

THEME V: GOVERNMENT AND ADMINISTRATION

Chapter 17: The city and its administrative growth

City status and the city council



Figure 80. The Great Flood of 4 February 1868. This is the Gloucester Street footbridge to the Provincial Council Buildings, already largely obscured by trees. Gas lamps have already replaced earlier kerosene lamps. D. L. Mundy photograph, CM1401/8

Christchurch became a city by Letters Patent from Queen Victoria in 1856. The letters were issued as the key step in the establishment of the Anglican Diocese of Christchurch. This was before the city had governing institutions of its own. Until 1862, most of the matters subsequently handled by the City Council were the responsibility of the Canterbury Provincial Council, which governed all the rest of the province as well as Christchurch. Political life in Christchurch through those years focused almost entirely on provincial and not municipal bodies, although the affairs of Christchurch loomed large in provincial politics.

In 1862, under a provincial government ordinance, Christchurch was constituted a city with its own governing body. The first elections for the City Council were held in February of that year and the first council met in March. The original boundaries of the city were the North, East and South Town Belts and, to the west, Antigua Street (which then included Rolleston Avenue) and the Avon River parallel to Park Terrace. Hagley Park was thus not within the city's boundaries. In 1863, the boundaries were extended to the south-west, to bring the wedge between Antigua Street, the South Belt and Hagley Avenue into the city. These remained the limits of the city until 1903.

The council's first home was the former Land Office on the corner of Oxford Terrace and Worcester Street. Even while the city remained relatively small, the council governing only part of the metropolitan area, the city built its own council chambers, the 1887 Hurst Seager building on the same site as the Land Office. Outgrowing that building, in the 1920s it moved to new premises built in the burnt-out shell of a building erected for the province's 50th jubilee in 1900. This was the building now known as "The Civic" on Manchester Street. The council remained there until 1980, when it moved to its second recycled home, the former Millers building on Tuam Street. These moves reflected partly the growth of the area administered by the city council (see below) and partly the tendency for municipal authorities to take on new responsibilities as the 20th century progressed. The council also owned other properties needed to run the city efficiently, including council yards, electricity substations, the water supply pumping stations and so on. Many of these individual properties or buildings are mentioned elsewhere, under, especially, utilities and services.

Road boards and counties

From the 1860s until, in some cases, the early years of the 20th century there were areas beyond the city's boundaries (which were later to become part of the metropolitan area and, eventually, part of the city administratively) governed by road boards. Most of these boards were established in 1863-64 under a Roads Ordinance of the Provincial Government. The principal road boards surrounding Christchurch City were Avon, Heathcote (originally East Heathcote), Spreydon (originally Central Heathcote) and Halswell (originally South Heathcote). These bodies were mainly concerned, as their name suggests, with roading in their districts.

After the provinces were abolished in 1876, the country (beyond the existing boroughs and cities) was divided up for local government purposes into counties. Christchurch was almost entirely surrounded by the large Selwyn County. But in several areas, the road boards continued to function. Much of the area that became Heathcote County in 1911 was, between 1876 and 1911, a riding of Selwyn County but effectively run by its surviving road board.

Selwyn County survived until 1911. In that year, following the passing in the previous year of the Selwyn County Subdivision Act, the county was split up. (The motive was to get more central government funds, which were allocated to each council, not on the basis of area or population.) After 1911 Christchurch had boundaries with the Heathcote, Waimairi, Paparua and Halswell Counties. (In 1968, Halswell gave up its independent existence and became part of Paparua County.)

The peripheral boroughs

To further complicate the local government picture, a number of separate small boroughs were set up between 1877 and 1913 to govern more closely settled areas around the edges of Christchurch. The first of these boroughs was Sydenham, established in 1877 out of parts of the Heathcote and Spreydon Road Board districts. Sydenham was, by this time, already closely settled and essentially urban in character. In 1881, a Town Districts Act made the setting up of town districts and boroughs easier. St Albans was the next borough, set up in 1881. Linwood (1893), Woolston (1893), Sumner (1891) and Spreydon had all become

boroughs by the early 1890s, some after existing for some years as town districts. New Brighton became a borough in 1897. The last of the boroughs to be set up, Riccarton, was to survive longer than any other. It was established in 1913 from part of the then-new Waimairi County.

These mini-municipalities ran their own affairs for at least several years and all had their own elected borough councils, council offices (some humble) and other local facilities. But there are relatively few reminders now of the days that metropolitan Christchurch was divided up among a multiplicity of local bodies of different sorts (predominantly counties and boroughs).

