as to the work that Kerr undertook during this period; however, Kerr placed an advertisement in the newspaper in seeking work as an architect's assistant or clerk of works, indicating he had 27 years' experience in the building trade and satisfactory testimonials (*The Argus*, 1867a). It is interesting that Kerr advertised himself as an architect while in Invercargill, yet back in Australia he sought work as an architect's assistant. It is likely that Kerr never formally trained as an architect, as suggested by his trade listed as carpenter on arrival in Australia but built his knowledge on experience in the industry. In May 1867, Kerr put his two-storey house (Argyle House) up for sale, located at 13 Errol Street, Hotham and indicated he was moving to New Zealand (*The Argus*, 1867b). Kerr and his family moved to Invercargill, and advertisements from architect Angus Kerr, located on Spey Street, were placed in the newspapers by 4 October 1867 (*The Argus*, 1867a). Kerr was a prolific architect, and described after his death as a founder of Invercargill as he designed so many of the town's buildings (*Southern Cross*, 1911). He appears to have been a reticent man, with few mentions of him in the newspapers, even upon his death in 1898 at the age of 78 years.

In 1887, Lot G was leased by John T Martin, proprietor of the Black Eagle Brewery. It is unclear what Martin was using the property for, but he was succeeded by brewers Surman & Co in the 1890s (*H. Wises and Co.*, 1898). The 1910 fire insurance plan shows 18 Esk Street as occupied by the Bristol Piano Company, having recently replaced the Victoria Tea Rooms (Figure 4-6).

In 1951, 18 Esk Street was purchased by real estate agent David Maitland Hay McKillop (McKillop Ltd). A survey plan from the time of this purchase shows the footprint of the building covering most of the property, with a small brick lean-to in the northwest corner, a larger corrugated iron lean-to in the northeast corner, and a covered passageway extending up the east side of the building (Figure 4-28). This building is the only building in the project area with a verandah, however it appears to be twentieth century with absence of verandah posts and brackets scheduled in APP3-4 Street Furniture of the ICC District Plan.

Major twentieth century alterations to 18 Esk Street include:

- 1952: Esk Street frontage was altered, a lean-to at the rear of the building replaced and two toilets erected in the northeast corner of the rear yard
- 1962: brick chimney in northwest corner demolished, timber ground floor was removed and replaced with concrete, two strongrooms were installed, a suspended ceiling installed on the ground floor and the ground floor frontage remodelled to form a garage area to a design by Invercargill architects Smith, Rice & Lawrence (Figure 4-29)
- 1979: reinstatement of the stairway to the first floor
- 1990: conversion of the front garage area to offices
- 2004: replacement of joinery on ground floor frontage and installation of a roller door, and French doors installed on the ground floor of the north elevation

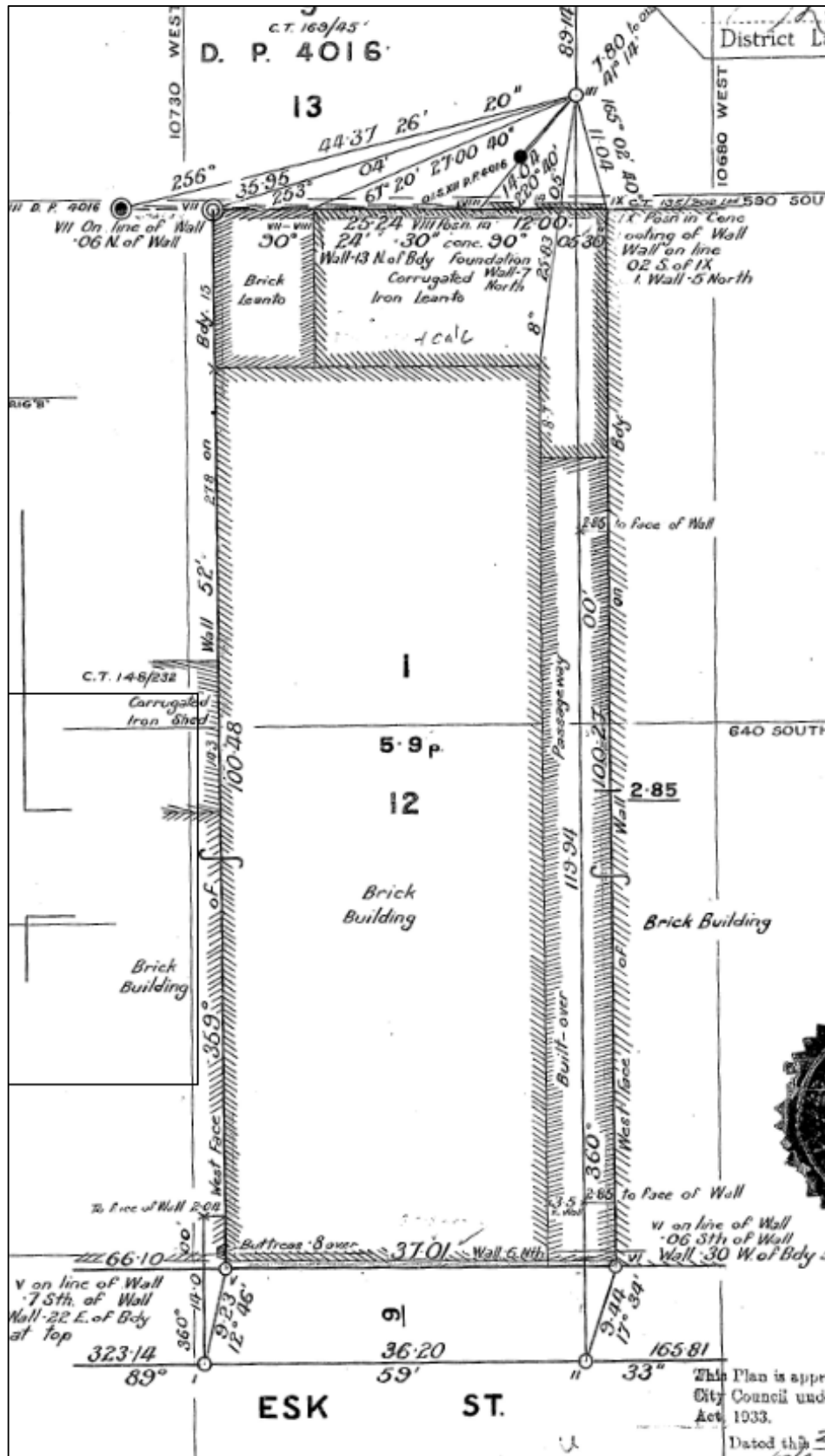


Figure 4-28. Detail from 1951 survey plan showing layout and buildings present at 18 Esk Street (DP 4409).

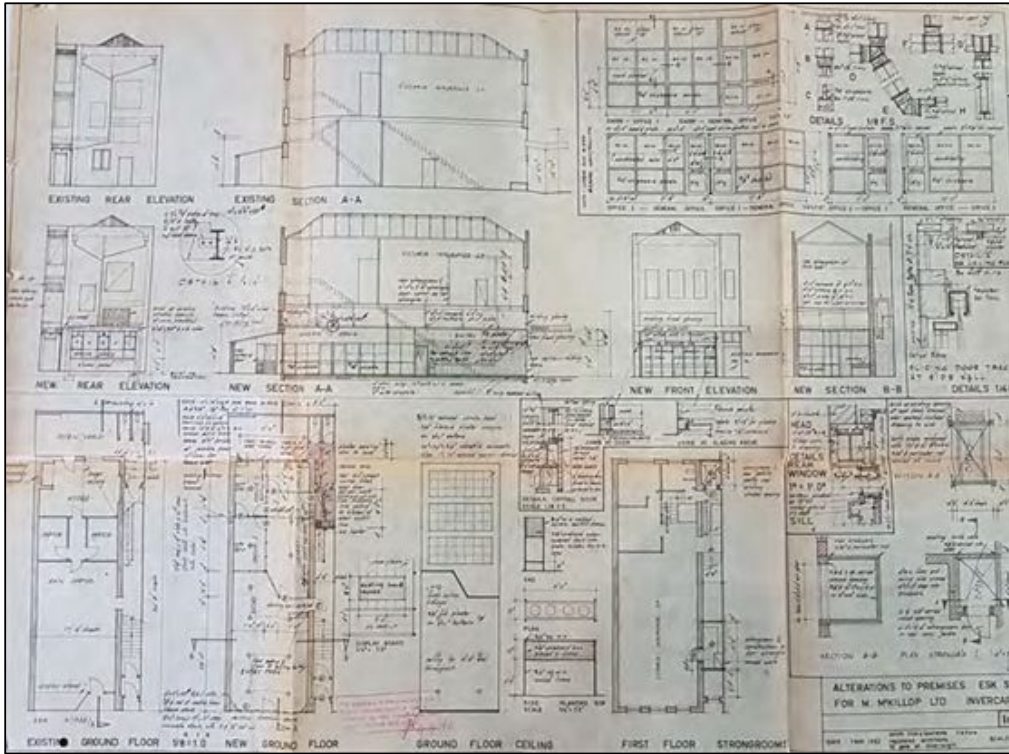


Figure 4-29. Plans showing 1962 alterations to 18 Esk Street.



Figure 4-30. Current view of the Former McKillop Ltd Building (18 Esk Street).

4.4 Archaeological Site 4 (not yet recorded)

Historical research has identified that part of 6 Esk Street (Part Lot 1 DP 5742) was previously occupied by part of the Gerrard's Private Railway Hotel complex. This site (which also includes Part Lot 1 DP 4200), has been the location of a hotel since 1876. The current building was constructed in 1896, extended to the north in 1907, and later in the twentieth century a portion of the building fronting Esk Street (Part Lot 1 DP 5742) was demolished (Heritage New Zealand Pouhere Taonga, 1990). The site is currently occupied by the Railway Hotel and an open accessway to the rear of the hotel and buildings along Esk Street West. The Railway Hotel is a Category 1 listed Heritage item on the New Zealand heritage List/Rārangi Kōrero (List No. 2506).

5 Previous Work Identifying Heritage Values

Previously identified heritage sites and places near the project area can provide information that is valuable for project planning and assessing the heritage values and impacts to the wider heritage landscape. NZHP carried out comparative analysis using ArchSite (the New Zealand Archaeological Associations archaeological site recording scheme), the HNZPT List, the ICC Heritage Record (Appendix II Proposed District Plan), the Gray 1997 Review and *Invercargill City Centre Heritage Buildings: A History* (Morton, 2004) and considered the recent report to Invercargill City Council *Invercargill City: Central City Area: Heritage Buildings Reassessment 2016* (Farminer & Miller, 2016) to identify if there are any previously recorded sites and heritage items on or near the project area or relevant for comparison. Two recent resource consent applications and hearings also provide relevant background and insight into the likely course of action and level of resistance to the three development scenarios identified for consideration. The results of a brief comparative analysis, along with case studies and funding opportunities, are presented here.

5.1 Invercargill's Architectural Heritage

Invercargill is well known for its rich built heritage and architectural history. The heritage portion of the ICC District Plan is almost exclusively focused on this aspect of the settlement's past and the reviews which have informed the ICC heritage register are based purely on architectural values, all of which have identified the Esk Street West buildings as a key heritage streetscape group that contributes to the central city heritage character (Farminer & Miller, 2016; Gray, 1997; Morton, 2004). Invercargill's development can be traced through the architectural styles of its buildings, with the commercial structures particularly closely entwined with the settlement's economic history.

The earliest buildings in Invercargill were timber or ponga houses and were often only intended to last until a more permanent structure could be erected or a land parcel secured (Hall-Jones, 2013). There are no recorded surviving examples of these earliest buildings, and they did not possess a uniform style due to their utilitarian nature. These timber structures began to be replaced with stone and brick buildings during the late 1860s and 1870s; however, the town was still dominated by timber until the 1880s when the frozen meat industry, and the agriculture required to support it, brought a rapid influx of wealth to Invercargill. As the population of Invercargill was still relatively small at this time, there were only a small number of practising architects (F W Burwell being the best known) and as a result most of the new buildings were designed by the same individuals and firms. During the late Victorian and Edwardian periods, architecture around the colonial world was dominated by revival styles, including Gothic, Classical, Baroque and Italianate, and many central Invercargill streets still feature numerous highly ornate façades erected during the agricultural boom years (Gray, 1997). Exploitation of local timber and coal sources extended this economic growth period into the twentieth century. The urban architecture reflects this through the appearance of Art Nouveau, Arts and Crafts and Art Deco buildings. Invercargill remained protected from the 1930s depression longer than other regional centres, due largely to its agricultural economy, and this resulted in the large number of Art Deco new builds and updates to existing structures. When the local economy did slow down the downturn lasted until the 1950s when a surge in wool prices provided a brief respite. This boom, embodied in several large buildings in the International style such as the Kelvin Hotel, was less intense and shorter-lived than the previous good times and so many of the older building stock remained unaltered (Farminer & Miller, 2016). The opening of the Tiwai Point aluminium smelter in 1971 brought another injection of wealth to the city and encouraged the construction of a wave of Modern style structures.

5.2 Previously Identified Heritage Sites in Invercargill

There are a significant number of heritage sites throughout Invercargill that have been listed with HNZPT or have been identified on the Heritage Record of the ICC District Plan (Figure 5-1). The items on the Heritage Record have been assigned to one of five separate lists that have different levels of protection under the Heritage Rules (see Appendix A).

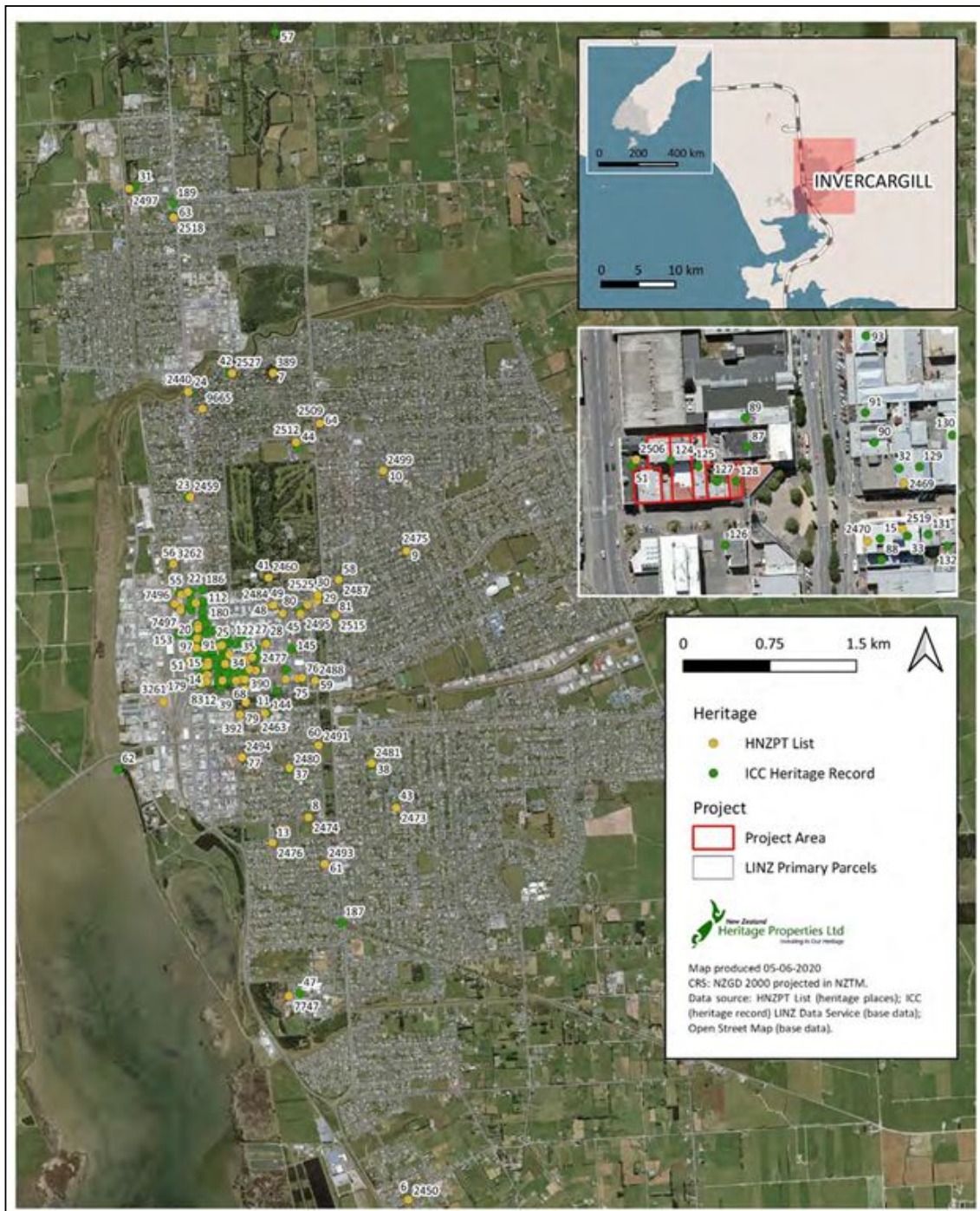


Figure 5-1: Map showing HNZPT listed and ICC scheduled heritage items in Invercargill.

All the heritage sites scheduled as Heritage Items for Invercargill relate to European occupation. There is a large cluster of these sites situated around the CBD. The scheduled heritage items tend to be built structures such as buildings, memorials, and street furniture which add to the city visually. Invercargill is unique as there is a large variety in style of prominent buildings. This includes Victorian and Edwardian Revivalist styles (such as Baroque, Classical, Gothic Revival, Tudor and Italianate) and early to mid-twentieth century styles (Art Nouveau, Arts and Crafts, Art Deco, Commercial) (Gray, 1997). Street furniture includes street lamps, kerbing, and verandah posts and brackets (Gray, 1997).

Several reviews have been undertaken of Invercargill’s heritage assets. The first was a 1997 report by Oakley Gray Architects that assessed 900 buildings around the city and identified 162 as possessing heritage significance based solely on architectural values of their façades. This report provided the basis for the ICC Heritage Record described above, but several updates and reassessments have taken place since then. The following year Angela Morton (Morton, 1998) undertook historical research into each of the 162 buildings identified in Gray’s report, and this work was later updated by Janna Murray (Murray, 2004). These complimentary reports added to the stories of each heritage building and created a more nuanced picture of each structure’s potential heritage values; however, they were not fully integrated with the original assessment until 2016 when Origin Consultants were commissioned to re-assess the Invercargill heritage building stock (Farminer & Miller, 2016). This most recent assessment was still heavily focused on the visible architectural value of the buildings, but also took into consideration known cultural, historical, and technological associations and values of each structure. Origin’s reassessment resulted in 25 buildings being recommended for removal from the register based on them having ‘low or no identifiable heritage building value’ and two recommended for an upgrade to Tier 1 and possible inclusion on the HNZPT list (the Public Trust Building and Law Courts). Most of those recommended for removal were single storey ‘filler’ shops or those that had been heavily modified and as such lost most of their heritage features.

Of relevance to the proposed project, the Esk Street West buildings feature in the 2016 reassessment where their significance was briefly assessed without additional primary historical research to verify information nor site survey of the buildings to identify heritage fabric and recommendations made for protection. Table 5-1 contains the results of this reassessment specific to each building along with an updated description from this appraisal.

Table 5-1 2016 re-assessment of the buildings within the project area (Farminer & Miller, 2016).

Name	Location	Ref. No.	Origin 2016 Reassessment (Farminer & Miller, 2016)	Description (NZHP, this appraisal)
Former Southland Health	8 Esk Street (Lot 4 DP 3130 Lot 2 DP 4200)	124	Description: Large, two-storey brick and reinforced concrete building with rendered façade, designed by CJ Brodrick & TP Royds in Art Deco style and constructed c.1934 for the Southland Frozen Meat & Produce Co Ltd. With later, c.1950-52 extension to the west. In good-fair condition. Significance: Good streetscape and architectural value for its quality Art Deco detailing and character, and association with Invercargill architect, CJ Brodrick. Some group streetscape value with the other mid-century East Street West buildings. Protection: Yes. Esk Street West frontage as a minimum.	Large, two-storey brick and reinforced concrete building with rendered façade, original portion constructed pre-1878, second storey added c.1891, remodelled by CJ Brodrick & TP Royds in Art Deco style in 1934 for the Southland Frozen Meat & Produce Export Co Ltd. With later, c.1951, extension to the west designed by Ford, Gray & Derby and 1960 office and admin block to the north.
Lombard House	10 Esk Street West (Lot 5 DP 3130)	125	Description: Two-storey, reinforced concrete building (rebuilt c.1956) with tiled cladding, designed by Smith and Rice Architects in International style for the NZ Shipping Co. Ltd. In fair condition. Significance: Good streetscape and architectural value for its quality International style character and tile cladding. Some group streetscape value with the other mid-century East Street West buildings. Protection: Yes. Esk Street West frontage as a minimum	Two-storey, brick and reinforced concrete building constructed in 1908 for Captain Thomas Brodrick and the Invercargill Savings Bank and designed by C J Brodrick; remodelled in 1956, including façade replacement with tiled cladding, designed by Smith and Rice Architects in International style for the NZ Shipping Co. Ltd.
Former Southern Cross	12-16 Esk Street West	127	Description: Two-storey, rendered brick building in Classical Victorian design; constructed c.1887 and became the offices of the Southern Cross News. In fair condition. Significance: Good streetscape, architectural and historic values from its typical Victorian classical commercial frontage and long association with the Southern Cross newspaper. Protection: Yes. Esk Street West frontage.	Two-storey, rendered brick building in Victorian Revivalist design; 12-14 Esk Street constructed pre-1878 and 16 Esk Street by 1910, and became the offices of the Southern Cross News.
Former McKillop Ltd	18 Esk Street West (Lot 1 DP	128	Description: Two-storey, rendered brick building of uncertain date but remodelled c.1956 for McKillop Ltd in mid-twentieth century design. In fair condition.	Two-storey, rendered brick building constructed in 1878, for merchant John Mitchell to a design by prominent Invercargill architect Angus Kerr;

Name	Location	Ref. No.	Origin 2016 Reassessment (Farminer & Miller, 2016)	Description (NZHP, this appraisal)
	4409 Lot 1 DP 10278)		Significance: Low streetscape and architectural value as a fairly ordinary example of its period and makes little real contribution to the Esk Street West area group apart from the McKillop sign. Protection: No. remove from list	remodelled 1950s and 1960s for McKillop Ltd in mid-twentieth century design by Smith, Rice & Lawrence

Origins 2016 Re-assessment report recommended protection of the Former Southland Health, Lombard House and Former Southern Cross buildings with protection of the Esk Street West frontages as a minimum. They also recommended that the Former McKillop Ltd building be removed as a heritage item from the ICC District Plan. However, in making their recommendations they did not appear to consider historical, archaeological or other heritage values associated with:

- the identification of the Former Southland Health building as being constructed from 1878 to 1934
- the construction of Lombard House in 1908 for Captain Thomas Brodrick and the Invercargill Savings Bank and designed by important architect C J Brodrick
- the two phases of construction of the Former Southern Cross building, with early 1870s-1910 façades having only minor alterations since construction
- the 1878 date of construction for the Former McKillop Ltd building for merchant John Mitchell to a design by prominent Invercargill architect Angus Kerr
- associations with architects, such as prominent modern locals Ford, Gray & Derby (6 to 10 Esk Street West) and Smith, Rice and Lawrence (Lombard House and Former McKillop Ltd) and their relationships with multiple buildings within the project area and surrounding heritage buildings (e.g. the Invercargill Railway Station).