The city slowly swallows up the rest

The first significant enlargement of the city, beyond its original boundaries of 1863-64, came in 1903 when three of the peripheral boroughs – Sydenham, St Albans and Linwood – were amalgamated with the city.

Over the next two decades, the city extended its boundaries further, mainly by absorbing areas from Heathcote County (and to a lesser extent from Waimairi County) which did not go through a stage of being independent boroughs (Refer Map 24 and 24A). Access to the city's high-pressure water supply (inaugurated in 1907) was a significant factor in some of these areas deciding to abandon their county and join the city. The accretions to the city included Beckenham and Fisherton (1906), Opawa (1916), St Martins and Avonside (1917), East Linwood (1923) and Papanui (1923). Hagley Park and the Botanic Gardens were included within the city's boundaries in 1922, but remained under the control of the Domains Board.

Christchurch city also absorbed more of the small surrounding boroughs. Woolston and Spreydon became part of the city in 1921. Between the mid 1920s and the early 1940s, the city's boundaries were relatively stable. The city gained Mount Pleasant and St Andrews Hill from Heathcote county in 1942-43, the New Brighton borough in 1941 and the Sumner borough in 1945. After World War II, the city gained further areas from both Heathcote and Waimairi counties, including Avonside, Bromley, Murray-Aynsley Hill and Moncks Spur. A 1949 Local Government Commission plan which would have united the city forty years before that goal was achieved was resisted by the surrounding counties (especially by the residents of Fendalton, which was in Waimairi County) and failed to survive the advent of the National Government. Subsequent local government reform schemes were wrecked on the same two rocks of county resistance and National Government pandering to separatist local interests.

1989

Talk of forming a Greater Christchurch became more prevalent after World War II, but though various schemes were drawn up, national politics conspired to defeat them (Labour in general favoured local government reform while National was more ready to let the status quo remain.) It was not until 1989, as part of a sweeping, nationwide reform of local government, that a greater Christchurch, including all of the built-up metropolitan area within its boundaries, came into existence. Paparua county was divided into two, with its

eastern residential and industrial areas becoming part of the city and its western, rural areas, becoming part of a resurrected Selwyn county. Most of Waimairi county and all of both Heathcote county and Riccarton borough were included in the city. Lyttelton, however, despite its close economic and other ties with the city, was included in a new Banks Peninsula district, more to make that district sufficiently large and populous than because Lyttelton was not, effectively, part of Christchurch.

Administratively, the existence of local interests and concerns, which had found expression in a multiplicity of territorial local authorities, was acknowledged by setting up community boards underneath the council itself.

In 2004 the likelihood that Banks Peninsula, with a reasonably large area but small population and rating base, would amalgamate with Christchurch City was strengthened by the results of the local government elections of that year. The amalgamation would at last unite the city and its port (Lyttelton being included, in 1989, in the Banks Peninsula District) and also bring Akaroa, which many Christchurch people visit on holidays or for recreation, under the administration of the city.

Co-operation among the territorial local authorities

The existence of a relatively large number of territorial local authorities governing what was essentially a single urban area greatly complicated the administration of the city's affairs right up to 1989. Some of the complications were resolved by setting up ad hoc authorities which had responsibilities across local government boundaries and bodies with regional planning responsibilities (see below).

Efforts were also made to resolve the complications by co-operation among the various local bodies. The pressure for such co-operation came in part from a growing demand for better town planning. In 1924, a conference of Christchurch local bodies came up with metropolitan guidelines for subdivisions. After passage of the 1926 Town Planning Act, a united Christchurch town planning committee was set up in 1927 and steps taken to draw up a metropolitan planning scheme for the entire Christchurch region. In 1926, the City Council first used vertical aerial photographs for planning purposes. The first national director of town planning, John Mawson, became involved in town planning in Christchurch in 1934, largely at the instigation of a Christchurch architect, Samuel Hurst Seager, who had a long-standing interest in town planning. Mawson produced a scheme for the Christchurch metropolitan area in 1941. Following this, a metropolitan committee was set up, a direct antecedent of the Regional Planning Authority, set up in 1954.

Staff employed by the Christchurch City Council from 1926 to 1960 are known to have been involved with town planning issues in the city. They were also active participants in local and national professional planning institutions. They included A. R. Galbraith (City Engineer 1926/7-1941), Ewart Somers, (Assistant Engineer 1926/7–1941, then City Engineer from 1941), A. H. Bridge (City Land Surveyor 1926-1942), Edgar Hika Macintosh (City Land Surveyor) and V. R. J Hean (Assistant Architect).

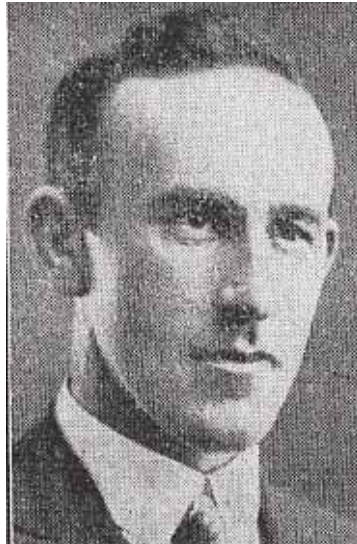


Figure 81. Mr V. R. J. Hean Assistant architect. Christchurch. c. 1935. *Board & Council 29 May, 1935 p3*

A 1936 metropolitan plan for Christchurch, prepared under the 1926 Town Planning Act, shows a plan for the future development of the greater urban areas, including housing expansion out to boundaries not fully reached until the 1990s; housing intensification in the inner suburbs and central city; a metropolitan roading network; and industrial expansion into the inner city residential areas of Sydenham and Phillipstown (not rezoned until 1968)(Refer Map 25).

In the meantime, slowly, each of the individual territorial authorities drew up planning schemes for the individual areas. Christchurch had such a plan operative from 1 April 1962 (Refer Map 19). Waimairi County adopted a scheme earlier than this (Refer Map 17) and Heathcote County had a scheme from 1965 (Refer Map 17). Increasingly these schemes, in their successive revised forms, came to influence how Christchurch was to develop.

The first statutory planning scheme for Christchurch City, which became operative in 1959, proposed such initiatives as commercial expansion at Papanui (Refer Map 20), industrial growth in Bromley, medium density housing in Merivale and Linwood and high density residential development in the west of the inner city. At the same time Waimairi County was preparing its first District Planning Scheme, which proposed large areas for new housing including Bishopdale, Burnside and Avonhead, as well as the new Bishopdale shopping centre. The first Paparua District Planning Scheme included extensive areas of new industrial zoning in Sockburn out as far as Wigram Road.

Christchurch City and Waimairi County Councils both quickly prepared first reviews of their Planning Schemes, which continued the planning for the expansion and redevelopment of their areas of the city. Waimairi included the new Parklands residential area, as well as provision for the ring road system around the north of the city. Christchurch city continued the outward expansion of the central industrial and commercial areas; extended its policy of inner city residential intensification; planned for the development of major new suburban shopping centers; and made provision for motorways and associated expressways through the south and east of the City (Refer Map 21). At the same time, Riccarton Borough was planning for the expansion of Riccarton Mall and Paparua County was providing for residential expansion in the Hornby area, and the development of the Hornby shopping center.

The role of the council in the city's life

The amalgamation of 1989 not only extended the area governed by the city council but also prompted the council to become more active in many areas of city life. This tendency was reinforced by the council's exercise of powers deriving from its administration of the Resource Management Act. The expectations of ratepayers and residents about what the council would do for them, individually and for the city as a whole, appear to have increased. The council's embarking on a number of sometimes controversial 'upgrade' projects has raised its profile as a body with power to determine how the city changes and develops.

The role of the council itself is likely to change with the dramatic reduction in the number of councillors introduced for the 2004 election. The change is likely to emphasise the council's role as a policy-making body while the power of council officers and staff in routine administration of the city's affairs is likely to increase. Community boards, however, have powers and responsibilities which help ensure public opinion and concerns will continue to influence the council's work.

Chapter 17: The city and its administrative growth

Comment and recommendations

General discussion

Until the end of the 19th century, the Christchurch City Council administered only the area of the original city, plus a small addition to the south-west. Much development occurred beyond the city's boundaries, but these areas were administered by a variety of changing local bodies – road boards, counties and boroughs. After a major expansion of its area in 1903, the city gradually extended its boundaries further, but it was not until 1989 that the entire metropolitan area came under the jurisdiction of a single council. In 1989 a number of ad hoc local authorities (discussed in chapter 18), which had exercised city-wide responsibilities, disappeared along with the last of the smaller territorial local authorities.

Much of the history of the administration of Christchurch centres on efforts to create a united city. Other New Zealand cities have similar histories of administrative division but such division and the prolonged efforts to create a single city had a more marked effect on the development of Christchurch than of other cities.

The history of planning in Christchurch is closely bound up with the existence of a multiplicity of local bodies and with efforts to co-ordinate development in areas administered by different councils.

The city council has played a major role in the life of Christchurch and some of its most notable historic figures were mayors.