Assessment of in-depth heritage values is outside the scope of this appraisal; however, this suggests the identified heritage items will have additional and higher heritage values, including archaeological, than previously identified.

In addition, Origin’s 2016 re-assessment report specifically uses the former Southern Health Building (8 Esk Street West) as a good example of Art Deco architecture in Invercargill. It describes that the 1920s-1950s group of distinctively ‘modern’ buildings ranged around Esk Street West (Re 127, 128 and 129) as a group of Tier 2 buildings that “contribute to the central city heritage character”. It further identifies the buildings in Esk Street West as part of a wider key streetscape group including “the group of distinctive mid-twentieth century buildings that include the railway station in Esk Street West to the rear of Wachner Place”.

In 2019, the ICC released a Heritage Strategy (Invercargill City Council, 2019a) that identified key priority heritage areas and priority heritage buildings in order to recognize the city’s heritage and encourage retention and upgrade. The release of this strategy came on the back of two high profile resource consent applications for demolition of listed and scheduled buildings. The lack of an overarching heritage strategy was discussed during consent hearing proceedings for the Invercargill Licensing Trust’s application in 2018 to demolish a prominent group of buildings on Dee Street to make way for a new hotel development. The ICC Heritage Strategy provides direction for heritage building owners generating key action points for the retention and adaptive reuse of heritage buildings particularly within the priority areas (see Figure 1-2 and Appendix D).

Adjacent heritage items have the potential to be affected by the deterioration of buildings or plans for demolition and redevelopment within the Esk Street West project area. Immediately adjacent to the project area, situated on the corner of Esk Street West and Leven Street is Gerrard's Private Railway Hotel (Heritage New Zealand List No. 2506, Cat 1, APP3 Sites Registered by Heritage New Zealand, Ref: 51). This building is also identified as a key priority building within the ICC heritage strategy. The 2016 Origin reassessment report describes this building as a two and three-storey brick hotel building in Classical Victorian style with contrasting plastered window decoration, keystones and a balustrade parapet; designed and constructed c.1896 by Charles Gilbertson and extended in the same style c.1907 by C.J Brodrick. Its significance is assessed as high. It is listed and has high streetscape and architectural value as an example of high quality Classical Victorian design, its association with two

prominent architects, and its important corner position on Leven and Esk Streets. Cultural value for its association with the former railway centre. Protection of the whole building is recommended (Farminer & Miller, 2016).

Opposite 10-18 Esk Street West and contributing to the Esk Street West Streetscape is the Former State Fire Insurance Building (13 Esk Street West, ICC District Plan Ref 126). The 2016 reassessment report states that this building is a two-storey, reinforced concrete building designed by J T Mair in Art Deco style; constructed as the State Fire and Accident Insurance office circa 1938. It was assessed as having high architectural and streetscape values for the quality and construction of its Art Deco design, standalone position and association with the prominent architect and protection was recommended for the whole structure (Farminer & Miller, 2016).

The former Invercargill Railway Station is immediately to the west of the project area across Leven Street. The building was constructed circa 1978 in a modernistic concrete design by local architects Ford, Gray, Derby and Hurd. It is a two-storey building with distinctive angular rooflines and bays. The 2016 reassessment report states that it is one of few modern designs in a distinctive character and construction style in the city; the railway station replaced the former Victorian station on a nearby site and provides a strong architectural contrast with the largely historic architecture of the CCA. Protection was recommended for the whole structure and inclusion of the former Invercargill Railway Station at 2 Leven Street in the ICC District Plan as Tier 2 (Site of Local Significance) (Farminer & Miller, 2016). However, the operative ICC District Plan does not include this building on the heritage record.

Other listed and scheduled heritage buildings are situated nearby on Dee Street in the blocks to the north and south of the project area such as the block of buildings from the former Grand Hotel to the Briscoes building (76-106 Dee Street) referred to as the Dee Street Historic Area (Farminer & Miller, 2016). To the east of Wachner Place, identified heritage items are situated on the north of Esk Street with retained heritage façades to the south within the Invercargill Central Development.

5.3 Recent Resource Consent Decisions

The following section provide several examples of recent resource consent decisions from Invercargill that involved heritage considerations. It outlines the projects and some of the specific heritage matters arising from the consent process that will be directly relevant to any redevelopment of Esk Street West.

5.3.1 *Invercargill Central*

Directly to the southeast of the project area opposite Wachner Place, the Invercargill Central Development is a large-scale project to redevelop an entire block (Block II, Town of Invercargill) to revitalise the area and create a bustling city centre where all manner of business and interaction can take place. The scale of the project has had a positive economic impact with a large budget, labour spend, and hundreds of jobs created. The development will result in a range of dining offerings including a food court and boutique eateries, retail shops with a large anchor retailer, covered multi-storey covered carpark with 625 parking spaces, open air internal laneways and outdoor dining spaces within the precinct and office blocks and apartments, bringing an additional 1500 people to the CBD every day. The goal was to bring back Invercargill's heart.

The plans cover redevelopment of the complete block bordered by Dee, Esk, Kelvin and Tay Streets, with the exception of the Kelvin Hotel, Reading Cinemas and Bank of New South Wales (1 Dee Street, HNZPT List Cat 1, ICC DP). Careful consideration was given to design a contemporary, functional centre that provides an engaging customer experience while remaining in scale with the existing heritage buildings it is surrounded by. Three heritage building façades are being preserved and worked into the new development, including that of the former Southland Times building (67 Esk Street, HNZPT List Cat 2, ICC DP), Coxhead's Building (31-35 Esk Street) and Cambridge Arcade (59-61 Esk Street), all on Esk Street. While the Bank of New South Wales is included in the project area, there are no current plans to alter this building other than the construction of a building around it, highlighting this significant building. The retained façades are proposed to be rejuvenated and redecorated in a way that

highlights them as important heritage assets, and the new buildings surrounding each have been designed to frame each asset (Burgess, 2018). The façades chosen for retention also act to maintain the proportions of contextual value across the block and provide a representative sample of the types and style of buildings within it.

Block II represents the longest continuously occupied area of Invercargill and was the location of some of the earliest built structures. There were numerous buildings identified previously as having heritage significance within Block II. Four buildings have been listed by HNZPT based on their heritage values, including the former Bank of New South Wales (Category 1) at 1 Dee Street, the Southland Times (Category 2) at 67 Esk Street, the Lewis & Co Building (Category 2) at 29 Esk Street, and the Newburgh Building (Category 2) at 33 Dee Street. The ICC has recognised a further 17 buildings in the District Plan as having local heritage significance. Both the listed and scheduled buildings are included in the District Plan Heritage Record, which affords them protection to varying degrees under the Heritage Rules. In addition, the entire redevelopment area is archaeological, with 20 archaeological sites identified within the block during the assessment phase, which are protected under Heritage New Zealand Pouhere Taonga Act 2014.

The development has had a significant effect on heritage and archaeology. The redevelopment of Block II is having a large adverse effect on its archaeological resources, including the demolition of 15 pre-1900 buildings, partial demolition of one pre-1900 building, and impacts to subsurface archaeological features across the block. The development also resulted in the total loss of heritage values for some buildings:

- 1) **The demolition of HNZPT listed buildings**, the Lewis & Co Building (29 Esk Street) and the Newburgh Building (33 Dee Street), constituted a non-complying activity under the ICC District Plan and had a major adverse effect on the heritage values. The poor condition of the Newburgh Building meant that strengthening and adaptive re-use was not feasible without the loss of heritage fabric, and without this fabric, the connection to its heritage values are all but lost. The demolition of the Newburgh Building also necessitates the loss of the adjacent Lewis & Co Building, where adaptive re-use may have been better-suited.
- 2) **The demolition of 14 scheduled buildings** included on the ICC District Plan was a discretionary activity. An evaluation of the heritage values of these buildings has shown that 13 have low and one has medium heritage value. Based on this values assessment and the magnitude of the impact, the overall significance of effects is considered slight to moderate for all buildings apart from Fairweather's Building, where the redevelopment will have a moderate effect.
- 3) **Partial demolition of a list building**, The Southland Times building, and alterations to the façade constituted a non-complying activity under the rules of the district plan and had a moderate adverse effect on the heritage values. Retaining the façade will be beneficial to the redevelopment in that it will maintain part of a key historic building that has considerable architectural, cultural, and historic values. This façade will also provide architectural balance with Coxhead's Building (31-35 Esk Street), which will also be retained at the west end of Esk Street, and the Cambridge Arcade (59-61 Esk Street) in the centre of this side of the block. NZHP supported the retention of the Southland Times façade; however, we recommended the alterations follow best practice standards of façade retention. According to guidelines developed by HNZPT for successful façade retention, a façade should retain original elements and detailing, the design should include at least one-room depth of the original structure, modifications above floor level should be avoided, and views to the sky should be avoided (NZHPT, 2007).
- 4) **Façade alteration of scheduled buildings** for the retention of the façades for Coxhead's Building and the Cambridge Arcade; however, as the final design develops, it was important that alterations of these façades were kept to a minimum and that respect is given to the original ornamentation and materials as recommended in the ICOMOS NZ Charter (2010) and by HNZPT (2007).
- 5) **Removal of street furniture**, namely the verandah posts was a discretionary activity under the District Plan and was considered to constitute a moderate to large adverse effect. This action saw an important piece of heritage fabric lost from Block II. Considering that most of the buildings in the block will be demolished, retaining the verandah posts is not in keeping with the redevelopment. To mitigate for

this significant loss of fabric, NZHP recommended that the design of the verandah for the building to replace Fairweather's Building (58 Tay Street) be reconsidered to include a reinterpretation of the historic verandah, and that some verandah posts be repurposed throughout the development and/or retained for reuse elsewhere in the city.

At the beginning of the project the development proposed to demolish all the buildings on site to create a clean slate from which to develop. However, consideration was given to an assessment of values and effects, alternative less adverse options, mitigation of the effects of demolition and rebuild, buildings recording, reuse of building material, public interpretation, strengthening of existing heritage resources and preservation of archaeological materials.

The resource consent application proceeded to a hearing with the majority of submitters that were against the project opposing it on the basis of impacts to heritage. The consultant planner for the ICC, John Clease, during the Invercargill Central Development consent hearing identified that *Heritage effects are among the most significant matters raised by the application and in submissions opposing the application.* (Clease S. 42a planner's report 2019). – It is likely that a similar situation would arise in any application for full demolition in Esk Street West. Responses at the hearing argued that retention of heritage fabric and retention of heritage character should have been the starting point for the project. It could have been incorporated in a more meaningful way. There was concern that the mitigation proposed for the loss of heritage buildings was disproportionately low in relation to the amount of heritage that would be lost. The decision of commissioners stated that an “overall assessment of the proposal is that it goes a considerable distance towards the goals of the plan to preserve the best elements of heritage which exist in Block II, as well as reinvigorating the revitalising of the CBD...[but] would have liked to have seen consideration of the retention of more building facades in Esk Street. We also regret the loss of the Cambridge Arcade as a feature...” The commissioners viewed that consent would be granted as they assessed that the proposal “will make a significant contribution to the advancement of the sustainable management of natural and physical resources in the Business 1 Zone of Invercargill City”.

The basis for support for Invercargill Central on heritage matters was contingent on the outcome that the redevelopment would sacrifice some heritage items but lead to greater heritage outcomes on the peripheries of the project area as connections and activation with surrounding heritage items were developed. The consent was subject to numerous conditions for heritage including but not limited to heritage survey and buildings recording, maintaining the Bank of New South Wales building, review of plans by a conservation architect, façade retention plans, a plan for retention of verandah posts, dissemination of public information and interpretation.

5.3.2 *Langland's Block (ILT Hotel)*

Recently surviving elements of Langland's block, including the prominent corner Routs building (73-81 Dee Street, ICC District Plan ref 93) have been demolished nearby on Dee Street to make way for the ILT's hotel development. At the time of assessment, the building was scheduled as Class 2 in Appendix II Heritage Register of the Invercargill City Council District Plan (Reference 26). A Class 2 schedule required that the façade should remain in place and be preserved. The operative sections of the ICC Proposed District Plan also scheduled 73-81 Dee Street in Appendix II.3 Heritage Record as Class 2 (Reference 93) with the same provisions. This building was assessed to have moderate-high heritage values due to being designed by renowned architect Frederick W Burwell, its context within Langland's block and as key characteristic of Invercargill's heritage streetscape within a major thoroughfare. It was recommended that less adverse alternative options to full building demolition and site redevelopment be explored, such as retaining the façade (McStay, 2017). The ILT's application was publicly notified for consultation but there was no opposition. The decision of the commissioner recognised there would be total loss of one heritage and archaeological item but that the benefits outweighed the cost, with the new building being an “architectural lodestar”, a bold contemporary marker also with symbolic value sensitive to urban design requirements as a signature building on a corner of the city grid (Maassen, 2018). A key element of the issued consent were the mitigation measures that sought to improve the outcomes of other heritage buildings in the city. Each included a

financial cost, that could be viewed as a benchmark for the level of mitigation required for a full demolition of Esk Street West.

Consent conditions included:

- 1) Prior to demolition of the heritage building at 73 – 81 Dee Street commencing, the consent holder shall provide the following to the Council’s Director of Environmental and Planning Services for certification that it provides suitable mitigation for the loss of heritage values:
 - a. The proposed name for the hotel, which shall provide a connection to the heritage values of the site.
 - b. Details how public interpretation of the heritage values of the site will be incorporated into the development, which may for example include signage/ panels, images, videos and/or information booklets.
 - c. Details confirming how materials from the building, the original kerbstones and original verandah columns will be reused in the development.
- 2) Prior to the demolition of the heritage building at 73 – 81 Dee Street commencing, the consent holder shall provide to the Council’s Director of Environmental and Planning Services for certification a strategy for the retention and upgrading of the Trust’s existing heritage buildings at 38, 90, and 197A Dee Street. The strategy shall include the following:
 - a. An introduction to; the ILT, the buildings included, the purpose of the report, and the broader goals for its properties and the area.
 - b. Description of each building and short history.
 - c. An assessment of heritage values of each building (to help inform design).
 - d. A maintenance plan which includes maintenance tasks and timeline including the identification of any priorities.
 - e. The development of a broad strategy for each building in terms of how and what ILT would like to see occur (in term of business operation etc.), how the building could be utilised (i.e. Maybe a rear laneway provides new and unique opportunities for redevelopment).
 - f. On the basis of above, a broad ‘Scope of Works’ for each professional service report required that could be sent to consultants in due course.
 - g. An overall timeline for upgrading buildings – that identifies such things as commencement of planning, engagement of each consultant, and any milestones (e.g. completion of concept design).
- 3) Prior to the demolition of the heritage building at 73 – 81 Dee Street commencing, the consent holder shall provide to the Council a financial contribution of \$50,000.00 to enable the establishment of an Invercargill Heritage Fund to support the retention, reuse, and refurbishment of heritage items elsewhere in the inner city.

5.3.3 *SIT Creative Arts Centre*

In 2020, SIT began work on the adaptive re-use of St John’s Anglican Church, which is part of a Category 1 Historic Place (List No. 391). The church is a focal point of Tay Street; the handsome church designed by E R Wilson could accommodate over 500 people; however, in recent years the congregation had dwindled with an average of 15 to 20 people per service, and the church could no longer justify maintaining the church or larger complex. The redevelopment proposes to make the church the focal point of the centre, adaptively reusing this building with alterations to create a performance space, exhibition space, and classroom space with the use of low-impact pods. An extension will be made to the north of the church, which will encompass a café on the ground level and meeting rooms and co-working space for staff. The east wing will be a purpose built three-storey teaching space that will occupy the footprint of the current vicarage and hall, thereby requiring their demolition. Between the east wing and the church will be a glazed atrium that will form a link through the site, providing exhibition and activity space as well as vertical circulation stairs. The careful design of the adaptive reuse of the church, particularly the use of freestanding pods, celebrates the heritage fabric without affecting it, apart from necessary strengthening and fire protection work. Not only will this work secure the future of the church, Sunday school, and grounds, but

it will see a dramatic influx of students, staff, and members of the public who can share and participate in the history of this significant complex.

SIT's commitment to maintaining and conserving the church and complex is a considerable investment, and the resource consent determination identified the long-term benefit of securing the church and complex outweighed the loss of the vicarage and hall. The determination required the buildings to be recorded prior to demolition, the project to include public interpretation relating to the heritage values, a legally binding agreement was made to retain, maintain and reuse the Sunday School, implementation of the condition report and cyclical maintenance plan for the complex.

5.3.4 Summary

Both the development of the ILT's inner-city hotel and redevelopment of Invercargill Central were key goals of the Southland Regional Development Strategy (SORDS) and were seemingly weighted in the commissioner's decisions in both consent hearings.

Subsequent to these applications, the ICC have completed and disseminated the city's heritage strategy (Invercargill City Council, 2019a), that sought to strengthen and reassure the public about ICC intentions with heritage buildings, in the face of a large number of demolitions. It is in this context that any redevelopment of Esk Street West would need to be considered particularly in the case of full demolition. This position would be further complicated by the fact that Esk Street West has been identified as part of the City Centre Heritage Area (Figure 5-2).



Figure 5-2. Invercargill City Council priority heritage areas and buildings from the 2019 ICC Heritage Strategy.

5.4 Funding for Heritage in Invercargill

There are several funding opportunities currently available for owners of heritage buildings, including owners of heritage buildings which are earthquake prone. The funding available is typically for projects that propose maintenance, protection, conservation and adaptive re-use projects to protect buildings. For the current project, the most useful source of funding would be the Provincial Growth Fund (PGF), which is not directly related to preserving heritage but does support projects that accelerate regional development and productivity, as well as creating jobs. A comprehensive list of funding options is presented in Appendix B.

5.5 Archaeological Sites within Invercargill

There are currently 56 recorded sites in Central Invercargill, including 3 Māori sites (11 in total within Invercargill City) and 49 non-Māori¹ sites. The historical background chapter demonstrates that there has been both Māori and European occupation in the Invercargill area since the early 1800s, with an earlier period of Māori occupation in the thirteenth century. The archaeological investigations which have been done in this area are limited and do not accurately represent the abundance of archaeological sites within Invercargill. The distribution of approved and pending archaeological sites is shown in Figure 5-3 which show the surrounding area in order to demonstrate the larger archaeological environment.

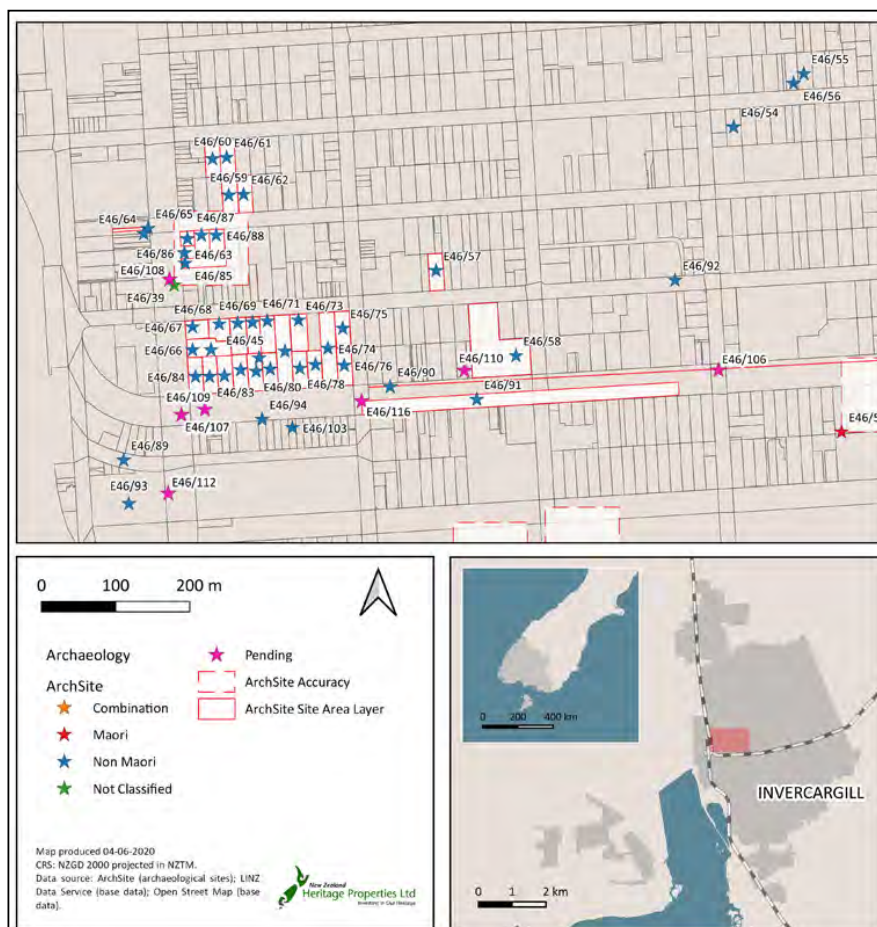


Figure 5-3. Pending and approved archaeological sites within Invercargill's CBD.

¹ E46/39, kerbstones along Dee Street, is not currently classified in ArchSite; NZHP attributed this site to be non Māori.

Māori sites within Invercargill are generally found around and to the south of Otepunu Stream, with just one site, a find spot and midden, being recorded in north Invercargill near the Waihopai River. There is a cluster of sites along the Otepunu Stream and along the New River Estuary. The post-contact period sites show a large cluster of sites around the original north and south Invercargill areas. European sites are more predictable in their location than Maori sites, aligning largely with town survey plans.

While numerous archaeological sites have been recorded, the distribution of archaeological sites throughout the city is much broader and this is not reflected in the ArchSite data which has resulted in recorded sites in response to development. Invercargill has an abundance of unrecorded archaeological sites, consisting both of extant built structures as well as below-ground features, as demonstrated by the documentary research. Given the intensive occupation and development that the CBD has experienced from the mid-nineteenth century onwards, and the large amount of archaeological material that is often uncovered nearby during developments, there is a strong likelihood of encountering archaeological material when working within the Esk St West project area.

6 Constraints and Limitations

The purpose of this report was to provide an initial appraisal to identify potential for heritage values, archaeological sites and buildings, and to provide recommendations for future requirements and options. As such no site visit to identify heritage fabric was undertaken which is best practice to identify and assess heritage values.

Previous work to identify heritage values and make recommendations for protection, have only considered limited historical information and mainly the aesthetic values of the facades. During this appraisal there was limited primary documentary evidence from the late 1850s to early 1870s for the project area. A full assessment of heritage and archaeological values and effects to inform specific recommendations for heritage and archaeology is outside the scope of this appraisal.

7 Options for Redevelopment

NZHP has undertaken research into the history of Invercargill, focusing on the relevant sections of Esk Street West, and undertaken a comparison of previous heritage and archaeological investigations, including a review of documents central to the implementation of the city's Heritage Strategy. Furthermore, NZHP has reviewed the district plan rules and other legislation with regard to impact to both scheduled heritage buildings and archaeological sites.

The buildings within the project area have all been found to warrant their heritage protection, with the Former Southland Health building (8 Esk Street West) potentially worthy of a higher degree of protection given its long association with the Southland Frozen Meat and Produce Export Company Ltd. In consideration of these findings and recent resource consent applications including hearings, NZHP is able to provide the following discussion on the proposed redevelopment of Esk Street West.

The proposed development options considered include:

- full demolition of all buildings to make way for a complete new build (clean slate),
- partial demolitions with new construction behind retained heritage façades (facadism), and
- adaptative reuse of heritage buildings intersected with new construction.

A number of considerations exist regardless of the development option and they are:

- That Wachner Place in it's current form are a considerable impediment to a successful development in Esk Street West
- There are limited funding avenues that would make a considerable difference to decision making around heritage protection, and in all options, the Provincial Growth Fund would likely be the most generous avenue for funds.

7.1 Full demolition

The general lack of occupancy of these buildings, and a number of others throughout the CBD, does suggest that the buildings are not fit for purpose, and have not been for some time. Thus, it is understandable to consider a clean slate, with the flexibility to create a building and spaces that meet the needs of the community. Furthermore, it would provide the opportunity to create a new city landmark. Figure 7-1 shows the potential area available for new construction in this scenario. However, under the ICC District Plan, full demolition will trigger the need for a resource consent, not least on heritage grounds.

As 'historic heritage' is identified as a matter of national importance under section 6 of the RMA, should full demolition be sought, any application would at a minimum, require assessment of:

- The heritage values of the buildings,
- The current condition of the buildings,
- The extent of works necessary to bring the buildings up to an appropriate standard,
- The costs of such works and the effects of them on heritage fabric and values,
- The availability of grants or alternative funding sources,
- The rate of return/economic viability of the required investment,
- Alternatives, such as retention of just the façades,
- The effectiveness of mitigation measures,
- The urban regeneration and economic and social benefits to the community of the proposed replacement buildings.

These of course, come with costs and should be considered in any feasibility study or business case of redevelopment.



Figure 7-1. Footprint of potential construction under a full demolition scenario.

The ICC has recently developed a Heritage Strategy (Invercargill City Council, 2019a) to identify and recognise key heritage sites, building and areas within the CBD. Esk Street West lies within this priority area, contains four scheduled buildings, and is adjacent to the Category I listed and ICC priority building, the Railway Hotel (List No. 2506). Given this recent work, for the ICC to seek permission to demolish its own buildings is in contradiction of, and would likely undermine, its own 2019 strategy, and put at risk future heritage protection initiatives especially in cases of private applications for the demolition of scheduled buildings (ie. “Why can council demolish their own priority buildings, when I can’t?”).

Should planning proceed to stage 2 for the Esk Street West development, an art gallery in the central city has been identified as a key regional development opportunity (SoRDS, 2015), thus, the purpose of the redevelopment would be justified. However, the loss of scheduled buildings, and another large area within the ICC’s own identified priority heritage area is likely to be a step too far, particularly in light of the evidence presented during the resource consent application for the Invercargill Central development.

The consultant planner for the ICC, John Cleese, during the Invercargill Central Development consent hearing identified that *Heritage effects are among the most significant matters raised by the application and in submissions opposing the application.* (Cleese S. 42a planner’s report 2019). – It is likely that a similar situation would arise in any application for full demolition in Esk Street West.

Furthermore, in the case of Invercargill Central, the initial proposal was for the complete demolition of the city block, creating a brownfields site. However, with consultation during the early stages, it was determined that development would need to consider retention of heritage elements throughout. Subsequent application included the full retention of the Bank of New South Wales building as well as a number of façades.

In this case, Esk Street was identified as the key heritage streetscape, thus, upon consultation, further changes to the design were made to ensure greater integrity of the street. Thus, with no other streetscape and façades within the Esk Street West project area, it is reasonable to expect that preference would be for Esk Street heritage elements

to be retained. Therefore, the complete demolition of the project area, with total destruction of the Esk Street West streetscape, is problematic.

7.1.1 *Implications for Costs - Full Demolition*

The following areas are considered to have cost implications if full demolition is to be undertaken:

- **More straight forward design and build will have benefits** – a “clean slate” is likely to mean a more straight forward design process would likely have cost benefits over other retention options.
- **Notified consent process** – It is probable that the consent application would proceed on a notified basis, allowing for public and stakeholder involvement
- **Feasibility studies** – As per above, feasibility studies will be required in order to investigate and show why alternative options could not be achieved. Documentation would include, engineering reports, alternative option concept development, and economic viability reports (as per ICC District Plan HH-R10).
- **A protracted consent process including a likely consent hearing**
- **Mitigation measures** - The scale of the mitigation measures to “offset” the loss of heritage values would likely be significant with the ILT consent decision a more likely comparison
- **Archaeological costs** - The archaeological investigation that would be required by law under the HNZPT Act cannot be considered mitigation for decisions made under the RMA, thus the costs of this work would be on top of the mitigation requirements. Archaeological investigation will be required under all scenarios however, the cost will be greatest under the option for full demolition. This option would require that all pre-1900 buildings be recorded prior to and during demolition which will mean demolition would most likely occur under a slower, managed demolition process further contributing to costs.

Full demolition will also require the consideration of the following risks:

- The key risk involved, from a heritage perspective, is the possibility that consent would be declined, which NZHP believe, would be a relatively high risk.
- There is also possible reputational risk and possible public backlash from disregarding ICC’s own Heritage Strategy and policy particularly coming so soon after the Invercargill Central application.
- Cost unknowns of archaeology – it is hard to predict the final costs of archaeological requirements, however, these risks exist across all development options

7.2 **Partial demolition – façade retention**

Façade retention would provide flexibility in the design process similar to that of full demolition by allowing the demolition of the buildings behind the facades creating a large footprint available for redevelopment (Figure 7-2). However, unlike full demolition, there are fewer options available in order to create a piece of landmark architecture owing to less flexibility in façade design.

Façade retention has a more complex pathway to consent, appearing as a discretionary and restricted discretionary activity under the ICC District Plan for demolition of heritage buildings and alterations to facades. However, the trigger for consent becomes reliant on interpretation of “demolition” and of “modification to façade”. A resource consent may be triggered for alteration of a facade, for example strengthening, making it a restricted discretionary activity under ICC DP Rule HH-R4. Similarly, a resource consent is required if a determination is made by council that retaining only the façade is still considered demolition of a heritage item within ICC District Plan Heritage Record APP3-3 Sites of Local Significance (ICC DP Rule HH-R6 and application requirements HH-R10).



Figure 7-2. Possible development footprint under a scenario that retains the heritage façades.

Façade retention would require consideration in design to ensure that the windows, doors and entries remain active and in use, with no modification, which may in itself provide challenges in the new build where windows and floor heights do not align. This may mean added complexity and engineering in design, despite being a new build. Otherwise, modifications to the façade will certainly trigger the need for a resource consent as a restricted discretionary activity, which could result in some of the same feasibility requirements as per full demolition above.

There will be some added engineering requirements for the temporary propping of the façades during both demolition and rebuild and greater detail in the new connections between the new build and historic façade which will come with cost implications.

The archaeological requirements under the HNZPTA 2014 mean the subsurface archaeological investigation will be similar to that of full demolition. However, unlike full demolition, typical building recording prior to demolition, is unlikely to be triggered with the retention of the façades. As long as a “portion” of a pre-1900 building remains, building recording requirements can be avoided under the HNZPT Act 2014. However, the ICC District Plan also has requirements for the creation and maintenance of a record of heritage features of the building and recording is typically a condition of consent.

While, the path to development of Esk Street West, from a heritage perspective, is more readily facilitated under partial demolition of scheduled heritage buildings, this option does not meet the goals of the ICC Heritage Strategy and is likely to face widespread community criticism. Previous poor examples of façade retention in the city (for example, Figure 7-3) have also likely tainted the community’s appetite for such technique.



Figure 7-3. An infamous example of façade retention in Invercargill within the Spotlight building at 33 Leven Street.

Façade retention also represents the least flexible solution in terms of future-proofing design. The integration of the façade into the modern build will effectively “set” or “lock in” this façade state as all heritage values will now be represented in just the façade, as opposed to across an entire building. Meaning, it is likely that any future proposals will be more restrictive on façade modification. Furthermore, there are less areas of the streetscape that can be modernised in future, meaning future upgrades will likely centre on full new build again behind the original façades.

7.2.1 Implications for Costs - Partial Demolition (Façade Retention)

The following areas are considered to have cost implications if the façade retention option is pursued:

- **Greater ability to have flexible design** behind the façades as well as a greater footprint in the new build,
- **The new design will have to integrate fully with the façades** to ensure windows and doors remain utilised throughout reducing the efficacy of façade retention over adaptive reuse.
- **A consent process** – It is possible that the retention of the façades would still trigger the need for a consent as a restricted discretionary activity, meaning likely similar consent costs as a full demolition but with less flexibility in modern design.
- **Feasibility studies** – As per above, with a consent application, feasibility studies would be required in order to investigate and show why alternative options could not be achieved. Documentation likely to include, engineering reports, and alternative option concept development, economic viability reports.
- **A protracted consent process including consultation.**
- **Greater design and engineering input** to incorporate the historic façades into the modern design
- **Engineering in temporary supports** to support façade during demolition and reinstatement
- **Mitigation measures** to offset heritage losses.
- **Archaeological costs** will remain, however, demolition of the whole of a pre-1900 building requires an archaeological authority (consent) under the HZNPT Act 2014. This may be avoided if pre-1900 buildings are retained in part. Modification of archaeological site(s) during earthworks requires an archaeological authority (consent) under the HZNPT Act 2014.

Façade retention will also require the consideration of the following risks:

- The key risk involved with partial demolition is that a resource consent is triggered requiring the additional costs and the added risk of it being declined for which there is a moderate risk.
- There is considerable reputational risk relating to the ICC undertaking works on its own buildings counter to its heritage strategy. This would have implications for future advocacy in the private sphere.
- While façade retention is a mitigation to full demolition it is considered the “worst case scenario” in heritage professional practice. Meaning, some members of the public are likely to be vocal opponents.
- Engineering – it is often difficult to understand the ability for façades to be upgraded and the strength of existing façades could be found to require greater seismic restraint
- Accordingly, there is a risk that during the design process it becomes obvious that modifications to the façades are necessary to incorporate them into the new building, potentially triggering further consent requirements.
- Cost unknowns of archaeology – it is hard to predict the final costs of archaeological requirements, however, these risks exist across all development options

7.3 Adaptive reuse

Adaptive reuse is the modification and adaptation of heritage buildings into new uses to meet the needs of modern communities. It is a practice that has seen rapid rise globally within the last two decades particularly for its general environmental benefits and as a sustainable approach to development. Both nationally and internationally, territorial authorities are increasingly considering suitability measures to all resources, and adaptative reuse of heritage buildings is being promoted and included in heritage strategies, as is also the case for the ICC. Adaptive reuse does not mean restoration of buildings, rather their upgrade to meet modern needs but that which identifies and enhances the greatest qualities of the existing structure.

Adaptive reuse relates only to the four scheduled buildings within the project area. All other buildings can be demolished allowing the addition of new structure(s) where needed to meet modern needs. The retention of the four buildings does, however, restrict how the site can be utilised and will reduce the size of any new build (Figure 7-4).



Figure 7-4. Possible development footprint under an adaptive reuse scenario.

This option does provide less design flexibility in layout but does allow for the integration and interconnectivity between the buildings. This creates extra flexibility with proposed uses under Stage 2 and into the future. Development can incorporate all buildings into one complex all the while maintaining identifiable and smaller footprints of buildings to encourage mixed use tenancies, hospitality areas, gift shop, ticket office etc², while allowing a larger footprint for fit-for-purpose construction. Alternatively, each building can be simply incorporated into different galleries, much like that of the Auckland Art Gallery Toi o Tāmaki (Figure 7-5). Furthermore, by retaining individual buildings, works could be staged – thus allowing certain areas to be completed over time or as budget allows as opposed to façade retention or full demolition, where all costs would be front loaded.

In general, such works would not require a resource consent for effects to heritage and would meet the goals of the ICC Heritage Strategy as well as the heritage provisions of the District Plan. Accordingly, adaptive reuse would be the path of least resistance, and would likely garner community buy in from a heritage perspective. Given the lack of consenting impediments, there would be no mitigation requirements, instead, there would likely be some additional concession or benefits to meet the needs of the new use (see recommendations in Section 8).

Adaptative reuse of the existing heritage buildings with adjacent new build, would be the most flexible approach to take into Stage 2 discussions in terms of maintaining the most flexibility of use or tenant type as well as providing the greatest flexibility for future use.

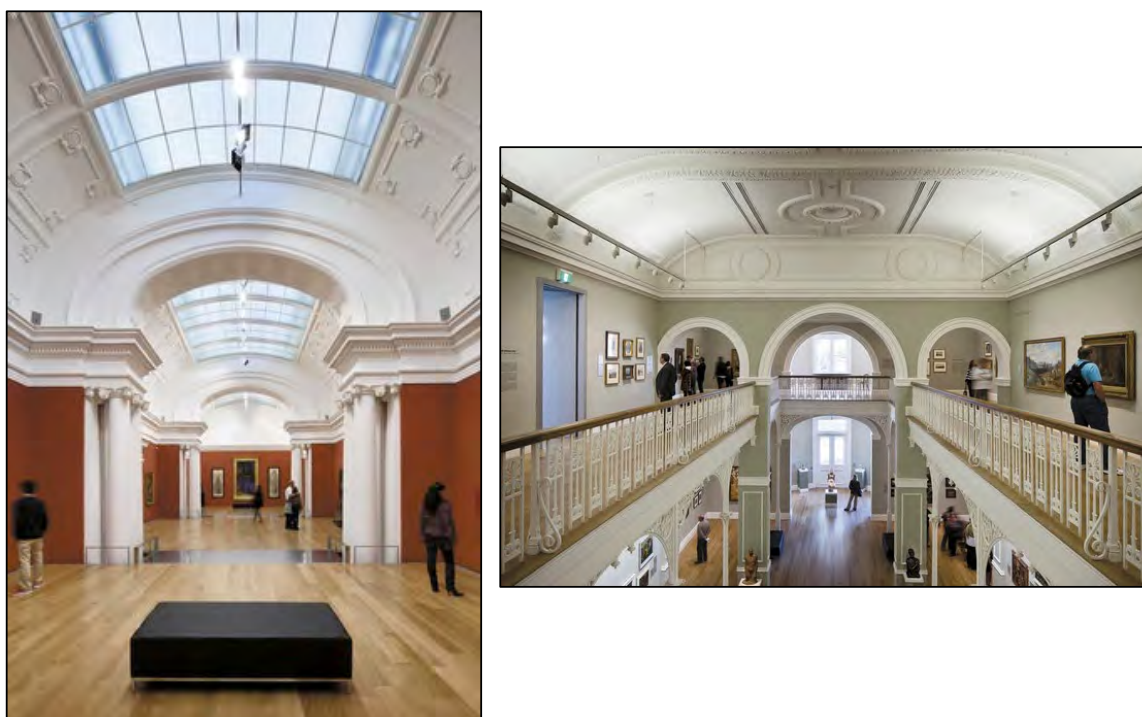


Figure 7-5. Individual galleries within Auckland Art Gallery (Auckland Art Gallery Toi o Tāmaki). Existing building footprints along Esk Street West could lend themselves to similar gallery spaces.

Adaptive re-use can allow protection of both heritage values and redevelopment prospects, which do not have to be diametrically opposed, providing great value for locals and tourism, creating connections and activation of city streetscapes and economic benefit. Historical values are not only a façade but are within the walls of buildings. Appropriate planning can ensure building condition and facilities can meet building code requirements, earthquake

² <https://www.aucklandartgallery.com/visit/visitor-information/shop>, or paid entry sections

strengthening and provide attractive opportunities to tenants. Adapted buildings with character spaces have been proven to be easier to lease, attract strong tenants and can be easier to re-fit out. There are many opportunities and reasons for finding new uses for buildings and many potential uses. These buildings become a legacy for future New Zealanders and can be award-winning.

Invercargill has some examples of prominent buildings with new uses, such as the Town Hall and Civic Theatre at 88 Tay Street (HNZ List No. 2521) and Motorcycle Mecca (HNZ List No. 2472, ICC District Plan, Ref. No. 150) which has recently undergone structural strengthening on Tay Street. A cluster of buildings to the north of the project area on Leven Street show examples of adaptive reuse including the Tram Barn (former) (List No. 2500); The Powerhouse (List No. 2796) and The Municipal Electricity Building (List No. 7497), which are a part of the Invercargill Electric Tramways Corporation complex that now have retail functions such as Warehouse Stationary. The former Southland Provincial Council Building on Kelvin Street has also been used for retail. Commercial or industrial buildings, such as those within Esk Street West, provide opportunities for unconstrained large and varied spaces of interest to be developed within them and around them, and with internal and external spaces suitable for gallery space, cultural centres and precincts, conference facilities and education spaces and studios. The recent ICC development on Don Street, tenanted by the Auction House Café and Bar, shows the need for locally appropriate sheltered outdoor courtyard dining and exhibition space opportunities available on the northern portions of sites. It is the northern portion of the Esk Street West project area which affords great opportunities for new redevelopment while maintaining heritage buildings and façades on the southern portion.

Further afield, nationally and internationally, there are even better examples of adaptive reuse of heritage buildings providing inspiration for Invercargill to develop a local response to adaptive reuse. For example, Napier's Art Deco heritage which contributes economically to the local tourism industry. The Te Ana Ngāi Tahu Rock Art Centre, bar, restaurant and function centre in Timaru was formed from the historic bluestone Landing Services Building after it was saved from potential site development for a bus station and carpark (for details and other adaptive reuse projects in New Zealand see Heritage New Zealand Pouhere Taonga, 2011³). However, more best practice examples, by territorial authorities and community leaders, of building strengthening and protection, in accordance with statutory requirements and the ICC District Plan rules are needed to improve and protect Invercargill's at-risk heritage buildings.

7.3.1 Implications for Costs – Adaptive Reuse

The following areas are considered to have cost implications in an adaptive reuse scenario:

- **Smaller build area** for new construction
- **Less flexibility** in layout of new spaces.
- **Reduced area for higher construction cost** façade details
- **No resource consent requirements** for heritage unless alterations proposed to façades, however, likely to be greater flexibility for façade modification if building is being retained. Repair and maintenance to preserve the integrity of historic buildings and structures can be a permitted activity (ICC District Plan HH-R2). Resource Consent is not required unless there are alterations or additions to facades (HH-R4).
- **More in-depth engineering requirements** for seismic upgrades of each buildings, but flexible in new uses and future upgrades.
- **No feasibility studies** for resource consent to demolish non-heritage buildings
- **No mitigation measures required**
- **Archaeological costs** will remain but in general, will be less investigation owing to the fact that a greater portion of the site will remain. Modification of archaeological site(s) during earthworks requires an archaeological authority (consent) under the HZNPT Act 2014. An authority is not required for retaining pre-1900 buildings except for earthworks.

³ For national examples see <https://www.heritage.org.nz/resources/adaptive-reuse>

Adaptive reuse of the heritage buildings within the project area will also require consideration of the following risks:

- Engineering – There are risks that the condition of the buildings will not be fully understood until works begin. It is possible that certain buildings, or areas of building, may require more remedial works than expected in order to bring them up to current code.
- While there is a risk that during the design process it becomes obvious that modifications to the façades are necessary, which could trigger resource consent requirements, the pathway to consent would be easier than that with façade retention and feasibility studies are unlikely to be required. Instead are likely to be considered a concession in order to adaptively reuse the building.
- Cost unknowns of archaeology – it is hard to predict the final costs of archaeological requirements, however, these risks exist across all development options

8 Conclusion and Recommendations for Redevelopment

This section summarises the appraisal providing recommendations for site redevelopment. A summary of the identified heritage within the project area, including historical background, identified heritage and heritage protection, can be found in Table 4-1 and Figure 4-11. The project area is considered archaeological under the HNZPTA and thus, any development will impact upon these sites requiring an archaeological authority from Heritage New Zealand. It is, however, the scheduled heritage buildings that require the earliest consideration and are the most obvious elements to be impacted under any redevelopment proposal.

Three development scenarios have been explored for their heritage implications. These are: full demolition of all buildings to provide a clean slate for redevelopment, partial demolition of the scheduled buildings by retaining the façades and the adaptive reuse of heritage buildings and incorporating them into a new development.

NZHP confirms that the four heritage items included in the ICC District Plan Heritage Record for protection have identified heritage values and furthermore, Esk Street West falls within the ICC Heritage Strategy's priority heritage area. Although a full assessment of heritage values and site survey to identify heritage fabric, is outside the scope of this appraisal, this appraisal suggests that the identified heritage items will have additional and higher heritage values, including archaeological, than previously identified.