Relevant listings

After the demolition of the listed Sydenham Borough Council building, the ***former Sumner Borough Council Chambers*** is the only substantial reminder of the city's local government division. However, on Ferry Road there is also the ***Woolston Borough monument*** as a further reminder of an amalgamated local body. The ***King Edward VII Coronation drinking fountain*** at Sydenham Park is a reminder of Sydenham's former status as an independent borough.

The former ***Linwood Town Board building*** (1885) later a library, has been listed.

Some other listed buildings serve as reminders that areas like Linwood and Woolston were once politically independent, though they were not the premises of the local bodies concerned. They include the ***Woolston library*** and ***police station (formerly post office)***, buildings near each other on Ferry Road.

All the 'homes' of the Christchurch City Council (except the first, the demolished original Land Office) have been listed: the ***former Municipal Chambers*** (now Our City Centre, on Oxford Terrace, the ***former Municipal Offices*** on Manchester Street and the current ***Civic Offices*** on Tuam Street.

The home of the city's longest-serving mayor, Sir Hamish Hay, **70 Heaton Street**, has been listed but apparently for its architectural interest rather than its association with Sir Hamish.

Further possible listings

The *St Albans Library on Colombo Street* has the same significance as the Woolston and Linwood buildings mentioned above. Any surviving **former Riccarton Borough buildings** and other associated buildings should probably be listed and there may be other buildings or items associated with other of the smaller, later superseded, local bodies which should be considered. A detailed heritage schedule prepared for the former Riccarton Borough should be used as a guide for the Riccarton area.

The **residences of other important mayors** could possibly be listed. (This suggestion relates back to the comment made under residences, that association with important figures in the city's history has not been applied systematically when buildings are being considered or assessed for listing.)

Bibliographic note

Lamb, *Early Christchurch*, and Morrison, *The Evolution of a City*, are important sources for the origins and development of city administration. Wigram's *Story of Christchurch* also touches on the topic, as do the three-volume centennial *History of Canterbury* and the two recent general works, Cookson and Dunstall, *Southern Capital*, and Rice, *Christchurch Changing*. The 1927 publication *Public Activities in Christchurch* and the city council's small handbooks put out for a few years in the 1920s and 1930s are useful historical sources.

For the smaller, later amalgamated, local bodies, McBride's works on Paparua County and Riccarton Borough, the Federation of University Women's histories of Sydenham and St Albans and Watson's *Along the Hills* (on Heathcote) are all valuable.

There are a few biographies on figures important in the city's political history – Garner on Hall, Macleod on T.E. Taylor and Noble on Wigram for example. Sir Hamish Hay's *Hay Days* deals with the period he was mayor.

There is valuable information on planning undertaken by the formerly independent local bodies on the edges of the city in the proceedings of the November 2004 seminar on regional planning in Christchurch.

Further research

There are probably no serious gaps in the basic research on the city's administrative and political history needed to identify and assess possible buildings or other items for listing. But systematic 'field surveys' to establish whether there are other significant reminders of past territorial local bodies are required.

Chapter 18: The ad hoc authorities

Running a divided city

While Christchurch was administratively fragmented, it was difficult to get concerted action from a number of sometimes rival local bodies on issues that could only be addressed by action across local government boundaries, notably drainage and public transport. This situation was resolved by setting up ‘ad hoc’ authorities with responsibilities for specific matters in areas that included the territories of the city and several of its surrounding local authorities. These ad hoc authorities were elected independently of the territorial local authorities and had their own powers to levy rates.

The Drainage Board

The most important of the ad hoc authorities was the Christchurch Drainage Board which from 1875 to 1989 had responsibility for the city’s sewer system and for stormwater drainage over a district which, progressively extended, embraced the entire metropolitan area even as it steadily expanded. The Board, established under an 1875 Act of Parliament, first met in 1876 and began construction of the city’s sewerage system in 1879. (This is dealt with under utilities.)

The Board had premises in the central city. In 1908 it built new premises on Hereford Street, which it occupied until it moved into a new building on Cambridge Terrace in 1966 which it occupied until 1989, until it was abolished under the local government reorganisation of that year.

The Tramway/Transport Board

In the early 20th century, the city took over the tramways built and operated by private companies and electrified and extended the system over the next few years. An elected Tramway Board was constituted in 1902 to run the city’s trams. Prior to the public transport system being changed over in the early 1950s entirely to buses, the body’s name was changed to Transport Board. Like the Drainage Board, the Tramways/Transport Board had its premises in the central city. It built a three-storey office building on Cathedral Square in 1919-20, on a site which had been partly occupied by the offices of the Canterbury Tramway Company since 1883. The Transport Board replaced this building with its high-rise Carruca House, built in 1970-73. When Christchurch Transport Ltd replaced the Transport Board in 1989 (the Board was abolished as part of the local government reorganisation of that year), it continued to rent office space in Carruca House until 1993, when it shifted all its operations to the south-east of the city where there had long been tram sheds and bus garages. This move severed the long link between the Cathedral Square site and the administration of the city’s public transport system.