All three development options have their project benefits, and a likely consenting pathway. However, full demolition of the scheduled buildings will encounter the greatest resistance and accordingly comes with the greatest risk. It would incur the highest costs of consenting with the least certainty of gaining a consent. Partial demolition or façade retention has a complex consenting pathway from a heritage perspective, and is likely to trigger the need for a resource consent and some of the same consenting costs as full demolition. While retaining façades will retain some heritage values, this activity would contravene the recent ICC Heritage Strategy, and accordingly, would likely face public criticism and opposition making future advocacy of the ICC strategy difficult. Both these options do provide greater flexibility in design over adaptive reuse, however, considering evidence from statutory requirements, historical research, identified heritage values and recent consenting decisions involving heritage buildings, NZHP recommends adaptive reuse as the path of least resistance for implementation.

Adaptive re-use can allow both redevelopment and protection of heritage values and allow ICC to be leaders in promoting successful collaborative strategies for protecting heritage items as per its District Plan Policies and Rules and in adherence to its heritage strategy. These recommendations should be the starting point for project planning and briefs for engaging other professionals such as engineers and architects.

Previous work in Invercargill to identify and protect heritage items, through inclusion for protection on the ICC District Plan, and following the 2016 Origin reassessment report, recommended protection of the Former Southland Health, Lombard House and Former Southern Cross buildings. The Former McKillop Ltd building is also included on the ICC District Plan for protection, however Origin recommended it be removed without consideration of its 1878 date of construction and associations with Invercargill merchant and two-term mayor John Mitchell and prominent local architect Angus Kerr. Previous assessments did not consider full nineteenth to early twentieth century histories and key associations, such as with prominent architects, and therefore the full historical, contextual, archaeological, architectural nor aesthetic streetscape values.

This appraisal has demonstrated that the identified heritage buildings have associations with significant and prominent architects responsible for the formation and development of Invercargill and most of its heritage buildings. There are also associations with significant companies and industries which are integral to the development of both Invercargill and Southland, on a national and international level, for example the Southland Frozen Meat & Produce Co Ltd, Southern Cross News, Southern Health, Invercargill Savings Bank, and Fleming Flour Mills to name a few. The buildings represent a cross section of Invercargill's built heritage in a one to two-storey streetscape, including excellent examples of Art Deco, International and Victoria Revival styles as well as

mid-century façades by prolific Invercargill architects Ford, Grey and Derby. This modern interpretation is especially evident when looking from the 1934 Art Deco façade of the Former Southern Health Building, to Ford, Grey and Derbies' western 1951 addition to their design of the Royal Assurance building (6 Esk Street West) and then the modern adjacent heritage of Invercargill Railway Station building. This is one of the aspects that makes Invercargill unique as there is a large variety in style of prominent buildings and in the case of Esk Street West it is available in one place.

Commercial or industrial buildings, such as those within Esk Street West, provide opportunities to develop unconstrained large spaces suitable for galleries and varying spaces of interest to be developed both internally and externally to the existing heritage buildings. There are good national and international case studies of award-winning developments that have successfully protected heritage within new developments for galleries and museums. As part of an identified key heritage streetscape group, there is strong connection and potential for activation with Wachner Place, Invercargill Central, Dee Street heritage area, the Railway Station and the neighbouring Railway Hotel (HNZPT List No. 2506 Cat 1) which can have positive long-term outcomes for neighbouring heritage and recent developments such as the Langland's Hotel and Invercargill Central. There are options to protect and accentuate heritage and redevelop the project area by creating strong and architecturally significant presence for bold entrances through the ICC owned Wachner Place, at the western end of Esk Street West adjacent to the Railway Hotel, or through sunny vibrant north facing spaces associated with the northern laneway. These three options would avoid significant adverse effects to the heritage of the Esk Street West buildings. The buildings' heritage and these options provide key themes for heritage engagement, connection and collaboration regionally to achieve site redevelopment within the Invercargill City Centre heritage area. The outcome of adaptive re-use is both a modern vibrant functional inner city and a legacy continuing with greater value.

In addition, the whole project area is an archaeological site protected under the HNZPTA 2014. Under the HNZPTA 2014, an archaeological site is any area associated with human activity that occurred before 1900 that provides evidence relating to the history of New Zealand. There are multiple pre-1900 buildings and façades within the project area; the Former Southern Cross building, with early 1870s-1910 façades having only minor alterations since construction. There is a strong likelihood of encountering subsurface archaeological remains when working in this area. Avoiding works for pre-1900 building and façade demolition, foundation removal, site clearance and other earthworks, such as can be achieved through adaptive re-use of existing buildings, will protect archaeological values and reduce archaeological costs. These costs can then be available for protecting physical heritage directly.

NZHP supports some additional demolition if required to create more flexibility in design and greater floor area in a new construction. Removing the rear section of 8 Esk Street will provide greater area for redevelopment while largely maintaining heritage values in the remaining structure (Figure 8-1).

As mentioned, it is observed that Wachner Place in its current format is a considerable impediment to the future success of any development in Esk Street West. The clock tower and arcade have a negative effect on streetscape and are an impediment to connectivity across Esk Street and into the CBD. There is no activation and creates a clear and obvious obstruction to movement and truncates the historic westerly view shafts along Esk Street.

NZHP therefore, recommends expanding the project area to include the area of Wachner Place, particularly the clock tower and arcade, toilets and rest rooms, in the development proposal and concept design (Figure 8-2). This allows the project to form a landmark architectural entrance to a new complex that incorporates old and new. The smaller footprint in this area would mean less cost in achieving a striking façade when considering the length of more costly façade area under a full demolition option. The triangular shape lends itself to a modern foyer structure, in much the same way the Christchurch Art gallery does now (Figure 8-3). It also provides the ability to "bookend" the heritage buildings with modern intersections of striking architecture making it obvious that the buildings are connected, encouraging throughout.



Figure 8-1. Flexible option for retention versus demolition - allows a larger individual footprint in a new build if required.



Figure 8-2. Expanding the project area to include the Wachner Place toilets, clock tower and arcade creates opportunities to install a landmark architectural entrance to the development with reduced costs when considering a new façade along Esk Street West. Development of the plaza would improve connectivity with the CBD and new Invercargill Central development.



Figure 8-3. Christchurch Art Gallery and foyer (Holmes).

The intersection of modern architecture amongst adapted heritage buildings has precedent here in New Zealand, and in examples of art galleries. Both the Auckland Art Gallery Toi o Tāmaki and New Plymouth’s Len Lye Gallery have striking modern architecture contrasted against adapted heritage buildings (Figure 8-4 and Figure 8-5).

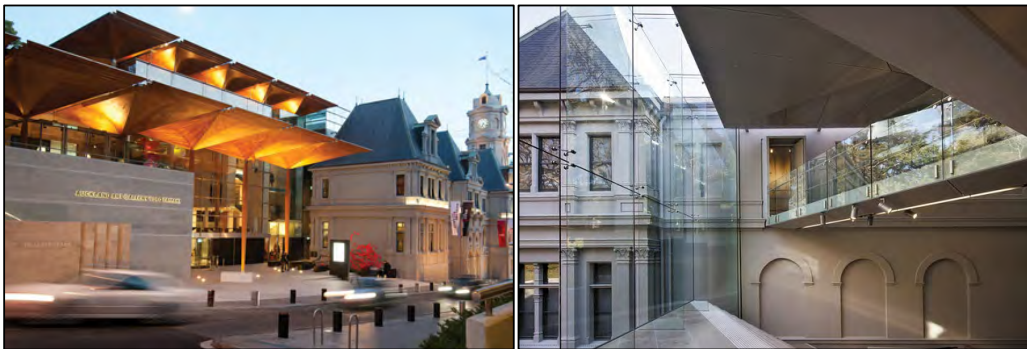


Figure 8-4. Auckland art gallery displays a striking piece of modern architecture at its entrance (above) alongside a heritage building with connections through (below) (source: Auckland Art Gallery).



Figure 8-5. Len Lye Gallery, New Plymouth above and below. Modern architecture contrasting with adapted heritage building.

Furthermore, Wachner Place lends itself to public sculpture particularly if Stage 2 advances for an art gallery. The inclusion of Wachner Place, and the removal of the clock tower would create greater connectivity with the CBD, enticing pedestrians across the street from the new Invercargill Central development further improving foot traffic. Overall, the redevelopment of Esk Street West as a mixture four heritage buildings, adaptively repurposed, intersected and connected with modern architecture will provide Invercargill with a significant public landmark that locals will be proud of and tourists to want to see.

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Appendix A Statutory Requirements

The legislative requirements relating to heritage, archaeological sites and artefacts are detailed in the following sections. There are two main pieces of legislation that provide protection for archaeological sites: the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA 2014) and the Resource Management Act 1991 (RMA 1991). Artefacts are further protected by the Protected Objects Act 1975. The provisions of the International Council on Monuments and Sites (ICOMOS) New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010) is also recognised along with best practice guidelines recognised by the ICC District Plan for managing historic heritage.

A.1 Heritage New Zealand Pouhere Taonga Act 2014

The HNZPTA 2014 came into effect in May 2014, repealing the Historic Places Act 1993. The purpose of this act is to promote identification, protection, preservation, and conservation of New Zealand’s historical and cultural heritage. Heritage New Zealand Pouhere Taonga (HNZPT) administers the act and was formerly known as the New Zealand Historic Places Trust (Pouhere Taonga).

Archaeological sites are defined by this act as

- (a) any place in New Zealand, including any building or structure (or part of a building or structure), that--:
 - (i) was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and
 - (ii) provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand; and
- (b) includes a site for which a declaration is made under section 43(1)

Additionally, HNZPT has the authority (under section 43(1)) to declare any place to be an archaeological site if the place

- (a) was associated with human activity in or after 1900 or is the site of the wreck of any vessel where that wreck occurred in or after 1900; and
- (b) provides, or may be able to provide, through investigation by archaeological methods, significant evidence relating to the historical and cultural heritage of New Zealand.

Archaeological sites are protected under Section 42 of the act, and it is an offense to carry out work that may “modify or destroy, or cause to be modified or destroyed, the whole or any part of that site if that person knows, or ought reasonably to have suspected, that the site is an archaeological site”, whether or not the site has been previously recorded. Each individual who knowingly damages or destroys an archaeological site without having the appropriate authority is liable, on conviction, to substantial fines (Section 87).

Any person wishing to carry out work on an archaeological site that may modify or destroy any part of the site, including scientific investigations, must first obtain an authority from HNZPT (Sections 44(a,c)). This includes but is not limited to the demolition of a pre-1900 building or structure, or earthworks such as for foundation removal, trenching, site clearance that may destroy below ground sites. The act stipulates that an application must be sought even if the effects on the archaeological site will be no more than minor as per Section 44(b). A significant change from the Historic Places Act (1993) is that “an authority is not required to permit work on a building that is an archaeological site unless the work will result in the demolition of the whole of the building” (Section 42(3)).

HNZPT will process the authority application within five working days of its receipt to assess if the application is adequate or if further information is required (Section 47(1)(b)). If the application meets the requirements under

Section 47(1)(b), it will be accepted and notice of the determination will be provided within 20 to 40 working days. Most applications will be determined within 20 working days, but additional time may be required in certain circumstances. If HNZPT requires its own assessment of the Maori values for the site, the determination will be made within 30 working days. If the application relates to a particularly complex site, the act permits up to 40 days for the determination to be made. HNZPT will notify the applicant and other affected parties (*e.g.*, the land owner, local authorities, iwi, museums, *etc.*) of the outcome of the application.

Once an authority has been granted, modification of an archaeological site is only allowed following the expiration of the appeals period or after the Environment Court determines any appeals. Any directly affected party has the right to appeal the decision within 15 working days of receiving notice of the determination. HNZPT may impose conditions on the authority that must be adhered to by the authority holder (Section 52). Provision exists for a review of the conditions (see Section 53). The authority remains current for a period of up to 35 years, as specified in the authority. If no period is specified in the authority, it remains current for a period of five years from the commencement date.

The authority is tied to the land for which it applies, regardless of changes in the ownership of the land. Prior to any changes of ownership, the land owner must give notice to HNZPT and advise the succeeding land owner of the authority, its conditions, and terms of consent.

An additional role of HNZPT is maintaining the New Zealand Heritage list, which is a continuation of the Register of Historic Places, Historic Areas, Wahi Tapu, and Wahi Tapu Areas. The list can include archaeological sites. The purpose of the list is to inform members of the public about such places and to assist with their protection under the Resource Management Act 1991.

A.2 Resource Management Act 1991

The heritage provisions of the Resource Management Act (1991) were strengthened with the Resource Management Amendment Act (2003). The Resource Management Amendment Act (2003) contains a more detailed definition of heritage sites and now considers historic heritage to be a matter of national importance under Section 6. The act requires City, District and Regional Councils to manage the use, development, and protection of natural and physical resources in a way that provides for the well-being of today's communities while safeguarding the options of future generations.

The act defines historic heritage as those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, derived from archaeological, architectural, cultural, historic, scientific, or technological qualities. Historic heritage includes:

- Historic sites, structures, places and areas,
- Archaeological sites,
- Sites of significance to Māori, including Wahi Tapu; and,
- Surroundings associated with the natural and physical resources.

It should be noted that this definition does not include the 1900 cut-off date for protected archaeological sites as defined by the Heritage New Zealand Pouhere Taonga Act 2014. Any historic feature that can be shown to have significant values must be considered in any resource consent application.

Section 87A of the RMA defines classes of activities, including permitted, controlled, restricted discretionary, discretionary, non-complying, and prohibited, and their requirements for resource consent (if any). These activities are summarised below.

- **Permitted Activity** – an activity that complies with the requirements, conditions and permissions. Resource consent is not required.

- **Controlled Activity** – an activity that must comply with the requirements, conditions and permissions of the district plan, which the council may impose conditions (restricted to the discretionary matters). Resource consent is required.
- **Restricted Discretionary Activity** – an activity that requires resource consent, which the council has the authority to decline consent or grant it and impose conditions (restricted to the discretionary matters) for the matters over which discretion is restricted. If granted, the activity must comply with the requirements, conditions and permissions.
- **Discretionary Activity** – an activity that requires resource consent, which the council has the authority to decline consent or grant it with or without conditions (restricted to the discretionary matters). If granted, the activity must comply with the requirements, conditions and permissions.
- **Non-Complying Activities** – an activity that that requires resource consent, which the council may decline the consent or grant it with or without conditions, but only if the Council is satisfied that the requirements of Section 104D are met and the activity must comply with the requirements, conditions, and permissions.
 - **Section 104D** Particular Restrictions for Non-Complying Activities
 - (1) Despite any decision made for the purpose of notification in relation to adverse effects, a consent authority may grant a resource consent for a non-complying activity only if it is satisfied that either—
 - (a) the adverse effects of the activity on the environment (other than any effect to which section 104(3)(a)(ii) applies) will be minor; or
 - (b) the application is for an activity that will not be contrary to the objectives and policies of—
 - (i) the relevant plan, if there is a plan but no proposed plan in respect of the activity; or
 - (ii) the relevant proposed plan, if there is a proposed plan but no relevant plan in respect of the activity; or
 - (iii) both the relevant plan and the relevant proposed plan, if there is both a plan and a proposed plan in respect of the activity.
 - (2) To avoid doubt, section 104(2) applies to the determination of an application for a non-complying activity.
- **Prohibited Activities** – an activity for which no resource consent can be made, nor can the council grant consent for it.

A.2.1 The Invercargill City Council District Plan

The RMA requires local authorities to develop and operate under a district plan. The District Plan was made operative on 30 August 2019.

ICC District Plan recognises that Invercargill has a rich heritage from both Maori and European cultures and retains significant built heritage which reflects its development. The Invercargill City Centre in particular contains a variety of good examples of architectural styles from the 1870s to the present day from Victorian, Edwardian, Arts and Crafts, Art Deco and International styles. This variety of examples of architectural styles is what makes Invercargill's streetscape unique and contributes to its character. One of the strengths of built heritage in Invercargill is the proportionally large number of Art Deco styled buildings. The effects of the Depression of the early 1930s on Invercargill were delayed and as a result many buildings of this style were constructed in Invercargill and remain today. Whilst the adaptive re-use of heritage buildings, sites and structures can aid in the enhancement and maintenance of heritage values, land use and subdivision activities could significantly and adversely affect heritage values.

The objective of the ICC including an area or item on the ICC Heritage Record is that: (HH-01) Heritage values are identified and protected from inappropriate subdivision, use and development; (HH-02) The built heritage of Invercargill is appropriately recognised and utilised; (HH-03) Heritage values are appropriately managed to avoid

or mitigate the potential adverse effects of natural processes and climate change. Policies that the ICC has established to ensure these objectives are met are outlined in Part 2 of the District Plan (HH-P1 to HH-P10) and this is followed by methods of implementation (HH-M1 to HH-M11). The policies and methods of implementation are provided here in Table A-1 and Table A-2.

Table A-1 ICC District Plan policies (HH Historic Heritage, Part 2).

Policies	
HH-P1	Promotion: To promote public awareness and appreciation of Invercargill's heritage.
HH-P2	Identification: To identify and prioritise sites, structures, places and areas of heritage value.
HH-P3	Effects on heritage: To avoid, remedy or mitigate the potential adverse effects of subdivision, use and development on heritage.
HH-P4	Integration: To encourage the integration of new subdivision, use and development with heritage.
HH-P5	Active management: To promote the active management, in particular the adaptive reuse, of heritage buildings to: (1) Avoid serious risk to human safety. (2) Investigate and evaluate all reasonable means of restoration, adaption, reuse and relocation as alternatives to demolition.
HH-P6	Conservation and adaptive re-use: To promote the conservation and adaptive reuse of heritage buildings, groups of heritage buildings and heritage façades in the Central Business District of Invercargill.
HH-P7	Cultural sites: To protect cultural sites from the adverse effects of land disturbance and/or modification.
HH-P8	Collaboration: To collaborate with key stakeholders in the management of heritage.
HH-P9	Natural processes: To manage the adverse effects of natural processes and climate change on heritage values.
HH-10	Tangata whenua: To recognise the role of tangata whenua as kaitiaki, and provide for: (1) Tangata whenua values and interests to be incorporated into the management of cultural heritage sites. (2) Consultation with tangata whenua regarding the means of maintaining and restoring sites, areas and landscapes that have particular significance to tangata whenua. (3) Active involvement of tangata whenua in the protection of cultural heritage values. (4) Customary use of cultural heritage sites of significance to the tangata whenua.

Table A-2 ICC District Plan methods of implementation (HH Historic Heritage, Part 2).

Methods of Implementation	
HH-M1	Identification of sites, structures, places and areas that have heritage value on the District Planning Maps, and append to this Plan a register of sites, structures, places and areas with heritage value.
HH-M2	Identification of archaeological sites on the District Planning Maps.
HH-M3	When additional structures, areas and places are drawn to the Council's attention, determination of whether they shall be protected by the District Plan will be based on an assessment of their value according to the following criteria: 1. Archaeological qualities 2. Architectural qualities 3. Cultural qualities 4. Historic qualities 5. Scientific qualities 6. Technological qualities 7. Vulnerability 8. Items, areas and values of cultural, spiritual and traditional significance to tangata whenua.
HH-M4	Rules requiring a resource consent for land use and subdivision activities on sites with heritage values, including archaeological sites, to ensure that any adverse effects on the heritage values are avoided, remedied or mitigated.
HH-M5	Consulting with: 1. Iwi in instances where proposed activities are at or adjacent to sites of importance to iwi or where there are known values or associations to iwi (e.g. the site features in iwi legend) 2. Heritage New Zealand Pouhere Taonga where places are or could be recorded with the New Zealand Archaeological Association (NZAA) or could be registered by Heritage New Zealand Pouhere Taonga 3. NZAA file-keeper where sites are recorded on the NZAA files 4. Land owners and developers 5. The general public.
HH-M6	Collaborating with key stakeholders in the management of heritage.
HH-M7	Informing the public on procedures to be followed when archaeological sites are discovered.
HH-M8	Promoting the protection of heritage values through education, including the development and dissemination of guidelines, brochures and leaflets, signage, supporting heritage forums, panel discussions and facilitating heritage presentations.
HH-M9	Facilitation between heritage conservation groups, developers and property owners.
HH-M10	Using a range of incentives where protection is undertaken and as a method to encourage the protection of heritage values.
HH-M11	Supporting, encouraging and, where appropriate, implementing research and monitoring programmes to provide information on the rate of retention, modification and loss of heritage resources, and on best practice to maintain and enhance heritage resources.

To implement protection of heritage values, amongst other methods, the ICC District Plan identifies heritage on District Planning maps and identifies sites, structures, places and areas of heritage values in Appendix 3 Heritage

Record. The items on the Heritage Record have been assigned to one of five separate lists that have different levels of protection under the Heritage Rules (Part 3):⁴

- **Appendix 3-2 Sites Registered by HNZPT.** This list includes all Category I and II sites on the HNZPT List as of October 2016.
- **Appendix 3-3 Sites of Local Significance.** This list includes items and areas of local historic heritage significance as recognised in *Invercargill City: Central City Area Heritage Buildings Review* (Gray, 1997).
- **Appendix 3-4 Street Furniture.** This list includes items of street furniture identified by Gray (1997) requiring protection.
- **Appendix 3-5 War Memorials/Relics.** This list includes war memorials/relics within the city district
- **Appendix 3-6 Archaeological Sites.** This list includes archaeological sites recorded in ArchSite as of May 2013

The rules for historical and cultural values, including matters to be addressed in applications, are provided in Part 3 (Rule HH-R1 to HH-R10). These rules, as related to the Heritage Record in Appendix 3, are presented in Table A-3. Applications under the rules need to address the matters in HH-R10 in the District Plan.

Table A-3 ICC District Plan rules for heritage (HH Historic Heritage, Part 3).

Rule No.	
HH-R1	HH-R2 to HH-R10 apply to any building, structure, place or area identified in APP3 – Appendix 3 Heritage Record in this District Plan.
HH-R2	Repair and maintenance to preserve the integrity of historic buildings and structures is a permitted activity provided that such work is undertaken using the same type of material to that originally used, and must retain the original design, form and texture of the feature under repair.
HH-R3	Any alteration and/or addition to any building listed in APP3.3 – Appendix 3.3 Sites of Local Significance that does not affect the façade of the building is a permitted activity.
HH-R4	In relation to buildings listed in APP3.3 – Appendix 3.3 Sites of Local Significance the following activities are restricted discretionary activities: 1. Any alteration or addition to the façade 2. Any signage attached to the façade. The matters over which the Council shall exercise its discretion are: a. The classification of the buildings b. Any effects on the façade of the building c. Any design guidelines pertaining to the area d. Screening mechanisms if needed e. Mitigation of effects of any earthworks undertaken in association with the demolition or alterations f. Site rehabilitation g. The imposition of a bond (if required) to ensure the completion of rehabilitation. The value of the bond shall be calculated at up to 1.5 times the value of the work required to complete rehabilitation of the site h. Potential for the reuse and/or recycling of any material or heritage features from the historic building i. The creation and maintenance of a record of heritage features of the building on its original site (e.g. photos of existing vistas for public record of the history of the site) j. Potential impact on the structural integrity of adjoining buildings and structures k. Any proposals to strengthen the structural integrity and heritage value of the building’s façade, including the benefits of alterations for the purpose of implementing Building Code upgrades for seismic, fire and access purposes l. Any proposals to strengthen or replace high risk elements, such as parapets, façade decoration and chimneys, with high quality light weight material.
HH-R5	Within Zones other than the Hospital Zone, the construction of a new building on land held in the same Record of Title of a building listed in APP3.2 – Appendix 3.2 Sites Registered by Heritage New Zealand Pouhere Taonga is a restricted discretionary activity where that new building is located within 50 metres of the building listed in APP3.2 – Appendix 3.2 Sites Registered by Heritage New Zealand Pouhere Taonga . The matters over which the Council shall exercise its discretion are: 1. The proximity of the new building to the building listed in APP3.2 – Appendix 3.2 Sites Registered by Heritage New Zealand Pouhere Taonga 2. The scale, design and appearance of the new building 3. The manner in which land within the curtilage of each building is to be developed and used.
HH-R6	The relocation or demolition of any building listed in APP3.3 – Appendix 3.3 Sites of Local Significance other than listed in HH-R3 and HH-R4 above, is a discretionary activity.
HH-R7	Any alteration, addition, removal and/or demolition of, and/or the attaching of any signage to, any item listed in APP3.4 – Appendix 3.4 Street Furniture and/or APP3.5 – Appendix 3.5 War Memorials/Relics is a discretionary activity.

⁴ In previous versions of the District Plan, items on the Heritage Register were assigned classes, with various levels of protection based upon the assigned class, with Class 1 being the highest level of protection and Class 4 being the lowest.

HH-R8	Any alteration, addition and/or the attaching of any signage to any building, structure or place listed in APP3.2 – Appendix 3.2 Sites Registered by Heritage New Zealand Pouhere Taonga is a discretionary activity.
HH-R9	The relocation or demolition of any building or structure listed in APP3.2 – Appendix 3.2 Sites Registered by Heritage New Zealand Pouhere Taonga is a non-complying activity.
HH-R10	<p>Applications under HH-R6 - HH-R9 above shall address the following matters, which will be among those taken into account by the Council:</p> <ol style="list-style-type: none"> 1. The extent to which the heritage values including the design of any buildings and the context of heritage are likely to be retained, protected and/or enhanced 2. Whether the activity is likely to have cumulative adverse effects on heritage values 3. In the case of relocation of a heritage building, measures that may be necessary to protect the fabric of the building during relocation 4. Potential for the re-use and/or recycling of any material or heritage features from the historic building 5. Consideration of any relevant Invercargill City Council heritage design guidelines 6. The extent and effect of any earthworks, tunnelling, digging, vibration or excavation that may destabilise the site, structure, place or area 7. The results of consultation undertaken including any written advice obtained as follows: <ol style="list-style-type: none"> a. In the case of the site having identified tangata whenua values, comment from the relevant iwi b. Any recommendations of Heritage New Zealand Pouhere Taonga, and the New Zealand Archaeological Association File Keeper c. Where the site history indicates that there may be historical artefacts or other physical remains, any advice obtained from a suitably qualified and experienced archaeologist <p><i>Note: All advice obtained is to be provided to the Council with the resource consent application.</i></p> 8. The reasons for the proposed activity and reasons why alternative less adverse options for achieving the same or similar outcome have been discounted. For clarification, reasons for discounting alternative options can include amongst other matters financial cost, natural hazards, safety and technical feasibility 9. The creation and maintenance of a record of heritage features of the building on its original site (e.g. photos of existing vistas for public record of the history of the site) 10. Any proposals to strengthen the structural integrity and heritage value of the building, including the benefits of alterations for the purpose of implementing Building Code upgrades for seismic, fire and access purposes 11. Any proposals to strengthen or replace high risk elements, such as parapets, façade decoration and chimneys, with high quality light weight material 12. The extent to which the proposed alterations, additions to or demolition of a listed heritage building have been informed by the advice of qualified professionals such as conservation architects, heritage consultants, engineers and quantity surveyors as appropriate. Such advice should include a thorough analysis of the alternative options available and the extent of professional advice obtained and should be proportional to the scale and intensity of the effects of the works being undertaken. <p><i>Note: The Heritage New Zealand Pouhere Taonga Act 2014 makes it unlawful for any person to modify or destroy, or cause to be modified or destroyed, the whole or any part of a recorded, suspected or unrecorded archaeological site without the prior authority of Heritage New Zealand. Before commencing any activity that may affect an archaeological site, an authority from Heritage New Zealand must be obtained.</i></p>

The ICC District Plan requires that Council shall have regard to the principles of the ICOMOS NZ Charter in considering proposals for the adaptive reuse of heritage buildings or structures (ICC District Plan HH-P5, p34). In applications to council the ICC District Plan requires consideration of any relevant Invercargill City Council heritage design guidelines (ICC District Plan HH-R10 (5)) as well as other matters relating to heritage values, effects on heritage values, design for retention and protection, reasons for the proposal and alternative options. The effects are then considered against best practice recommendations, such as the guidelines provided by HNZPT (Section A.2.3) and the ICC Design Guidelines (see Appendix E), the importance of the buildings or structures, their condition, potential for alternative use, and the benefits of the redevelopment.

The ICOMOS NZ Charter

The ICOMOS New Zealand Charter is a set of guidelines on cultural heritage conservation used in the New Zealand heritage sector by local bodies in district plans and heritage management, and by practitioners and forms

a recognised benchmark for conservation standards and practice. The primary purpose of the Charter is to guide the conservation of places of cultural heritage value, and it provides information regarding why buildings should be conserved and the principals and practices under which this work should be carried out. The Charter identifies that conservation is most practicable when a building is serving a useful purpose, and adaptive reuse is a means of keeping historic places actively utilised. A copy of the New Zealand Charter can be found in Appendix C.

The ICC Design Guidelines

In 1998, the ICC commissioned Oakley Gray Architects to develop design guidelines for the city centre that were aimed at owners of heritage buildings wishing to either renovate or redevelop their property to ensure compatible and contextual design (Gray, 1998). The guidelines consider numerous aspects of the building, including the context, façade, materials, windows, ornamentation, parapet, verandah, shopfront, colour, and signage, as well as providing consideration for prominent corner buildings. The restoration of façades and preservation of buildings are also covered by the guidelines, which promotes their restoration and adaptive reuse. The guidelines also outline matters to be considered for designing new buildings within the city centre, so that they do not detract from the surrounding heritage buildings. The objectives, recommendations, and results of the guidelines are presented in Appendix E.

A.2.2 Iwi Management Plans and Tangata Whenua

Iwi/hapu management plans are planning documents that are recognised by an iwi authority, relevant to the resource management issues, including heritage, of a place and lodged with the relevant local authority. They have statutory recognition under the RMA 1991. Iwi Management Plans set baseline standards for the management of Māori heritage and are beneficial for providing frameworks for streamlining management processes and codifying Māori values. Iwi Management Plans can be prepared for a rohe, heritage inventories, a specific resource or issue or general management or conservation plans (NZHPT, 2012).

The four Rūnanga Papatipu o Murihiku; Te Rūnanga o Awarua, Te Rūnanga o Oraka/Aparima, Te Rūnanga o Hokonui and, Te Rūnanga o Waihōpai are collectively involved in the protection/promotion of the region's natural and physical resources by providing input into the processes required by the RMA and other relevant legislation. *Te Tangi a Tauria - The Cry of the People: Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan* (Ngāi Tahu ki Murihiku, 2008) has been developed by Ngāi Tahu ki Murihiku and is supported by Gore District Council, Southland District Council, Southland Regional Council (Environment Southland), Invercargill City Council and Queenstown Lakes District Council and recognised by iwi authority Te Rūnanga o Ngāi Tahu. The plan describes values, identifies primary issues and provides policies and management guidelines.

Part 2 of the ICC District Plan recognises the Treaty of Waitangi, the Murihiku Ngāi Tahu Treaty principals, manawhenua, The Ngāi Tahu Claims Settlement Act 1998, *Te Tangi a Tauria - The Cry of the People*, partnerships and involving tangata whenua throughout resource management processes is an essential part of sustainable management of the regions natural resources. Issues for tangata whenua are covered in TW-11 to TW-13, objectives TW-01 to TW-05, policies TW-P1 to TW-P6 and methods of implementation TW-M1 to TW-M8.

A.2.3 HNZPT Guidelines

HNZPT have provided guidelines on the assessment of adverse effects on heritage values with specific information relating to the façade retention and the demolition or alteration of historic buildings (NZHPT, 2007). The guidelines are summarised below.

Alterations and Additions to Historic Buildings

HNZPT encourages the adaptation of historic buildings as a way to continue the liveability and utility of the structure but advocates for alterations that result in minimal loss of cultural heritage value. The following important design considerations for alterations and/or additions to heritage buildings are outlined in the above report:

- Retain surviving internal and external heritage fabric as far as possible and disturb, distort or obscure it as little as possible.
- Respect the design, form, scale, materials, workmanship, patina of age, colours, contents, location, curtilage and setting, including alterations that have heritage value.
- Avoid work that will compromise or obscure fabric of heritage value.
- Ensure any new work is of a scale and location that it does not dominate the heritage place and respects its setting.
- New work should be appropriately recorded.

In addition, HNZPT provides checklists to determine the appropriateness of interior and exterior alterations to heritage buildings:

Partial Demolition of Historic Buildings

It is deemed best practice to retain significant heritage buildings in their entirety, and so partial demolition and/or retention of the façade does not comply with conservation best practice. The following considerations should be addressed before proceeding with this activity:

- Any part of a building or structure that will be demolished should be fully recorded and documented both prior to, and during the partial demolition process.
- Partial demolition should not be allowed unless it does not adversely affect the significance and integrity of the place.
- The proposed partial demolition should be limited to parts of the building (including interior) that have been identified in a conservation plan or heritage assessment as having no significance, are not contributory to the significance of the heritage place, are intrusive, or where the partial demolition reveals fabric of higher degree of significance.
- The proposed partial demolition should be limited to parts of the building that are beyond physical repair due to fire or other damage.
- Partial demolition should be informed by the concept of greater or total conservation benefit with respect to a large complex group of structures and buildings. It may be that the removal of minor parts of a building may be justified to achieve the conservation of most significant places on the entire site. All other avenues should be explored before this option is considered and all decisions must be informed by a conservation plan.
- The new structure (behind the façade) should not be visible when viewed from principal viewing points identified in an urban design or heritage assessment.
- Where a façade is to be retained it should include at least one room-depth of the original structure to permit an understanding of the relationship between the original exterior and the interior functions.
- The design of the retained façade should retain the original shape, pitch, covering material and decoration of the roof.
- The retained façade should be subject to active repair and maintenance, retaining original elements and detailing.
- Where modifications to the ground floor frontage of the façade are essential to accommodate a new use, the design should harmonise with the rest of the elevation, reflecting in particular the design of any original fenestration. Modifications to the façade above ground floor level should be avoided.
- The floor levels in the new structure should match existing floor levels. Where this is impracticable care should be taken to ensure floors and/or suspended ceilings do not run horizontally across window openings on the retained façade.
- Any façade retention proposal should ensure that window spaces open into interior spaces. Views to the exterior of the new building or the sky should be avoided.

- The scale and dimensions of the interior spaces immediately behind the façade should be the original interiors, fully restored. Where this is not possible, care should be taken to ensure that interior dimensions and lighting visible from the street is of compatible scale and form.

Demolition of Historic Buildings

HNZPT is opposed to the demolition of historic buildings, except for cases where it is unavoidable due to the structure being beyond repair. Demolition is viewed as inconsistent with sustainable management of resources and as an irreversible removal of cultural heritage that is often regretted in the future. For cases where this activity is proposed, the following considerations should be taken into account:

- Any building or structure that will be demolished should be fully recorded and documented both prior to, and during the demolition process.
- With regard to a large or complex site, the proposed demolition will not compromise the integrity and significance of the place, streetscape, area or landscape.
- Demolition may be acceptable when a building or structure is considered to be 'beyond repair'. It may be structurally unsafe, may have been damaged by natural event, or may have been irreversibly damaged by fire. This matter often requires evidence from a professional engineering assessment.
- Demolition should be informed by the concept of greater or total conservation benefit with respect to a large complex group of structures and buildings. It may be that the demolition of minor parts of a building may be justified to achieve the conservation of most significant places on the entire site. All other avenues should be explored before this option is considered and all decisions must be informed by a conservation plan.
- All alternatives to demolition should be explored including new and compatible uses, repair and maintenance works, maintenance plans, and appropriate alterations and changes.

A.3 Protected Objects Act 1975

The Protected Objects Act 1975 was established to provide protection of certain objects, including protected New Zealand objects that form part of the movable cultural heritage of New Zealand. Protected New Zealand objects are defined by Schedule 4 of the act and includes archaeological objects and taonga tuturu. Under Section 11 of the Protected Objects Act 1975, any newly found Maori cultural objects (taonga tuturi) are automatically the property of the Crown if they are older than fifty years and can only be transferred from the Crown to an individual or group of individuals through the Maori Land Court. Anyone who finds a complete or partial taonga tuturu, accidentally or intentionally is required to notify the Ministry of Culture and Heritage within:

- (b) 28 days of finding the taonga tuturu; or

28 days of completing field work undertaken in connection with an archaeological investigation authorised by HNZPT.

Appendix B Funding for Heritage in Invercargill

There are several funding opportunities currently available for owners of heritage buildings, including owners of heritage buildings which are earthquake prone. The funding available is typically for projects that propose maintenance, protection, conservation and adaptive re-use projects to protect buildings.

ICC Funding

ICC operates several funds including the City Centre Built Heritage Fund, Seismic Strengthening Fund and Façade Enhancement Fund. The criteria give preference to 23 buildings and two streetscapes identified in the *Invercargill City Centre Heritage Strategy 2019* for maintenance, protection, conservation and adaptive re-use. The project area buildings are not included within this strategy and so would not qualify.

The City Centre Repainting Fund is for scaffolding and painting costs for those buildings with the City Centre Heritage Area as identified in *Invercargill City Centre Heritage Strategy 2019*. It is for buildings identified as heritage items in the District Plan. The four scheduled heritage items would meet the criteria for this fund. However, please note heritage best practice does not support modern painting of bricks. This can cause moisture issues and structural damages to buildings and reversal and removal of paint can also cause heritage fabric, bricks, to be damaged. Professional advice is required.

Heritage Equip

This fund supports seismic strengthening projects. Criteria includes that the building must be privately owned (individual, company or Trust), building must be earthquake prone, building must have heritage value on the HNZPT List. Currently the buildings within the project area currently do not meet these criteria.

Regional Cultural and Heritage Fund

The Ministry for Culture and Heritage also manages the Regional Culture and Heritage Fund (RCHF). This fund provides grants for not-for-profit organisations (including councils) that own buildings used for art gallery, whare taonga, museum, performing arts, or heritage purposes. Projects can involve heritage or newer buildings, and includes seismic strengthening, renovating, restoring, adding to, or constructing buildings. The projects must be focused on improving the existing building stock or adding new buildings to our arts, cultural and heritage infrastructure. While open to applicants from throughout New Zealand, the fund's primary focus is to support capital projects outside the main centres of Christchurch, Wellington and Auckland. The current project may meet this criteria.

Provincial Growth Fund

The goal of this fund is to accelerate regional development, increase regional productivity, and contribute to more, better-paying jobs. Therefore, each project should help achieve the PGF's objectives:

- Creating jobs, leading to sustainable economic growth
- Increasing social inclusion and participation
- Enabling Māori to realise aspirations in all aspects of the economy
- Encouraging environmental sustainability and helping New Zealand meet climate change commitments alongside productive use of land, water and other resources
- Improving resilience, particularly of critical infrastructure, and by diversifying our economy

Applications for funding that fall into three main areas, or tiers: regionally-focused projects, sector-focused projects, and infrastructure-based projects are welcome. Applications to any of the three areas, or to two or more where they are inter-connected. For example, development of a new tourism attraction may be accompanied by improvements to the local road network and building local skills in tourism and hospitality. A regionally focussed art gallery and development may meet funding criteria.

National Heritage Preservation Incentive Fund (Heritage NZ)

Any property in private ownership that is entered on the New Zealand Heritage List (Category 1 and 2) is eligible. While all eligible projects will be considered, the priorities for funding within the current found round are conservation of sites of significance to Maori and conservation and preservation of sites that support regional economic development. Currently the buildings within the project area currently do not meet these criteria.

Lottery Environment and Heritage Grants

Community organisations (no private or commercial owners) can apply to the Lottery Environment and Heritage Committee for funding grants for projects which ‘promote, protect and conserve New Zealand’s natural, physical and cultural heritage’. Such projects can include historical publications, museums, whare taonga and art galleries. There is broad funding criteria including for physical heritage projects and cultural heritage projects. This fund provides grants for plans, reports and one-off projects that will protect, conserve and promote New Zealand’s natural, cultural and physical heritage. The redevelopment and adaptive reuse of buildings within this project are may meet criteria for this fund.

Southland Heritage and Building Preservation Trust

Owners of registered historic buildings (HNZPT List or identified as ‘Locally Significant’ in a District Plan) within Southland are eligible. Funding is in the form of low interest, secured loans for the purpose of assisting owners to manage, maintain, or preserve their registered historic building. The Trust will give preference to assisting with the restoration or strengthening of the building. Assistance may be given for refurbishing in cases where the Trust is satisfied that the work will encourage uses of the building that are likely to ensure its conservation and preservation. Ordinary maintenance will not normally be eligible for assistance. The redevelopment and adaptive reuse of buildings within this project are may meet criteria for this fund.

The Community Trust Southland

This fund provides grants for projects that focus on one of their four key pillars. Most relevant to heritage buildings is the “Art, Heritage & Culture” pillar, where one of the key priorities is “celebrating and preserving the region’s significant/unique heritage with a focus on support for Heritage New Zealand Category 1 buildings and telling the South’s unique stories”. They offer General Grants under \$100,000 and, subject to available funding, may offer Major Grants (over \$100,000) from time to time. Although this fund is for HNZPT Category 1 Listed buildings, it may be worth discussing the merits of a redevelopment project with the Community Trust of Southland.

P.H. Vickery Charitable Trust

Funding is for Southland building owners (both private owners and non-profit organizations). The purpose of the Trust is to support and benefit elderly people living in Southland. For example, if you have a project that provides a tangible benefit to the elderly of Southland, then you may wish to make an application. An Art Gallery would have tangible benefits to elderly.

Other Community Funding

For an art gallery there are other significant collaborators and funders within Invercargill and Southland. Some of which may be able to provide funding, resources or support. For example, Great South, Invercargill Licensing Trust, Te Ao Marama Inc. and companies with historical and cultural associations such as The Southland Times, Alliance Group.

Appendix C ICOMOS NZ Charter

ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value

Revised 2010

Preamble

New Zealand retains a unique assemblage of **places** of **cultural heritage value** relating to its indigenous and more recent peoples. These areas, **cultural landscapes** and features, buildings and **structures**, gardens, archaeological sites, traditional sites, monuments, and sacred **places** are treasures of distinctive value that have accrued meanings over time. New Zealand shares a general responsibility with the rest of humanity to safeguard its cultural heritage **places** for present and future generations. More specifically, the people of New Zealand have particular ways of perceiving, relating to, and conserving their cultural heritage **places**.

Following the spirit of the International Charter for the Conservation and Restoration of Monuments and Sites (the Venice Charter - 1964), this charter sets out principles to guide the **conservation** of **places** of **cultural heritage value** in New Zealand. It is a statement of professional principles for members of ICOMOS New Zealand.

This charter is also intended to guide all those involved in the various aspects of **conservation** work, including owners, guardians, managers, developers, planners, architects, engineers, craftspeople and those in the construction trades, heritage practitioners and advisors, and local and central government authorities. It offers guidance for communities, organisations, and individuals involved with the **conservation** and management of cultural heritage **places**.

This charter should be made an integral part of statutory or regulatory heritage management policies or plans, and should provide support for decision makers in statutory or regulatory processes.

Each article of this charter must be read in the light of all the others. Words in bold in the text are defined in the definitions section of this charter.

This revised charter was adopted by the New Zealand National Committee of the International Council on Monuments and Sites at its meeting on 4 September 2010.

Purpose of conservation

1. The purpose of conservation

The purpose of **conservation** is to care for **places** of **cultural heritage value**.

In general, such **places**:

- (i) have lasting values and can be appreciated in their own right;
- (ii) inform us about the past and the cultures of those who came before us;
- (iii) provide tangible evidence of the continuity between past, present, and future;
- (iv) underpin and reinforce community identity and relationships to ancestors and the land; and
- (v) provide a measure against which the achievements of the present can be compared.

It is the purpose of **conservation** to retain and reveal such values, and to support the ongoing meanings and functions of **places** of **cultural heritage value**, in the interests of present and future generations.

Conservation principles

2. Understanding cultural heritage value

Conservation of a **place** should be based on an understanding and appreciation of all aspects of its **cultural heritage value**, both **tangible** and **intangible**. All available forms of knowledge and evidence provide the means of understanding a **place** and its **cultural heritage value** and **cultural heritage significance**. **Cultural heritage value** should be understood through consultation with **connected people**, systematic documentary and oral research, physical investigation and **recording** of the **place**, and other relevant methods.

All relevant **cultural heritage values** should be recognised, respected, and, where appropriate, revealed, including values which differ, conflict, or compete.

The policy for managing all aspects of a **place**, including its **conservation** and its **use**, and the implementation of the policy, must be based on an understanding of its **cultural heritage value**.

3. Indigenous cultural heritage

The indigenous cultural heritage of **tangata whenua** relates to **whanau**, **hapu**, and **iwi** groups. It shapes identity and enhances well-being, and it has particular cultural meanings and values for the present, and associations with those who have gone before. Indigenous cultural heritage brings with it responsibilities of guardianship and the practical application and passing on of associated knowledge, traditional skills, and practices.