The Christchurch Fire Board

The city's fire brigade was run between 1907 and 1976 by a Fire Board. This was a body established under the 1906 Fire Brigades Act on which the organisations which funded fire fighting – the central government, the insurance companies and local bodies – were represented.

Other small ad hoc authorities

Hagley Park and the Botanic Gardens were administered by the Christchurch Domains Board between 1873 and 1946, when control was passed by an Act of Parliament to the City Council. The Board's members were elected politicians. The Board did not administer the municipal lands of Christchurch City.

The Lyttelton Harbour Board was based in Christchurch for many years. When the Tramway Board built a new office building on Cathedral Square in 1919-20, the Harbour Board was one of the Transport Board's tenants. The Harbour Board built a high-rise office building on the corner of Madras Street and Oxford Terrace. The Board eventually returned to Lyttelton and its Christchurch building was converted for residential use.

Chapter 18: The ad hoc authorities

Comment and recommendations

General discussion

While Christchurch was divided administratively among a number of territorial local authorities, bodies charged with providing particular services across local body boundaries were established to overcome the difficulties posed by divided responsibilities. These ‘ad hoc’ authorities had their own elected boards, employed their own staffs and had their own premises. The most important and longest-lasting of them were the Drainage Board and the Tramway/Transport Board. Both went out of existence in 1989 when the newly enlarged city took over their functions.

Relevant listings

The single listing which relates specifically to the administration of the ad hoc authorities is ***the premises of the Drainage Board***, which it built for itself in the early 20th century at 198 Hereford Street. There do not appear to be any other buildings, other structures or items listed which relate specifically to the existence and administration of the ad hoc authorities, although there are places listed associated with the provision of the actual services they provided (such as pumping stations, tram and bus related structures and fire stations). These are detailed under the relevant earlier chapters of this report.

Further possible listings

The other surviving purpose-built ***building occupied by the Drainage Board***, on Cambridge Terrace, should be listed for its architectural as well as historical importance.

The ***former fire station building on the corner of Madras and Lichfield Streets*** could be considered for listing as a relic from Christchurch Fire Board days, though it has been substantially altered.

The ***former Carruca House*** in the Square and the ***former Lyttelton Harbour Board building*** on Madras Street could be considered for listing on the strength of their associations with the two ad hoc authorities concerned.

Bibliographic note

The titles by Hercus and Wilson on the Drainage Board cover the subject adequately.

There are substantial references to the Tramway/Transport Board in numbers 4 and 7 particularly of the *On The Move* series.

Phillips, *Always Ready*, covers the history of the Fire Board.

Public Activities in Christchurch (1927) has information on the main ad hoc authorities.

There is mention of different activities of the ad hoc authorities in the two recent general titles, by Cookson and Dunstall, *Southern Capital*, and Rice, *Christchurch Changing*, and also in Donaldson's *History of Municipal Engineering*.

Further research

The only possibly useful task would be careful scrutiny of the titles listed in the bibliographic note to make sure no possible buildings or structures that could be listed because of their associations with the ad hoc authorities still exist.

Chapter 19: Province and Region

Provincial capital

When New Zealand's first representative political institutions were established under the 1852 Constitution Act, the country was divided into provinces, each with its own elected Provincial Council and Provincial Superintendent. (The central government was based in Auckland until 1865 and then Wellington. Christchurch has no 'central government' history apart from having government departments with province-wide responsibilities based in the city – see below.)

From 1853 until 1876, Christchurch was the seat of Canterbury's provincial government. By 1865 the provincial government had acquired a range of buildings on a central city site which housed not just the provincial council itself but also the province's 'civil service'. The buildings were designed in stages (which were completed between 1859 and 1865) by Christchurch's leading early architect, Benjamin Mountfort, and are considered the country's finest secular Gothic Revival buildings. They are now the only surviving purpose-built provincial government buildings in the country.

The Canterbury Provincial Government Buildings also have an important place in the history of historic preservation in New Zealand. They were among the first buildings in New Zealand which citizens sought consciously to preserve for their historic interest and in 1928 were brought under the control of a local trust board, one of the first public bodies in the country concerned with conserving historic buildings.