The Treaty of Waitangi is the founding document of our nation. Article 2 of the Treaty recognises and guarantees the protection of **fino rangatiratanga**, and so empowers **kaitiakitanga** as customary trusteeship to be exercised by **tangata whenua**. This customary trusteeship is exercised over their **taonga**, such as sacred and traditional **places**, built heritage, traditional practices, and other cultural heritage resources. This obligation extends beyond current legal ownership wherever such cultural heritage exists.

Particular **matauranga**, or knowledge of cultural heritage meaning, value, and practice, is associated with **places**. **Matauranga** is sustained and transmitted through oral, written, and physical forms determined by **tangata whenua**. The **conservation** of such **places** is therefore conditional on decisions made in associated **tangata whenua** communities, and should proceed only in this context. In particular, protocols of access, authority, ritual, and practice are determined at a local level and should be respected.

4. Planning for conservation

Conservation should be subject to prior documented assessment and planning.

All **conservation** work should be based on a **conservation plan** which identifies the **cultural heritage value** and **cultural heritage significance** of the **place**, the **conservation** policies, and the extent of the recommended works.

The **conservation plan** should give the highest priority to the **authenticity** and **integrity** of the **place**.

Other guiding documents such as, but not limited to, management plans, cyclical **maintenance** plans, specifications for **conservation** work, interpretation plans, risk mitigation plans, or emergency plans should be guided by a **conservation plan**.

5. Respect for surviving evidence and knowledge

Conservation maintains and reveals the **authenticity** and **integrity** of a **place**, and involves the least possible loss of **fabric** or evidence of **cultural heritage value**. Respect for all forms of knowledge and existing evidence, of both **tangible** and **intangible values**, is essential to the **authenticity** and **integrity** of the **place**.

Conservation recognises the evidence of time and the contributions of all periods. The **conservation** of a **place** should identify and respect all aspects of its **cultural heritage value** without unwarranted emphasis on any one value at the expense of others.

The removal or obscuring of any physical evidence of any period or activity should be minimised, and should be explicitly justified where it does occur. The **fabric** of a particular period or activity may be obscured or removed if assessment shows that its removal would not diminish the **cultural heritage value** of the **place**.

In **conservation**, evidence of the functions and intangible meanings of **places** of **cultural heritage value** should be respected.

6. Minimum intervention

Work undertaken at a **place** of **cultural heritage value** should involve the least degree of **intervention** consistent with **conservation** and the principles of this charter.

Intervention should be the minimum necessary to ensure the retention of **tangible** and **intangible values** and the continuation of **uses** integral to those values. The removal of **fabric** or the alteration of features and spaces that have **cultural heritage value** should be avoided.

7. Physical investigation

Physical investigation of a **place** provides primary evidence that cannot be gained from any other source. Physical investigation should be carried out according to currently accepted professional standards, and should be documented through systematic **recording**.

Invasive investigation of **fabric** of any period should be carried out only where knowledge may be significantly extended, or where it is necessary to establish the existence of **fabric** of **cultural heritage value**, or where it is necessary for **conservation** work, or where such **fabric** is about to be damaged or destroyed or made inaccessible. The extent of invasive investigation should minimise the disturbance of significant **fabric**.

8. Use

The **conservation** of a **place** of **cultural heritage value** is usually facilitated by the **place** serving a useful purpose.

Where the **use** of a **place** is integral to its **cultural heritage value**, that **use** should be retained.

Where a change of **use** is proposed, the new **use** should be compatible with the **cultural heritage value** of the **place**, and should have little or no adverse effect on the **cultural heritage value**.

9. Setting

Where the **setting** of a **place** is integral to its **cultural heritage value**, that **setting** should be conserved with the **place** itself. If the **setting** no longer contributes to the **cultural heritage value** of the **place**, and if **reconstruction** of the **setting** can be justified, any **reconstruction** of the **setting** should be based on an understanding of all aspects of the **cultural heritage value** of the **place**.

10. Relocation

The on-going association of a **structure** or feature of **cultural heritage value** with its location, site, curtilage, and **setting** is essential to its **authenticity** and **integrity**. Therefore, a **structure** or feature of **cultural heritage value** should remain on its original site.

Relocation of a **structure** or feature of **cultural heritage value**, where its removal is required in order to clear its site for a different purpose or construction, or where its removal is required to enable its **use** on a different site, is not a desirable outcome and is not a **conservation** process.

In exceptional circumstances, a **structure** of **cultural heritage value** may be relocated if its current site is in imminent danger, and if all other means of retaining the **structure** in its current location have been exhausted. In this event, the new location should provide a **setting** compatible with the **cultural heritage value** of the **structure**.

11. Documentation and archiving

The **cultural heritage value** and **cultural heritage significance** of a **place**, and all aspects of its **conservation**, should be fully documented to ensure that this information is available to present and future generations.

Documentation includes information about all changes to the **place** and any decisions made during the **conservation** process.

Documentation should be carried out to archival standards to maximise the longevity of the record, and should be placed in an appropriate archival repository.

Documentation should be made available to **connected people** and other interested parties. Where reasons for confidentiality exist, such as security, privacy, or cultural appropriateness, some information may not always be publicly accessible.

12. Recording

Evidence provided by the **fabric** of a **place** should be identified and understood through systematic research, **recording**, and analysis.

Recording is an essential part of the physical investigation of a **place**. It informs and guides the **conservation** process and its planning. Systematic **recording** should occur prior to, during, and following any **intervention**. It should include the **recording** of new evidence revealed, and any **fabric** obscured or removed.

Recording of the changes to a **place** should continue throughout its life.

13. Fixtures, fittings, and contents

Fixtures, fittings, and **contents** that are integral to the **cultural heritage value** of a **place** should be retained and conserved with the **place**. Such fixtures, fittings, and **contents** may include carving, painting, weaving, stained glass, wallpaper, surface decoration, works of art, equipment and machinery, furniture, and personal belongings.

Conservation of any such material should involve specialist **conservation** expertise appropriate to the material. Where it is necessary to remove any such material, it should be recorded, retained, and protected, until such time as it can be reinstated.

Conservation processes and practice

14. Conservation plans

A **conservation plan**, based on the principles of this charter, should:

- (i) be based on a comprehensive understanding of the **cultural heritage value** of the **place** and assessment of its **cultural heritage significance**;
- (ii) include an assessment of the **fabric** of the **place**, and its condition;
- (iii) give the highest priority to the **authenticity** and **integrity** of the **place**;
- (iv) include the entirety of the **place**, including the **setting**;
- (v) be prepared by objective professionals in appropriate disciplines;
- (vi) consider the needs, abilities, and resources of **connected people**;
- (vii) not be influenced by prior expectations of change or development;
- (viii) specify **conservation** policies to guide decision making and to guide any work to be undertaken;
- (ix) make recommendations for the **conservation** of the **place**; and
- (x) be regularly revised and kept up to date.

15. Conservation projects

Conservation projects should include the following:

- (i) consultation with interested parties and **connected people**, continuing throughout the project;
- (ii) opportunities for interested parties and **connected people** to contribute to and participate in the project;
- (iii) research into documentary and oral history, using all relevant sources and repositories of knowledge;
- (iv) physical investigation of the **place** as appropriate;
- (v) use of all appropriate methods of **recording**, such as written, drawn, and photographic;
- (vi) the preparation of a **conservation plan** which meets the principles of this charter;
- (vii) guidance on appropriate **use** of the **place**;
- (viii) the implementation of any planned **conservation** work;
- (ix) the **documentation** of the **conservation** work as it proceeds; and
- (x) where appropriate, the deposit of all records in an archival repository.

A **conservation** project must not be commenced until any required statutory authorisation has been granted.

16. Professional, trade, and craft skills

All aspects of **conservation** work should be planned, directed, supervised, and undertaken by people with appropriate **conservation** training and experience directly relevant to the project.

All **conservation** disciplines, arts, crafts, trades, and traditional skills and practices that are relevant to the project should be applied and promoted.

17. Degrees of intervention for conservation purposes

Following research, **recording**, assessment, and planning, **intervention** for **conservation** purposes may include, in increasing degrees of **intervention**:

- (i) **preservation**, through **stabilisation**, **maintenance**, or **repair**;
- (ii) **restoration**, through **reassembly**, **reinstatement**, or removal;
- (iii) **reconstruction**; and
- (iv) **adaptation**.

In many **conservation** projects a range of processes may be utilised. Where appropriate, **conservation** processes may be applied to individual parts or components of a **place** of **cultural heritage value**.

The extent of any **intervention** for **conservation** purposes should be guided by the **cultural heritage value** of a **place** and the policies for its management as identified in a **conservation plan**. Any **intervention** which would reduce or compromise **cultural heritage value** is undesirable and should not occur.

Preference should be given to the least degree of **intervention**, consistent with this charter.

Re-creation, meaning the conjectural **reconstruction** of a **structure** or **place**; replication, meaning to make a copy of an existing or former **structure** or **place**; or the construction of generalised representations of typical features or **structures**, are not **conservation** processes and are outside the scope of this charter.

18. Preservation

Preservation of a **place** involves as little **intervention** as possible, to ensure its long-term survival and the continuation of its **cultural heritage value**.

Preservation processes should not obscure or remove the patina of age, particularly where it contributes to the **authenticity** and **integrity** of the **place**, or where it contributes to the structural stability of materials.

i. Stabilisation

Processes of decay should be slowed by providing treatment or support.

ii. Maintenance

A **place** of **cultural heritage value** should be maintained regularly. **Maintenance** should be carried out according to a plan or work programme.

iii. Repair

Repair of a **place** of **cultural heritage value** should utilise matching or similar materials. Where it is necessary to employ new materials, they should be distinguishable by experts, and should be documented.

Traditional methods and materials should be given preference in **conservation** work.

Repair of a technically higher standard than that achieved with the existing materials or construction practices may be justified only where the stability or life expectancy of the site or material is increased, where the new material is compatible with the old, and where the **cultural heritage value** is not diminished.

19. Restoration

The process of **restoration** typically involves **reassembly** and **reinstatement**, and may involve the removal of accretions that detract from the **cultural heritage value** of a **place**.

Restoration is based on respect for existing **fabric**, and on the identification and analysis of all available evidence, so that the **cultural heritage value** of a **place** is recovered or revealed. **Restoration** should be carried out only if the **cultural heritage value** of the **place** is recovered or revealed by the process.

Restoration does not involve conjecture.

i. Reassembly and reinstatement

Reassembly uses existing material and, through the process of **reinstatement**, returns it to its former position. **Reassembly** is more likely to involve work on part of a **place** rather than the whole **place**.

ii. Removal

Occasionally, existing **fabric** may need to be permanently removed from a **place**. This may be for reasons of advanced decay, or loss of structural **integrity**, or because particular **fabric** has been identified in a **conservation plan** as detracting from the **cultural heritage value** of the **place**.

The **fabric** removed should be systematically **recorded** before and during its removal. In some cases it may be appropriate to store, on a long-term basis, material of evidential value that has been removed.

20. Reconstruction

Reconstruction is distinguished from **restoration** by the introduction of new material to replace material that has been lost.

Reconstruction is appropriate if it is essential to the function, **integrity**, **intangible value**, or understanding of a **place**, if sufficient physical and documentary evidence exists to minimise conjecture, and if surviving **cultural heritage value** is preserved.

Reconstructed elements should not usually constitute the majority of a **place** or **structure**.

21. Adaptation

The **conservation** of a **place** of **cultural heritage value** is usually facilitated by the **place** serving a useful purpose. Proposals for **adaptation** of a **place** may arise from maintaining its continuing **use**, or from a proposed change of **use**.

Alterations and additions may be acceptable where they are necessary for a **compatible use** of the **place**. Any change should be the minimum necessary, should be substantially reversible, and should have little or no adverse effect on the **cultural heritage value** of the **place**.

Any alterations or additions should be compatible with the original form and **fabric** of the **place**, and should avoid inappropriate or incompatible contrasts of form, scale, mass, colour, and material.

Adaptation should not dominate or substantially obscure the original form and **fabric**, and should not adversely affect the **setting** of a **place** of **cultural heritage value**. New work should complement the original form and **fabric**.

22. Non-intervention

In some circumstances, assessment of the **cultural heritage value** of a **place** may show that it is not desirable to undertake any **conservation intervention** at that time. This approach may be appropriate where undisturbed constancy of **intangible values**, such as the spiritual associations of a sacred **place**, may be more important than its physical attributes.

23. Interpretation

Interpretation actively enhances public understanding of all aspects of **places** of **cultural heritage value** and their **conservation**. Relevant cultural protocols are integral to that understanding, and should be identified and observed.

Where appropriate, interpretation should assist the understanding of **tangible** and **intangible values** of a **place** which may not be readily perceived, such as the sequence of construction and change, and the meanings and associations of the **place** for **connected people**.

Any interpretation should respect the **cultural heritage value** of a **place**. Interpretation methods should be appropriate to the **place**. Physical **interventions** for interpretation purposes should not detract from the experience of the **place**, and should not have an adverse effect on its **tangible** or **intangible values**.

24. Risk mitigation

Places of **cultural heritage value** may be vulnerable to natural disasters such as flood, storm, or earthquake; or to humanly induced threats and risks such as those arising from earthworks, subdivision and development, buildings works, or wilful damage or neglect. In order to safeguard **cultural heritage value**, planning for risk mitigation and emergency management is necessary.

Potential risks to any **place** of **cultural heritage value** should be assessed. Where appropriate, a risk mitigation plan, an emergency plan, and/or a protection plan should be prepared, and implemented as far as possible, with reference to a conservation plan.

Definitions

For the purposes of this charter:

Adaptation means the process(es) of modifying a **place** for a **compatible use** while retaining its **cultural heritage value**. **Adaptation** processes include alteration and addition.

Authenticity means the credibility or truthfulness of the surviving evidence and knowledge of the **cultural heritage value** of a **place**. Relevant evidence includes form and design, substance and **fabric**, technology and craftsmanship, location and surroundings, context and **setting, use** and function, traditions, spiritual essence, and sense of place, and includes **tangible** and **intangible values**. Assessment of **authenticity** is based on identification and analysis of relevant evidence and knowledge, and respect for its cultural context.

Compatible use means a **use** which is consistent with the **cultural heritage value** of a **place**, and which has little or no adverse impact on its **authenticity** and **integrity**.

Connected people means any groups, organisations, or individuals having a sense of association with or responsibility for a **place** of **cultural heritage value**.

Conservation means all the processes of understanding and caring for a **place** so as to safeguard its **cultural heritage value**. **Conservation** is based on respect for the existing **fabric**, associations, meanings, and **use** of the **place**. It requires a cautious approach of doing as much work as necessary but as little as possible, and retaining **authenticity** and **integrity**, to ensure that the **place** and its values are passed on to future generations.

Conservation plan means an objective report which documents the history, **fabric**, and **cultural heritage value** of a **place**, assesses its **cultural heritage significance**, describes the condition of the **place**, outlines **conservation** policies for managing the **place**, and makes recommendations for the **conservation** of the **place**.

Contents means moveable objects, collections, chattels, documents, works of art, and ephemera that are not fixed or fitted to a **place**, and which have been assessed as being integral to its **cultural heritage value**.

Cultural heritage significance means the **cultural heritage value** of a **place** relative to other similar or comparable **places**, recognising the particular cultural context of the **place**.

Cultural heritage value/s means possessing aesthetic, archaeological, architectural, commemorative, functional, historical, landscape, monumental, scientific, social, spiritual, symbolic, technological, traditional, or other **tangible** or **intangible values**, associated with human activity.

Cultural landscapes means an area possessing **cultural heritage value** arising from the relationships between people and the environment. **Cultural landscapes** may have been designed, such as gardens, or may have evolved from human settlement and land use over time, resulting in a diversity of distinctive landscapes in different areas. Associative **cultural landscapes**, such as sacred mountains, may lack **tangible** cultural elements but may have strong **intangible** cultural or spiritual associations.

Documentation means collecting, **recording**, keeping, and managing information about a **place** and its **cultural heritage value**, including information about its history, **fabric**, and meaning; information about decisions taken; and information about physical changes and **interventions** made to the **place**.

Fabric means all the physical material of a **place**, including subsurface material, **structures**, and interior and exterior surfaces including the patina of age; and including fixtures and fittings, and gardens and plantings.

Hapu means a section of a large tribe of the **tangata whenua**.

Intangible value means the abstract **cultural heritage value** of the meanings or associations of a **place**, including commemorative, historical, social, spiritual, symbolic, or traditional values.

Integrity means the wholeness or intactness of a **place**, including its meaning and sense of **place**, and all the **tangible** and **intangible** attributes and elements necessary to express its **cultural heritage value**.

Intervention means any activity that causes disturbance of or alteration to a **place** or its **fabric**. **Intervention** includes archaeological excavation, invasive investigation of built **structures**, and any **intervention** for **conservation** purposes.

Iwi means a tribe of the **tangata whenua**.

Kaitiakitanga means the duty of customary trusteeship, stewardship, guardianship, and protection of land, resources, or **taonga**.

Maintenance means regular and on-going protective care of a **place** to prevent deterioration and to retain its **cultural heritage value**.

Matauranga means traditional or cultural knowledge of the **tangata whenua**.

Non-intervention means to choose not to undertake any activity that causes disturbance of or alteration to a **place** or its **fabric**.

Place means any land having **cultural heritage value** in New Zealand, including areas: **cultural landscapes**; buildings, **structures**, and monuments; groups of buildings, **structures**, or monuments; gardens and plantings; archaeological sites and features; traditional sites; sacred **places**; townscapes and streetscapes; and settlements. **Place** may also include land covered by water, and any body of water. **Place** includes the **setting** of any such **place**.

Preservation means to maintain a **place** with as little change as possible.

Reassembly means to put existing but disarticulated parts of a **structure** back together.

Reconstruction means to build again as closely as possible to a documented earlier form, using new materials.

Recording means the process of capturing information and creating an archival record of the **fabric** and **setting** of a **place**, including its configuration, condition, **use**, and change over time.

Reinstatement means to put material components of a **place**, including the products of **reassembly**, back in position.

Repair means to make good decayed or damaged **fabric** using identical, closely similar, or otherwise appropriate material.

Restoration means to return a **place** to a known earlier form, by **reassembly** and **reinstatement**, and/or by removal of elements that detract from its **cultural heritage value**.

Setting means the area around and/or adjacent to a **place** of **cultural heritage value** that is integral to its function, meaning, and relationships. **Setting** includes the **structures**, outbuildings, features, gardens, curtilage, airspace, and accessways forming the spatial context of the **place** or used

in association with the **place**. **Setting** also includes **cultural landscapes**, townscapes, and streetscapes; perspectives, views, and viewshafts to and from a **place**; and relationships with other **places** which contribute to the **cultural heritage value** of the **place**. **Setting** may extend beyond the area defined by legal title, and may include a buffer zone necessary for the long-term protection of the **cultural heritage value** of the **place**.

Stabilisation means the arrest or slowing of the processes of decay.

Structure means any building, standing remains, equipment, device, or other facility made by people and which is fixed to the land.

Tangata whenua means generally the original indigenous inhabitants of the land; and means specifically the people exercising **kaitiakitanga** over particular land, resources, or **taonga**.

Tangible value means the physically observable **cultural heritage value** of a **place**, including archaeological, architectural, landscape, monumental, scientific, or technological values.

Taonga means anything highly prized for its cultural, economic, historical, spiritual, or traditional value, including land and natural and cultural resources.

Tino rangatiratanga means the exercise of full chieftainship, authority, and responsibility.

Use means the functions of a **place**, and the activities and practices that may occur at the **place**. The functions, activities, and practices may in themselves be of **cultural heritage value**.

Whanau means an extended family which is part of a **hapu** or **iwi**.

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This revised text replaces the 1993 and 1995 versions and should be referenced as the *ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value* (ICOMOS New Zealand Charter 2010).

This revision incorporates changes in conservation philosophy and best practice since 1993 and is the only version of the ICOMOS New Zealand Charter approved by ICOMOS New Zealand (Inc.) for use.

Copies of this charter may be obtained from

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Appendix D Invercargill City Heritage Strategy 2019



Invercargill City Centre
HERITAGE STRATEGY 2019

Invercargill City Centre Heritage Strategy 2019

1. Introduction

- 1.1 Why do we need a Strategy?
- 1.2 How does the Strategy work?
- 1.3 What is the role of Council?
- 1.4 What is the scope?

2. The Strategy

- 2.1 Actions
- 2.2 Financial Breakdown
- 2.3 Monitoring and Review
- 2.4 Reference Documents

**“To enhance our City, preserve its character
and embrace innovation and change”**

(Council’s Vision Statement, ICC 2018-2028 Long Term Plan)

Goals

This Strategy acknowledges the value heritage brings to our City Centre and seeks to provide tools and incentives to reach the following goals:

Goal 1

A vibrant, sustainable, and active City Centre where heritage is highly valued.

Goal 2

Key heritage resources within the City Centre are, if practicable, actively utilized, creating positive community and economic outcomes.

Goal 3

New development and adaptive re-use projects respect our City's heritage context.

Goal 4

Heritage values and character of our City Centre are celebrated and protected.



1. Introduction

1.1 Why do we need a Strategy?

The rich variety of built heritage within our City Centre not only tells the stories of our past, but also contributes to the character of our main business area and our sense of place. There are opportunities to develop and maintain an animated City Centre that leverages heritage values. Our City Centre can embrace heritage conservation and also be a great place to do business, shop, work and live. This Strategy sets out a path to make this a reality.

We currently face a number of challenges in managing Invercargill's City Centre heritage:

- a) Earthquake-Prone Building Legislation;
- b) Economics of adaptive re-use;
- c) Balancing the need to conserve heritage and the need for redevelopment;
- d) Lack of incentives to retain heritage buildings;
- e) Loss by neglect (due to poor maintenance); and
- f) Potential for unsympathetic development.

We understand that, with these challenges, not every individual item with heritage value can, or will be able to be, protected in perpetuity. It is, however, integral to ensure that the stories of our past are not lost completely and that the overall heritage value of our City Centre is protected for current and future generations.

1.2 How does the Strategy work?

This Strategy includes 11 actions that the Council will undertake in partnership with key stakeholders to guide future City Centre heritage decisions and initiatives. This will involve working with property owners, heritage organisations, and the community. The Strategy will evolve as it is regularly monitored and reviewed.