Province-wide administration

After 1876, matters which the provincial government had handled were divided up among local bodies (cities, boroughs, road boards and counties) and the central government. Although no longer, politically, the capital of Canterbury, Christchurch retained a regional political role because the offices of central government departments and boards, with administrative and other responsibilities for areas beyond the metropolitan area, were located in the city.

These bodies included the North Canterbury Hospital and Charitable Aid Board, which ran hospitals in country towns as far north as Kaikoura and on Banks Peninsula as well as the Christchurch Hospital and other medical and charitable institutions in the city. First set up under the Provincial Government as a management committee and then board of governors for the Christchurch Hospital, it became an elected body in 1885 under the Hospitals and Charitable Institutions Act of that year. The Board sat in Christchurch and had its offices in the city, in the vicinity of the Christchurch Hospital.

The Canterbury Education Board, based in Christchurch, also had responsibilities for schools beyond the city.

Of the central government departments based in Christchurch, the Lands and Survey Department, and its associated Lands Board, were the most important. They administered government land matters throughout the Canterbury Land District.

Christchurch's role as a centre of government and administration for the wider province had other dimensions than the purely political. Its influence was also exerted informally, through the distribution of Christchurch newspapers throughout the province, through the patronage by country folk of Christchurch department and other stores, through country children boarding at city secondary schools and by way of the city's control over rural credit. The city's dominance was also, partly, a matter of sheer numbers – by the 1990s more than three-quarters of all Canterbury's population was living in Christchurch.

The city's political dominance of its rural hinterland, through provincial bodies and central government departments based in Christchurch and through its being the seat of a later generation of regional bodies (see below) was only the formal expression of a more far-reaching informal hegemony.

Regional government

After World War II a further tier of local government gradually developed. In a sense, the development of regional government returned Christchurch politically, as the seat of regional government institutions, to the position it had occupied during the provincial era.

A Christchurch Regional Planning Authority was established at the end of 1954 under the 1953 Town and Country Planning Act. Eight territorial councils (including Kaiapoi Borough and part of Eyre County, but excluding Lyttelton Borough) were represented on the Authority. By 1956 the Authority had initiated population and land use studies for its area and begun work on a master transportation plan.

In 1979, limited local and regional government reform saw the setting up of the Canterbury United Council. The Regional Planning Authority merged with this new body in 1980. The United Council, however, proved merely a stop-gap because following the local and regional government reforms of 1989, it was superseded by the Canterbury Regional Council (later designated, for public relations and public contact purposes, Environment Canterbury). In 1990 the Regional Council bought an office building on Kilmore Street which became its headquarters.

Under the various successive forms of regional government between 1954 and 1989, regional planning was employed to manage the urban growth of Christchurch by establishing a 'green belt' or urban fence around the periphery of the City to contain the outward spread of the Christchurch urban area, and by encouraging infilling and redevelopment of the existing urban area with increased population and housing densities. At the same time, regional planning also sought to encourage urban development at specific locations outside Christchurch, such as Kaiapoi, Rangiora and Rolleston.

Part of the political history of Christchurch concerns the constantly shifting relationship between the Christchurch City Council and the two tiers of government above it – the regional bodies of the post-World War II period and, over a longer period, the central government.

Chapter 19: Province and region

Comment and recommendations

General discussion

The role Christchurch has played as a seat of government for a wider region has shaped both perceptions of the city and, to some extent, its development and growth. It was the seat of the Canterbury Provincial Government until 1876 and from 1954 on of different regional planning bodies which gradually evolved into a further form of regional government. It was also where various other bodies like the Education and Hospital Boards, responsible for providing services throughout the region, were based. Government departments which exercised region-wide powers, notably the old Lands and Survey Department and then the Department of Conservation, also had their provincial or regional offices in Christchurch.

Relevant listings

The spectacular reminder that from 1853 to 1876 Christchurch was a provincial capital, the ***Provincial Government Buildings***, is listed. The ***statues of three provincial superintendents*** (FitzGerald, Moorhouse and Rolleston) and the ***Victoria Street clocktower*** are also reminders of the status the city had as provincial capital.

Two listed buildings, the ***former Chief Post Office*** (which was built to house all the central government departments then active in Christchurch) and the ***Government Buildings***, both on the Square, both reflect the importance of Christchurch as the place through which the central government administered the wider region. The same is true of two further listed buildings, the ***Public Trust Office*** on Oxford Terrace and the ***State Insurance Building*** on Worcester Street. The State Insurance Building is also important because the Lands and Survey Department operated from it for many years.

Further possible listings

The only buildings which could be listed to illustrate Christchurch's role as a centre of regional planning and of regional government in the second half of the 20th century are the former ***Regional Planning Authority Building*** on Worcester Street and the modern ***Environment Canterbury building*** on Kilmore Street.