1.3 What is the role of Council?

Council believes it is possible to enhance the City Centre by integrating innovative redevelopment into Invercargill's heritage properties and streetscapes. This Strategy has the potential to contribute to a number of community outcomes identified by the Council, in particular:

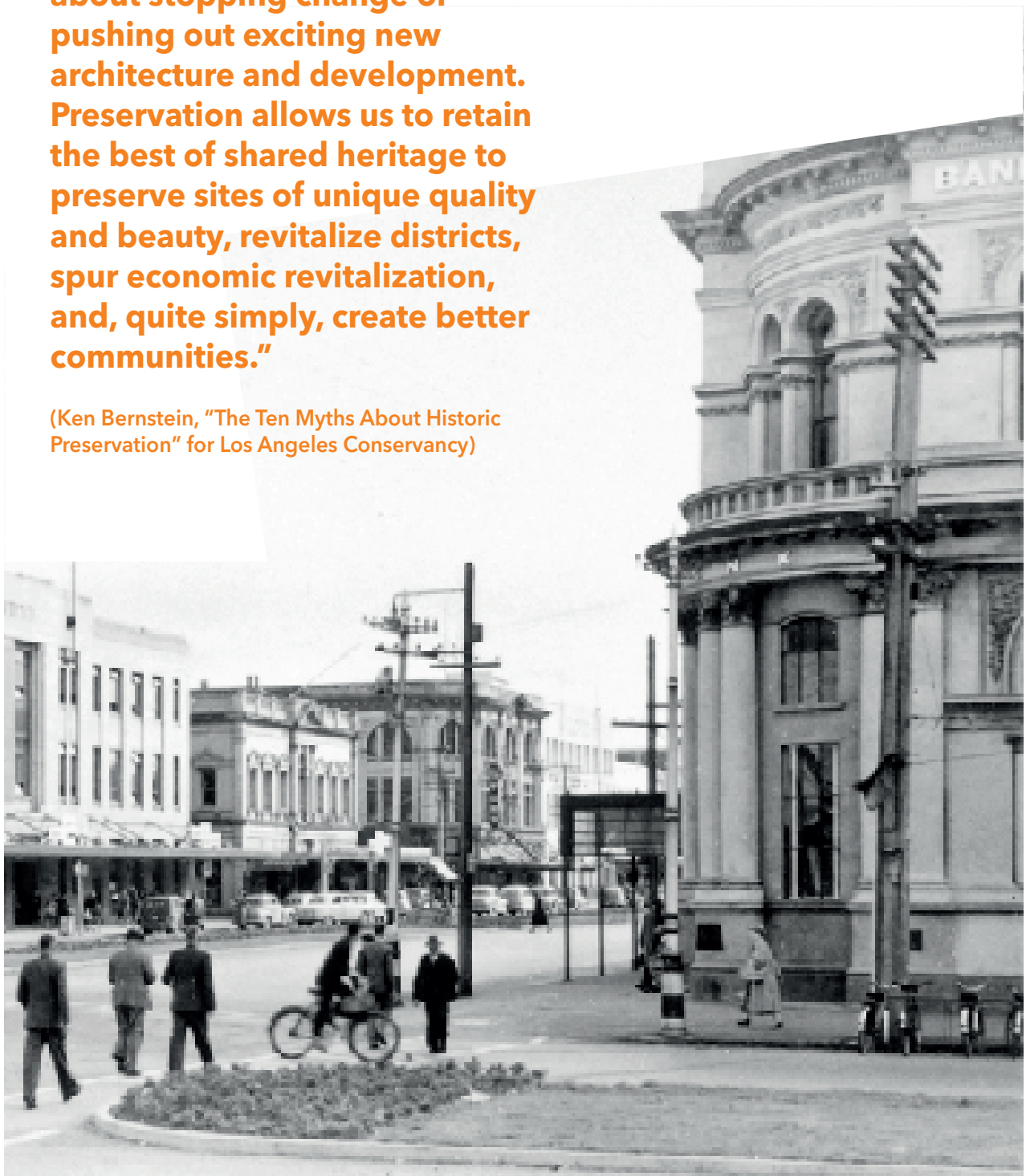
- Invercargill is celebrated for preserving its heritage character;
- Invercargill's character is embraced through community projects; and
- Invercargill's business areas are bustling with people, activities and culture.

The development of this Strategy acknowledges that Council has a number of regulatory obligations relating to heritage, such as:

- a) Resource Management Act, 1991
- b) The Building Act 2004
- c) Earthquake-Prone Building Legislation, 2016
- d) Invercargill City Council Bylaw 2017/2 Environmental Health

“Historic preservation is not about stopping change or pushing out exciting new architecture and development. Preservation allows us to retain the best of shared heritage to preserve sites of unique quality and beauty, revitalize districts, spur economic revitalization, and, quite simply, create better communities.”

(Ken Bernstein, “The Ten Myths About Historic Preservation” for Los Angeles Conservancy)



1.4 What is the scope?

All heritage resources throughout Invercargill will remain recognized for their heritage value. However, this Strategy focuses on those within the City Centre Heritage Area (indicated on page 7). Within the City Centre Heritage Area there are over 80 buildings with recognized heritage value: 22 have been registered by Heritage New Zealand Pouhere Taonga, 64 are considered locally significant, and respective portions of Tay and Dee Streets are recognised for their high streetscape value.

All actions within this Strategy focus on awareness and retention of heritage values. However, due to Invercargill's large heritage inventory, the Council has created a list of heritage resources of greatest importance to the community to initially focus incentives towards. The list was informed by public feedback in March 2018, recommendations from the Origin Consultant report Heritage Buildings Re-Assessment 2016, and several Heritage New Zealand building reports. The list includes 23 buildings (including one Council-owned building) and two streetscapes.

Although not every building within the City Centre Heritage Area has documented heritage value, the potential redevelopment and use of non-heritage buildings will be encouraged to reflect the integrity and character of its heritage surroundings.

The list of priority heritage resources includes:




- **Alexandra Building**
83-85 Dee Street & 2 Don Street
- **Bank of New South Wales (Former)**
1 Dee Street
- **Bank of New Zealand (Former)**
1 Tay Street
- **Blackham Building**
136-144 Dee Street
- **Briscoe and Company Building**
104-106 Dee Street

- **Brown Owl (Former) ****
29 Esk Street
- **Cambridge Arcade ****
59-61 Esk Street & 40 Tay Street
- **Chief Post Office (Former)**
10 Dee Street
- **Civic Theatre ***
88 Tay Street
- **Embassy Theatre (Former)**
110-122 Dee Street
- **Gerrard's Private Railway Hotel**
3 Leven Street & 2 Esk Street
- **Goodalls Footwear (Former)**
26 Esk Street
- **Government Life Building ****
33 Dee Street
- **Grand Hotel & Residence**
76-86 Dee Street
- **Hubber's Emporium**
68 Dee Street
- **Invercargill Club**
32 Don Street
- **National Bank (Former)**
21 The Crescent
- **Public Trust Office (Former)**
28 Don Street
- **Shaw's Building**
146 Dee Street
- **Southland Daily News Building**
100 Dee Street
- **Southland Provincial Chambers (Former)**
32 Kelvin Street
- **Southland Times Building ****
67 Esk Street
- **Tudor / Rakauhauka House**
36 Don Street
- **Dee Streetscape**
68-146 Dee Street
- **Tay Streetscape**
61-77 Tay Street

* Owned by Council

** Partially owned by Council in partnership with HWCP

Priority Heritage Resources

- LEGEND**
-  City Centre Heritage Area
 -  Priority Heritage Building
 -  Priority Heritage Streetscape



2. The Strategy

2.1 Actions

Action	Deliverables*	Timeline	Estimated Cost**
1. Ongoing development and operation of a City Centre Heritage Steering Group, which will provide input, guidance, and oversee progress of the Strategy.	Create Terms of Reference	Within 6 months	Currently funded
	Identify and promote the availability of external funding sources	Ongoing	\$1,000
2. Work with existing heritage trusts to promote heritage preservation and awareness.	Trusts to offer expertise and advice to property owners where possible	Ongoing	\$2,500 per year
3. Maintain and disseminate information on heritage items and ensure this is reflected in Council's records and policies, and share this information - social media, website, signage, etc.	Posting heritage-related articles (both local and beyond) to social media	Monthly	Currently funded
	Supply property owners with information package (existing and upon purchase)	Ongoing	Currently funded
4. Development of advisory information addressing issues of heritage maintenance, alterations and additions, restoration and preservation.	Prepare and promote revised heritage design and maintenance guidelines	Year 1	\$15,000

2.1 Actions (continued)

Action	Deliverables*	Timeline	Estimated Cost**
5. Support City Centre heritage forums, discussion panels, and heritage exhibitions e.g. local art, cultural and/or architectural displays.	Promote use of Council's existing Community Grant for heritage-related projects	Year 1 and onwards	Currently funded
	Be a sponsor of Heritage Month	Year 1 and onwards	\$3,000
6. Promote best practice by showcasing success stories.	Collect and share existing success stories	Year 1 and onwards	\$1,500
	Manage Council-owned heritage assets in accordance with best practices	Year 2 and onwards	Council has budgeted for Civic Theatre maintenance and upgrades within the LTP
7. Adopt financial and non-financial incentives to support heritage resources, with an initial focus on protecting priority heritage resources.	Present report to Council outlining incentive options and further avenues for funding	Year 1	Currently funded
	Develop and implement a specific incentive program to support earthquake strengthening and adaptive re-use of priority heritage resources	Year 1	\$50,000 currently funded per year
8. Ensure that when heritage resources are altered or lost to the community that the effects of that loss on the overall City Centre are offset through means such as compensation policies, promotion of respectful design features, etc.	Consideration of adopting a Heritage Offsetting Policy	Year 1	\$40,000 +
	Impose resource consent conditions on reuse or renovation of heritage items (windows, floors, doors, ceilings, etc.)	Year 1 and onwards	Currently funded

2.1 Actions (continued)

Action	Deliverables*	Timeline	Estimated Cost**
9. Support the Strategy's "City Centre Heritage Area" as the priority area for a wide range of commercial, entertainment and residential activities.	Review District Plan provisions as they relate to the City Centre	Year 2	Currently funded
	Integrate Heritage Strategy goals during resource consent process	Year 2 and onwards	Currently funded
10. Facilitate relationships between Council, heritage interest groups, developers, property owners and heritage tradespeople and experts.	Create Memorandum of Understanding between Council and Heritage NZ	Year 1	Currently funded
	Appoint a Council staff member as point of contact / heritage liaison	Within 6 months	Currently funded
11. Support heritage tourism and products.	Fund the design and installation of 5-10 interpretative projects per year	Year 1 and onwards	\$20,000 per year
	Release a new "City Centre Heritage Walk"	Year 1	\$20,000
	Continue working with the Southland Regional Development Agency (SRDA) to promote heritage tourism	Year 1 and onwards	Currently funded
	Engage SRDA to complete economic assessment of heritage tourism	Year 1 or 2	Currently funded

* The deliverables do not limit Council's work in this space. If additional opportunities arise to protect our heritage these will be considered by the Steering Group.

** These costs are indicative only and may vary based on scope, delivery methods and timing.

2.2 Financial Breakdown

Action	YEAR 1 (2019/2020)	YEAR 2 (2020/2021)	YEAR 3 (2021/2022)	YEAR 4 (2022/2023)	TOTAL
1	\$1,000	-	-	-	\$1,000
2	\$2,500	\$2,500	\$2,500	\$2,500	\$10,000
3	-	-	-	-	-
4	\$15,000	-	-	-	\$15,000
5	\$3,000	-	-	-	\$3,000
6	\$1,500	\$1,500	\$1,500	\$1,500	\$6,000
7*	\$150,000	\$300,000	\$300,000	\$300,000	\$1,050,000
8	\$40,000	-	-	-	\$40,000
9	-	-	-	-	-
10	-	-	-	-	-
11	\$40,000	\$20,000	\$20,000	\$20,000	\$100,000
TOTAL REQUIRED	\$253,000	\$324,000	\$324,000	\$324,000	\$1,225,000

* Includes \$50,000 annual funding already included in budget



2.3 Monitoring and Review

A six-monthly progress report will be brought to the Council by the Steering Group. The Strategy will be reviewed as a whole one year after its adoption by Council to monitor its effectiveness in working towards the goals and every three years thereafter.

By continuing to seek input from heritage owners, heritage organisations and the wider community, all efforts will combine in ensuring that the City Centre's heritage character is preserved and potentially enhanced for the benefit of those who visit, shop, work, invest and live in our City Centre.

2.4 Reference Documents

Over the last decade there have been several reports that have acknowledged the role of heritage within Invercargill's City Centre:

Proposed Invercargill City District Plan, (January 2017)

Rejuvenating the CBD: a transformative arts centre for Invercargill, Tim Walker Associates, (September 2017)

Invercargill City Centre Retail Strategy, First Retail Group Ltd, (March 2017)

Invercargill City: Central City Area Heritage Buildings Re-Assessment 2016, Dr. A. Farminer and R. Miller, Origin Consultants, (November 2016)

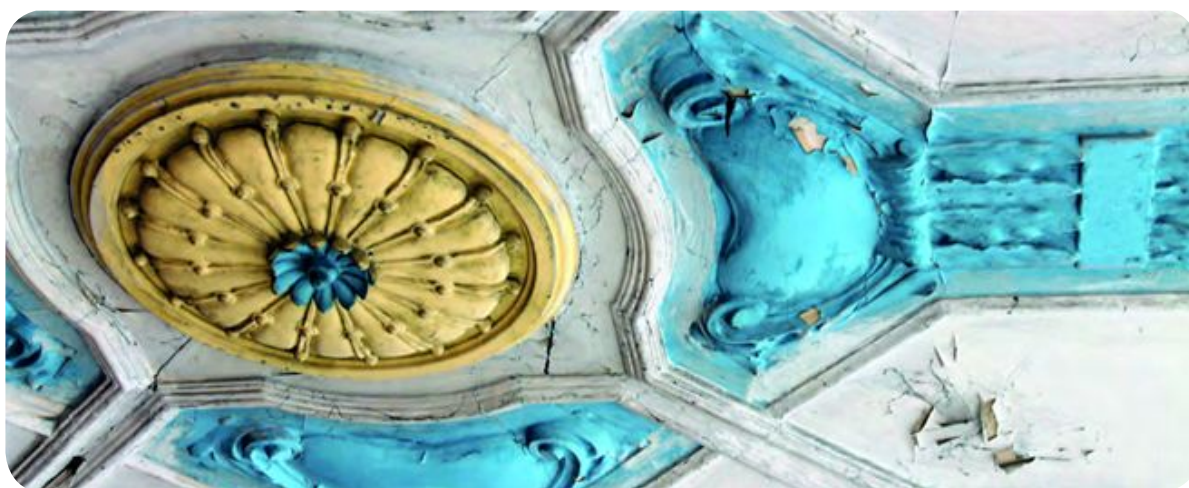
Southland Regional Development Strategy - The Action Plan (November 2016)

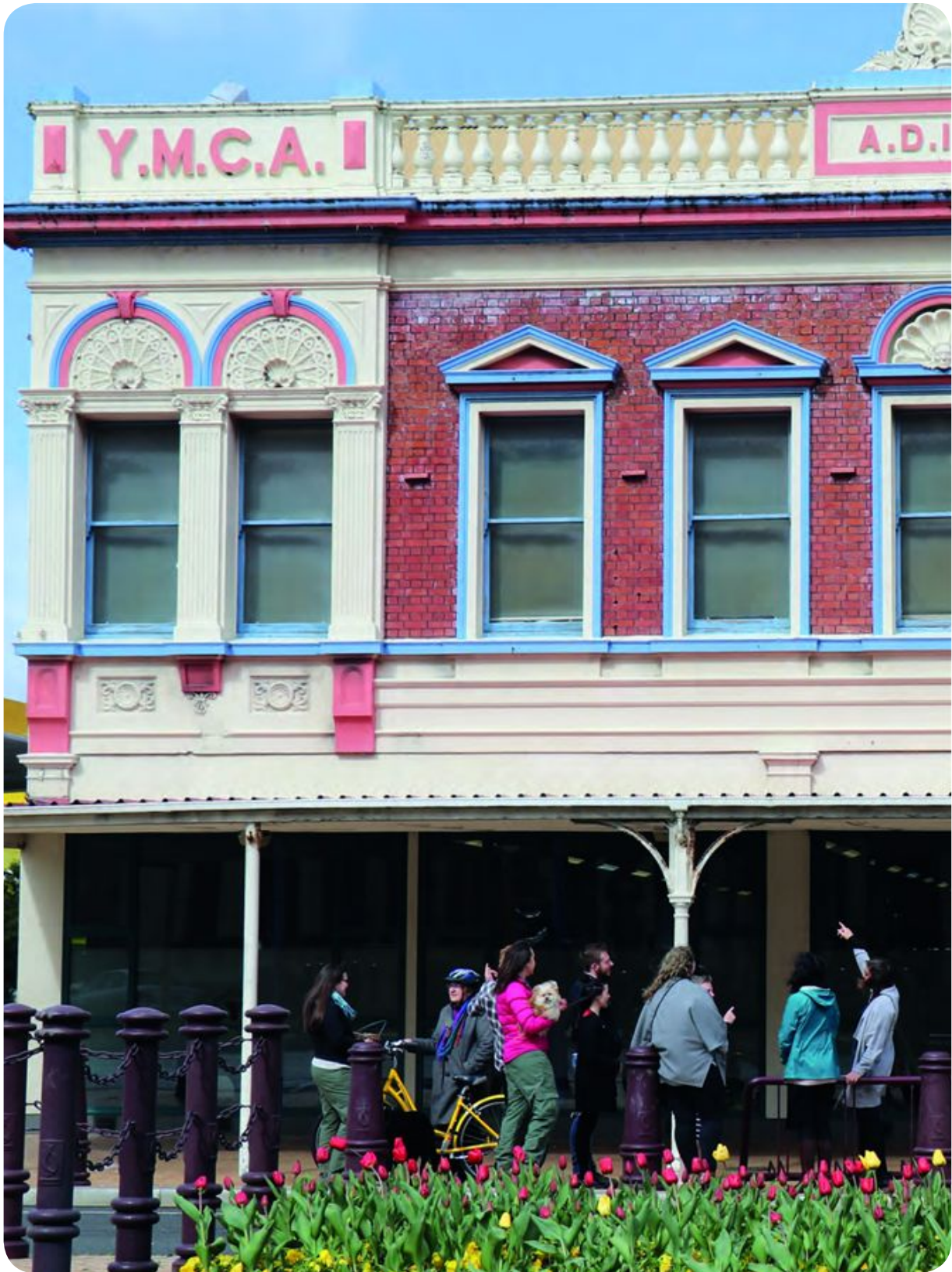
Invercargill Inner City Revitalisation, Master Plan Report, Pocock Design Environment Ltd, (August 2013)

Invercargill: The Big Picture, Non-statutory spatial plan, (January 2012)

Invercargill City Centre Outline Action Plan - Urbanismplus Ltd, William J Watt Consulting Ltd and Pocock Design: Environment Ltd, (December 2011)

Identifying Invercargill's Point of Difference, Mark Blumsky and Elliott Kirton, (June 2010)







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Appendix E ICC Design Guidelines

In 1998, the ICC commissioned Oakley Gray Architects to develop design guidelines for the city centre that was aimed at owners of heritage buildings wishing to either renovate or redevelop their property to ensure compatible and contextual design (Gray, 1998). The objectives, recommendations, and results of the guidelines are presented below.

Table C-1. ICC City Centre Design Guidelines (adapted from Gray, 1998).