Whether there are surviving buildings or other items which could be listed to illustrate Christchurch's role as the seat of such bodies as the Education and Hospital Boards would need to be investigated before any appropriate listings could be made.

Bibliographic note

The Hospital Board is covered in Fenwick and in Bennet's book on the Christchurch Hospital.

The Provincial Government Buildings are covered in a number of the titles listed in section IV, Architecture, of the Bibliography, most completely and authoritatively in Lochhead's book on Mountfort, but more succinctly in Wilson's brief guide to the buildings or in the Mountfort exhibition catalogue. Yonge deals with the Government Buildings in detail and they are also the subject of no.5 of the City Council's *Architectural Heritage of Christchurch* series.

The proceedings of the November 2004 seminar on regional planning contain useful information on the role of Christchurch as the centre of such planning and of the slowly evolving regional government of the later 20th century.

Further research

Careful scrutiny of the literature on the different bodies based in Christchurch may result in the identification of other buildings and structures that could be considered for listing to illustrate this sub-theme.

Chapter 20: Justice, law and order

The courts

The Magistrates Court sat in early Christchurch in the first public building erected in the city, the Land Office on the corner of Oxford Terrace and Worcester Street. When the last of the Provincial Government's officials moved out of the building into the Provincial Government buildings, the court had the building to itself, but only until 1862 when it had to share with the fledgling Christchurch City Council.

Between 1869 and 1874 a magnificent Gothic Supreme Court building was erected on a site overlooking the north-west corner of Market Square. This building was demolished in 1980 to allow a modern high-rise court building to be erected on the site. Plans to replace the old building had been under consideration since at least the 1930s, but the plans drawn up in that decade were later shelved. Fragments of the demolished building were incorporated in the new buildings erected in the early 1980s.

In 1880-81 a new stone Magistrates Court building was erected on Armagh Street, on the same riverside block on which the Supreme Court had been built less than ten years earlier. Additions were made to the Magistrates Court in 1909. The building was thought to be doomed in the early 1980s, but remains. In the early 1960s, the court also took over the former Canterbury Society of Arts building next door. This was also expected to be demolished as construction of further new court buildings proceeded, but it too remains, now housing the Environment Court.

The administration of justice in Christchurch has been centred on the site on which the Supreme Court building was erected in the early 1870s. In the days in which transport was slower, courthouses were built in a number of rural towns in Canterbury. But (unlike other aspects of Christchurch life) the administration of justice in the city has always been centralised and no local courthouses were built in what became the entire Christchurch metropolitan area.

The police in the central city

A policeman was first stationed in Christchurch early in 1851 and the first formal police office was located in the Land Office building. A building combining a police barracks and lock-up (designed by Mountfort and Luck) was built in Market Square in 1858. In 1862 land was purchased on Hereford Street (where the city's central police station has been based from 1873 until the present) but instead of building immediately on that site a police depot was established further along Armagh Street in 1862.

A permanent, stone police station was built on Hereford Street in 1873 and first occupied in 1874. It consisted of two stone buildings separated by a yard with a lock-up situated back from the street. In 1906, in anticipation of the crowds expected to flock to the planned Exhibition, a new brick barracks and office building was built along the Hereford Street frontage, joining the two stone buildings. This composite building remained the city's central police station until the late 1960s/early 1970s. The eastern end of the building was demolished in 1968 to allow the new high-rise police station to be built on the corner of

Hereford Street and Cambridge Terrace. After this building was completed in 1973, the rest of the old building was cleared away.

Suburban police stations

While Christchurch life was, in many aspects, local and decentralised, small police stations were established in many suburbs (or, as some were in those days, the independent boroughs). Police stations were established at Heathcote in 1862 (in conjunction with the linking of the Christchurch and Lyttelton police stations by telegraph) and at Ferrymead in 1863.

The process of diffusing the police presence throughout the city got properly under way in the 1870s, when stations were established in Sydenham, Bingsland, (later part of Richmond) Addington, Papanui and St Albans. Other suburbs like Woolston, Linwood, New Brighton, Sumner, Upper Riccarton, Islington and Fendalton gained police stations between the mid 1880s and 1910.

The first and second generation suburban police stations were often just residences with a small office built into the dwelling and perhaps a small separate lock-up behind the main building. A few, however, had more the appearance of small public buildings. When many suburban police stations were rebuilt in the 1950s and 1960s, a quasi-standard design for small, single-storey brick buildings was used. Many of these buildings survive, though now in alternative uses because with changes in policing methods, local police stations were progressively closed down and police activities centralised at the Christchurch police station.

Notable crimes

Christchurch's first murder trial was held in the Supreme Court in 1863. The accused was found guilty and hanged at the Lyttelton gaol. (There were no hangings in Christchurch in all the years capital punishment was in force.) In 1871 the notorious murder of a cook by a butler in the town house of a noted runholder, William Robinson of Cheviot Hills, shocked the city, just as the 1890 severed hand mystery (involving an insurance fraud) puzzled it. A 1905 armed robbery of a jewellers shop in Colombo Street saw an across-town pursuit and gunfire in the streets. The 1933 murder of the licensee of the Racecourse Hotel was never solved. The Victoria Park murder of 1954 (the subject of the film *Heavenly Creatures*) is the best-remembered of the city's more recent crimes.

Civil disorder

Christchurch has seen relatively few episodes of civil disorder. On only four or five occasions have the police had to deal with riots or near-riots. In 1879, Protestant Irish Orangemen marching down Manchester Street were attacked by Catholic Irish. In 1897 the Riot Act had to be read to an angry crowd of many thousands on Lichfield Street after the exposure of the American leader of a sect which had built the Temple of Truth on Latimer Square as an imposter. In 1905, the 'Cashel Street riot' occurred when a policeman was attacked after making an arrest. In May 1932 there were ten days of disorder in the city during a tramway strike and in 1981 several episodes of civil disobedience and violence in

the streets occurred during the controversial Springbok rugby tour of that year. Christchurch, however, escaped the disorder which occurred in other New Zealand cities during the 1891 and 1913 maritime strikes, the depression of the early 1930s and the 1951 waterfront lock-out.

Gaols

For long after Christchurch had grown much larger than Lyttelton, the region's main gaol remained in the port town. In 1870-75, however, a women's gaol was built in Addington (to a design by Mountfort, who also supplied the design for the rebuilding of the Lyttelton gaol over the same years). The Addington gaol remained in use (as both a women's and a remand prison at different times) until 1999 and the building survives. When the Lyttelton gaol was replaced in 1921, the new goal was not built in Christchurch but at a rural location in Paparua well to the west of the city. Another gaol was built later to the south-west of Christchurch at Rolleston. Apart from the Addington gaol, Christchurch has had only a minor role in New Zealand's penal history.

Chapter 20: Justice, law and order

Comment and recommendations

General discussion

The location of the courts in central Christchurch from the earliest days of settlement has given the city importance in the region-wide administration of justice, even though more minor cases were heard in courthouses in many smaller centres. The main police station has also been in the central city throughout the city's life, although in the later 19th and for much of the 20th centuries there were also many suburban police stations throughout the city. The central location of regionally important court buildings and of a main police station is common to most New Zealand cities and larger secondary towns.

Only a few notable crimes (most of them murders) have entered the city's general history and there has been relatively little civil disorder, with such incidents as did occur widely spaced in time.

Only one prison was built in Christchurch, at Addington. The region's major prison remained in Lyttelton (which in the earliest years of Canterbury had several provincial rather than local institutions) until, leapfrogging Christchurch, prisons were built first at Paparua and later also at Rolleston. This gives Christchurch a rather different (and less significant) penal history from those of Auckland, Wellington or Dunedin or even those of a number of secondary centres, all of which had town-centre goals.

Relevant listings

The *former Magistrates Court* building (still in use by the courts) is the only older building connected with the administration of justice listed. The *Provincial Government Buildings* and the *former Canterbury Society of Arts Gallery* both have use by the courts as part of their history.

The *Addington Prison* is listed.

The only police station building listed is the *former Woolston police station* (originally a post office).

Further possible listings

Some of the surviving *suburban police station buildings*, of different vintages, should probably be listed. The *modern court buildings*, on the site of the demolished Supreme Court, and *the 'new' main police station*, partly on the site of the old, should be listed in due time.

Some means of identifying and marking important crime scenes should possibly be developed.

Bibliographic note

Thompson and Neilson's exhaustive history of the Christchurch police district provides all the information needed on the development of policing in Christchurch, including the building of police stations.

There is no general history of crime in Christchurch but some information on it in the two recent general titles, Cookson and Dunstall, *Southern Capital*, and Rice, *Christchurch Changing*, and in Eldred-Grigg's *New History of Canterbury*. Eldred-Grigg's *Pleasures of the Flesh* casts some light on extra-legal activities in Christchurch.

Strange's *Brief Encounters* is the only accessible source on the work of the legal profession in Christchurch.

Further research

Field work based on Thompson and Neilson will identify surviving suburban police stations which can then be assessed and considered for heritage listing.