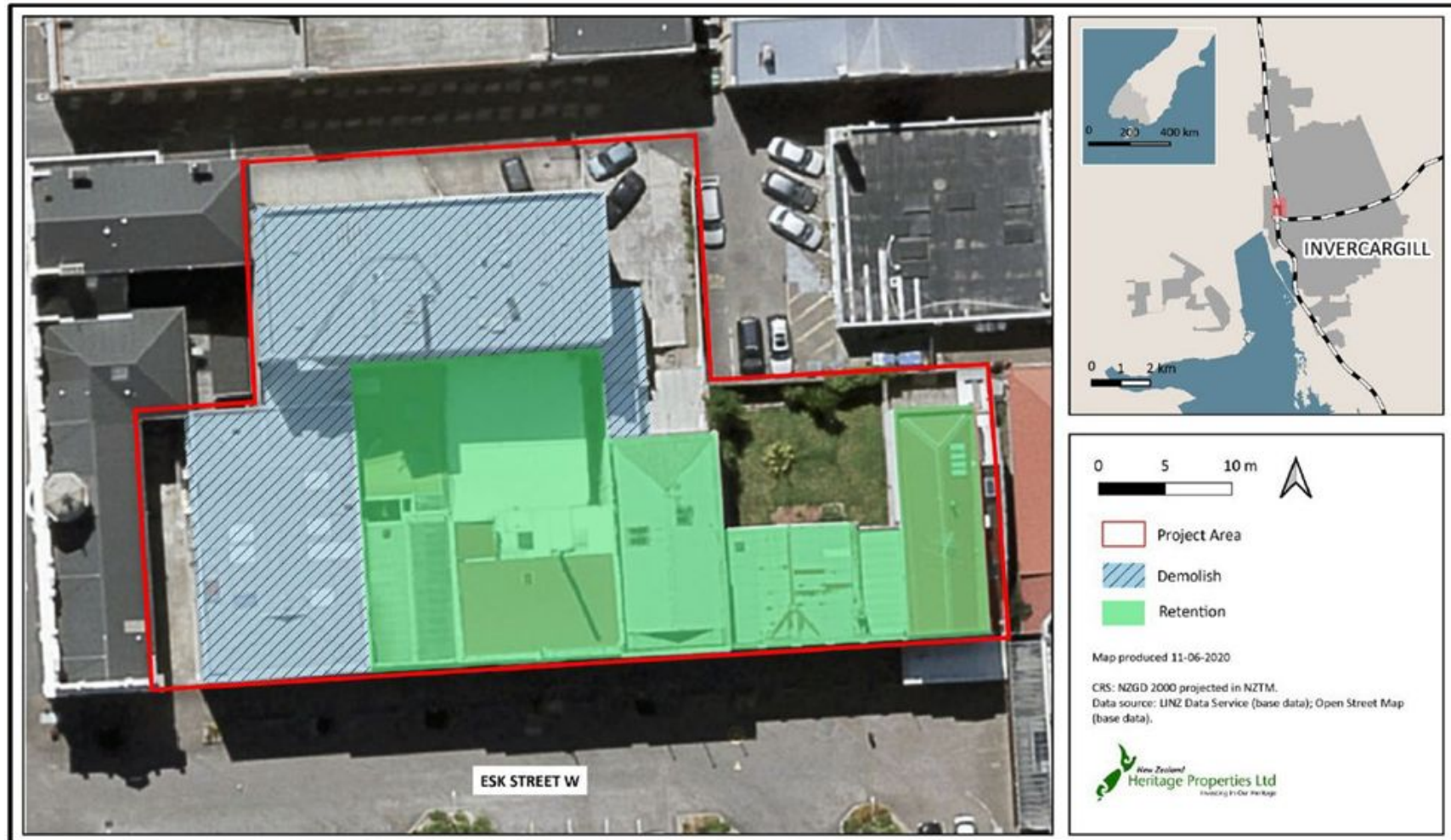
Design Guidelines	Objective	Recommendation	Result
Context	To encourage innovative design which enhances the scale, bulk, location and proportions of adjacent buildings	Where appropriate, new buildings should present a continuity of the building façade to the street and should be a similar height to their neighbours.	<ul style="list-style-type: none"> • New or altered façades should be a similar height to their neighbours. • Where appropriate, buildings should be in context with the identified historic façades of neighbouring buildings. • New buildings should be built up to the street boundary and be constructed to the full width of the site.
Façades	To maintain the character of the area through careful use of materials and proportions. To promote the removal of lightweight sheet cladding covering upper building façades, so as to reveal the original façades, together with the reinstatement of the original decorative elements, previously removed.	That building façades have solidity, depth and be of a similar height to and use materials in harmony with their neighbours.	<ul style="list-style-type: none"> • Building façades should be divided into a base, a middle section with well-proportioned windows and architectural detail and a top or skyline element, all well-defined. • Long elevations should be divided into bays through the use of accentuated columns or other three-dimensional effects. • Verandah where used shall be of a similar height and fascia depth to their neighbours. • The below verandah façade should present a well-proportioned shop front to the street, especially within the city centre. • Bland solid walls at street level within the city centre should be avoided.
Materials	To build in materials that reflect the predominant materials in the area.	That building façades be constructed predominantly of solid construction, having sufficient detail, depth and similarity of materials to harmonise with their immediate neighbours.	<ul style="list-style-type: none"> • Building façades should, where possible, be clad with traditional materials such as painted plaster, or plaster and brickwork. • Large areas of tinted or clear glass and aluminium curtain walling should be avoided as should thin sheet claddings such as corrugated steel, profiled aluminium sheeting, and fibre cement. • Where less traditional materials are used, these should be incorporated into the façade between traditional elements of solid vertical columns, beams, or cornice detail. • The visual impact of large expanses of glass can be greatly mitigated in this way.
Windows	For window size, orientation, and proportion to respect the context of their neighbours.	That designers consider the groupings, symmetry, and vertical orientation of windows within building façades.	<ul style="list-style-type: none"> • Windows should be grouped together in twos or threes within the panel effect created by accentuated beams and columns on the façade. • Large areas of glass should be modulated through the use of substantial mullions and transoms to give the effect of grouping. • Windows should be laid out symmetrically on the façade. • Use deep reveals around the window detailing to create a three-dimensional effect to the façade.
Ornament	To encourage the sympathetic use of ornament on modern buildings.	That decorative elements may be sympathetically incorporated into new building designs and that when restoring a façade, consideration be given to reinstating decorative elements previously removed.	<ul style="list-style-type: none"> • A new building by use of ornament can be in sympathy with those adjacent to it. • Decorative elements on buildings create visual interest and a three-dimensional effect through shadowing. • Modern ornament may include sun screens, lattice, or applied moulded concrete decoration as appropriate. • Buildings constructed to historic buildings should be in context and in scale with those buildings. A limited use of ornament around windows and on parapets may be

Design Guidelines	Objective	Recommendation	Result
			<p>appropriate. This does not mean these elements should be applied in an arbitrary fashion but rather, the new building should, by use of ornament, be in sympathy with those adjacent to it.</p> <ul style="list-style-type: none"> For existing historic buildings, where possible, ornament should be preserved and reinstated if already removed. Applied decoration can add three dimensional elements to a façade creating shadows and thus providing visual interest.
Parapet & Skyline Elements	To create a visually interesting capping or skyline feature on buildings.	<p>That the new or altered buildings include a formal capping or skyline feature to finish at a similar height to and be in context with their neighbours.</p> <p>That when restoring a façade, consideration be given to the reinstatement of previously removed parapets and skyline elements.</p>	<ul style="list-style-type: none"> Designers shall endeavour to incorporate skyline features into new building façades which create visual interest and are in context with their neighbours. Features such as parapets, cornices, classical gable elements, curved or raised skyline features. Parapets serve the practical purpose of partially concealing the roof from the street. Decorative column caps, flagpoles and other projective elements create visual interest on the skyline.
Verandahs	Where possible to provide effective continuous verandah cover and shelter to all buildings within the recognised shopping precinct.	All existing verandahs should be preserved and restored and new buildings fitted with verandahs in context with their neighbours.	<ul style="list-style-type: none"> Verandahs should provide sufficient protection from the sun, wind, and rain. Verandahs should be a similar height and width to their neighbours. Verandah facias should be no deeper than 450mm. Verandahs should be of a design which compliments the building style to which it is attached. Sloping verandahs should not obscure the windows or architectural detail of the buildings. Appropriate and adequate under verandah lighting should be provided. Where possible, all new or repaired verandahs should be fitted with support posts, in keeping with the building style.
Shopfronts	To provide appropriate shopfronts which maintain the continuity of the shopping precinct.	All buildings within the recognised pedestrian precinct should have shopfronts for the display of goods or services irrespective of whether they are retail premises.	<ul style="list-style-type: none"> A special feature should be made of shop entrances, through positioning or recessing. There should be continuity between the façade below and above the verandah. Columns should be continuous, and the shopfront reflect the above verandah detailing. Glazing bars help break up the large areas of glass and add visual interest.
Corners	To accentuate the landmark location of corner sites.	Corner buildings should be designed with one or more significant corner elements such as a tower, cupola, mitred or rounded corner, pediment or columns, etc.	<ul style="list-style-type: none"> Corner buildings should possess a presence by properly addressing the corner and intersection and be at least as tall as or slightly taller than their neighbours.
Colour	To enhance the appearance of building façades with the appropriate use of colour.	That building façades be regularly maintained and painted in colour schemes appropriate to the architectural era of their construction.	<ul style="list-style-type: none"> Colour schemes should use a base colour for the body of the building with joinery and decoration highlighted by two or three contrasting colours. Avoid large areas of bright or garish colours or dark monotone colour schemes. Refer to the <i>Invercargill Renovation and Colour Guidelines</i> produced by the ICC.
Signage	To ensure all signs are well designed and enhance the character of the building and business they represent.	Signs on buildings should clearly identify the business, show its street number and the products and services it sells.	<ul style="list-style-type: none"> Signs should convey the appropriate image in context with the business and building they relate to. The information should be displayed concisely and without visual clutter. All redundant signs should be removed when new ones are erected. The colour of signs should be carefully chosen to contrast with the base colour of the building.

Design Guidelines	Objective	Recommendation	Result
Façade Restoration	To encourage the restoration and refurbishment of identified historic building façades.	That historic building façades be repaired, restored and repainted in a colour scheme appropriate to the architectural era of the building.	<ul style="list-style-type: none"> • As much as possible of the ornamentation be replaced. • Materials used for restoration work should match as closely as possible those used originally. • Historic photographs should be consulted to ascertain the original form and ornamentation of the building.
Building Preservation	To encourage the preservation and retention of identified historic buildings.	That the classification system listed above be adhered to for identified buildings.	<ul style="list-style-type: none"> • All identified historic buildings and façades should be retained and preserved to maintain the unique character of central Invercargill. • That Heritage New Zealand be consulted for all work proposed to be undertaken on all buildings classified by them.

APPENDIX 2

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APPENDIX 3

A3168570

Description	Option One Full Demolition of the Buildings	Option Two Full Demolition with Retention of Facades	Option Three Partial Demolition, Retention of Buildings with Heritage Status	Option Four Retention of Buildings
Scope of demolition works	Full demolition of all buildings at 6, 8, 10, 12-16 and 18 Esk Street West	Full demolition of all buildings at 6, 8, 10, 12-16, 18 Esk Street West. Retention of facades for 8, 10, 12-16 and 18 Esk St West.	Demolition of No 6 and four level tower of 8 Esk Street West. Retention of part of 8 and all of 10, 12-16 and 18 Esk Street West.	No demolition Deferred maintenance on buildings to make water tight and safe.
Likely programme for consenting and demolition work	2 years	2 ½ years	1 year	Not applicable
Risk (Heritage requirements)	Very high. Compliance pathway is complex and will likely encounter the greatest resistance, no guarantee of success. A 'business case' to demonstrate why the buildings cannot be refurbished and re-used or integrated into the use of the site. However this needs a clear understanding of the use of the site which is not yet confirmed.	Very high. Compliance pathway is complex with the added difficulty and cost associated with retention of the facades, no guarantee of success. The resource consent would have to detail the alternative use the site will have and why the buildings to be demolished cannot be integrated into the new use. The future use is not yet confirmed.	More straight forward from compliance perspective but only achieves partial demolition of the buildings. Demolition of No 6 and rear of No 8 are controlled activities. A clear understanding of future development of the site is still needed. Loss of heritage buildings will be avoided until a future of the site is decided.	No compliance risk. High insurance and security risk. High safety risk from unsafe buildings. No loss of heritage until future use of the site is decided.
Demolition Cost Estimate	\$4.1M at year 3, demolition \$4.4M after 5 years and operational cost of \$5,000 p.a.	\$7.6M at year 4, demolition. \$8.0M after 5 years and operational cost of \$20,000 p.a.	\$2.8M at year 2, demolition. \$4.0M after 5 years and operational cost of \$50,000 p.a.	\$0.6M at year 1, deferred maintenance. \$1.4M after 5 years and operational cost of \$100,000 p.a.
Demolition risks	Two fuel tanks, asbestos	Two fuel tanks, asbestos	Two fuel tanks, asbestos	Not applicable
Building ISA		8 Esk Street (north) 25-30%NBS (to be demolished)	8 Esk Street (south) 20-30%NBS 8 Esk Street (extension) 20-30%NBS 10 Esk Street 10-20%NBS 12-16 Esk Street 10-15%NBS 18 Esk Street 20-25%NBS	8 Esk Street (south) 20-30%NBS 8 Esk Street (extension) 20-30%NBS 10 Esk Street 10-20%NBS 12-16 Esk Street 10-15%NBS

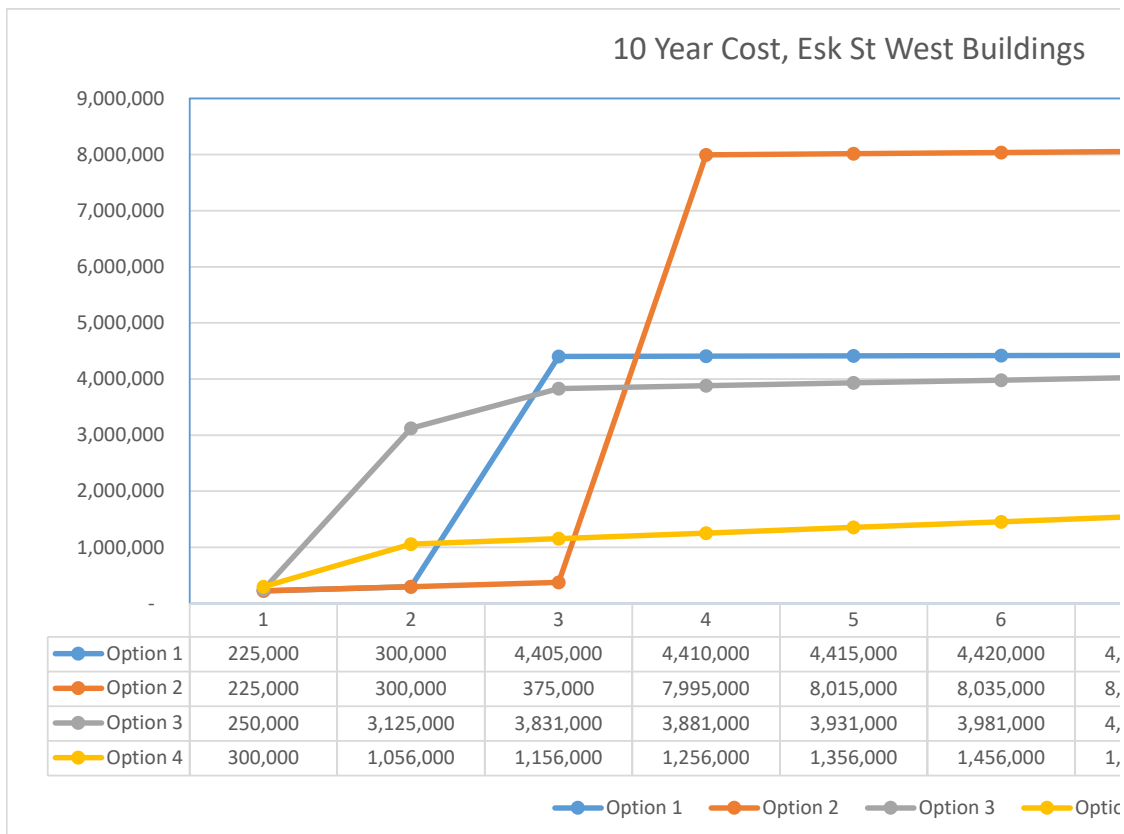
Infrastructural Services - FUTURE OF ESK STREET WEST BUILDINGS

				18 Esk Street 20-25%NBS
Building repairs to 67%NBS, IL2 building. Rough orders of Cost.			8 Esk Street (south) \$170,000 8 Esk Street (extension) \$82,000 10 Esk Street \$182,000 12-16 Esk Street \$68,000 18 Esk Street \$154,000	8 Esk Street (south) \$170,000 8 Esk Street (extension) \$82,000 10 Esk Street \$182,000 12-16 Esk Street \$68,000 18 Esk Street \$154,000
Building annual upkeep	Insurance, maintenance and improved security of the buildings for two years	Insurance, maintenance and improved security of the buildings for 2 ½ years	Insurance, maintenance and improved security for half of the buildings ongoing	Insurance, maintenance and improved security of the buildings ongoing.
Building repairs and opex, annual cost	\$150,000 initial repairs cost \$75,000 p.a. for two years	\$150,000 initial repairs cost. \$75,000 p.a. for 2 ½ years then \$25,000 ongoing.	\$150,000 initial repairs cost. \$75,000 p.a. ongoing.	\$150,000 initial repairs cost. \$100,000 p.a.
Advantages	Reduces existing health and safety problems and insurance liability risk.	Removes existing health and safety problems and insurance liability risk.	Reduces existing health and safety problems and insurance liability risk to a manageable level.	Reduces existing health and safety problems and insurance liability risk.

APPENDIX 4

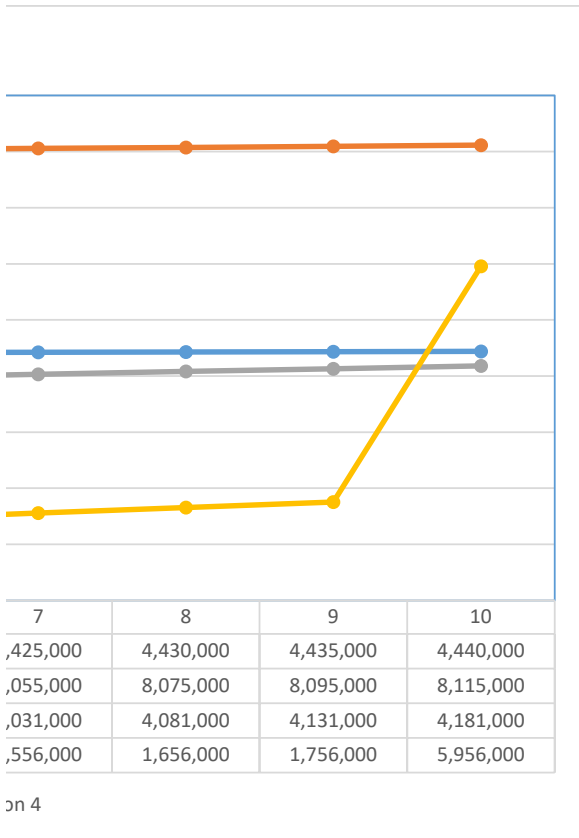
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	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Option 1						
Dem			4,100,000			
Maint	150,000					
Opex	75,000	75,000	5,000	5,000	5,000	5,000
	<u>225,000</u>	<u>300,000</u>	<u>4,405,000</u>	<u>4,410,000</u>	<u>4,415,000</u>	<u>4,420,000</u>
Option 2						
Dem				7,600,000		
Maint	150,000					
Opex	75,000	75,000	75,000	20,000	20,000	20,000
	<u>225,000</u>	<u>300,000</u>	<u>375,000</u>	<u>7,995,000</u>	<u>8,015,000</u>	<u>8,035,000</u>
Option 3						
Dem		2,800,000				
Maint	150,000		656,000			
Opex	100,000	75,000	50,000	50,000	50,000	50,000
	<u>250,000</u>	<u>3,125,000</u>	<u>3,831,000</u>	<u>3,881,000</u>	<u>3,931,000</u>	<u>3,981,000</u>
Option 4						
Dem						
Maint	200,000	656,000				
Opex	100,000	100,000	100,000	100,000	100,000	100,000
	<u>300,000</u>	<u>1,056,000</u>	<u>1,156,000</u>	<u>1,256,000</u>	<u>1,356,000</u>	<u>1,456,000</u>



Infrastructural Services - FUTURE OF ESK STREET WEST BUILDINGS

Year 7	Year 8	Year 9	Year 10
5,000	5,000	5,000	5,000
4,425,000	4,430,000	4,435,000	4,440,000
20,000	20,000	20,000	20,000
8,055,000	8,075,000	8,095,000	8,115,000
50,000	50,000	50,000	50,000
4,031,000	4,081,000	4,131,000	4,181,000
			4,100,000
100,000	100,000	100,000	100,000
1,556,000	1,656,000	1,756,000	5,956,000



TO: INFRASTRUCTURAL SERVICES COMMITTEE

FROM: JEREMY REES – MANAGER – ENGINEERING SERVICES

MEETING DATE: TUESDAY 6 OCTOBER 2020

STEAD STREET STOPBANK – “SHOVEL READY” FUNDING APPLICATION

SUMMARY

<p>Council has been successful in its funding application to the Crown Infrastructure Partners “Shovel Ready” funding programme for the Stead Street stopbank upgrade package of work. Council have received \$10.8M of funding for the \$15.5M project. This requires Council to allocate \$4.7M of co-funding by 3 November 2020 to allow the contract with the Ministry of Business, Innovation and Employment to be agreed.</p>

RECOMMENDATIONS

That the Infrastructural Services Committee receive the report “Stead Street Stopbank – “Shovel Ready” Funding Application”

AND THAT

The Committee approve the allocation of \$4.7M of co-funding for the Stead Street stopbank upgrade “Shovel Ready” project for the 2020-2021 and 2021-2022 financial years.

IMPLICATIONS

1.	<i>Has this been provided for in the Long Term Plan/Annual Plan?</i> Yes
2.	<i>Is a budget amendment required?</i> Yes
3.	<i>Is this matter significant in terms of Council’s Policy on Significance?</i> No
4.	<i>Implications in terms of other Council Strategic Documents or Council Policy?</i> No
5.	<i>Have the views of affected or interested persons been obtained and is any further public consultation required?</i> No
6.	<i>Has the Child, Youth and Family Friendly Policy been considered?</i> Not applicable

FINANCIAL IMPLICATIONS

Due to the accelerated nature of the “Shovel Ready” projects, as outlined below, we recommend that Council approve the co-funding allocation of \$4.7M to be included in the 2020-2021 and 2021-2022 financial years.

BACKGROUND

Council, in conjunction with Environment Southland, made an application to the Crown Infrastructure Partners “Shovel Ready” fund in April 2020. This application was endorsed by Council on 4 May 2020.

Council have now received confirmation that ICC has been successful in receiving funding from the Provincial Development Unit fund (part of the Ministry of Business, Innovation & Employment) and we have also received a draft contract for the funding. This contract must be agreed by 3 November 2020. As part of the contract agreement Council’s co-funding share must be confirmed.

Council’s application to the “Shovel Ready” fund was for the following scope of works:

- Stead Street stopbank upgrade
 - Sheetpile wall approximately 900 metres long
 - Upgrade of the existing cycleway
 - Associated enabling works and earthworks
 - Associated landscaping
- Cobbe Road (Riflerange) stopbank upgrade
 - Earthen embankment works approximately 2,000 metres long
- Airport Avenue entrance upgrades
 - Landscaping integrated with the Stead Street stopbank landscaping

This package of works is budgeted to cost \$15.5M. Council received funding of \$10.8M from the “Shovel Ready” fund. This leaves a balance of \$4.7M of co-funding required. The majority of the funding is required from the Stormwater activity with a portion (approximately \$273,000) required from the Parks and Recreation activity.

The purpose of the “Shovel Ready” fund is to provide rapid local economic stimulus including a number of social procurement outcomes. This results in an accelerated delivery programme for these works in advance of the timeframes signalled in the Stormwater Asset Management Plan, corresponding Annual Plan and proposed 2021-2031 Long Term Plan budgets.

This report therefore recommends that Council approve the allocation of co-funding of \$4.7M for this package of works with initial expenditure planned for late 2020. The majority of the expenditure will occur during the calendar year of 2021, being split across the 2020-2021 and 2021-2022 financial years. The expenditure may also enter into the 2022-2023 financial year, depending on the ability of local contractors to deliver the works.

Council should also note that these flood protection improvement works are being undertaken in conjunction with Environment Southland to provide coherent and consistent flood protection for the Stead Street area, in particular the Invercargill Airport. Environment Southland was also successful in their funding application and will begin their improvement works on the Waihopai River and Otepunu Stream stopbanks in the coming months.

Council should also note the high-level agreement to transfer the Stead Street stopbank and the Cobbe Road stopbank ownership and responsibility to Environment Southland. This transfer is being progressed in parallel with the above package of works but is not necessary to obtain the funding agreement.

CONCLUSION

We recommend that Council approve the allocation of the co-funding required for the “Shovel Ready” Stead Street stopbank upgrade project that Council applied to Crown Infrastructure Partners for.

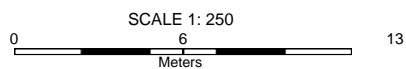
APPENDIX 1



Proposed Road to Be Stopped - 63 Catherine Street



Date Printed: 15 September 2020



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