



Christchurch City Council

SPREYDON/HEATHCOTE COMMUNITY BOARD AGENDA

1 NOVEMBER 2005

AT 5.00 PM

**IN THE BOARDROOM,
SOUTH LIBRARY, SERVICE CENTRE AND LEARNING CENTRE,
66 COLOMBO STREET, CHRISTCHURCH**

Community Board: Phil Clearwater (Chairperson), Oscar Alpers, Barry Corbett, Paul de Spa, Chris Mene, Sue Wells and Megan Woods.

Community Board Principal Adviser

Lisa Goodman

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SEMINAR MEETING – 6.40 PM

- 1. BRADFORD PARK**

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1. APOLOGIES

2. CONFIRMATION OF REPORT TO COUNCIL: 18 OCTOBER 2005

The report of the meeting of 18 October 2005 has been circulated under separate cover.

STAFF RECOMMENDATION

That the report to Council of the meeting of 18 October 2005 be confirmed as a true and accurate record of that meeting.

3. YOUTH DEVELOPMENT FUND RECIPIENT REPORT

James Correia will update the Board on his participation at the Gold Coast Cup in Australia, representing Mainland Soccer.

4. CRIME STATISTICS

Peter Laloli, Senior Sergeant based at Hornby Police Station, will provide an update on crime statistics for the Spreydon/Heathcote community.

5. OPAWA ROAD STAGE 2 (GARLANDS ROAD TO CURRIE ROAD) – ONE WAY BYLAW FOR TWO SERVICE LANES

General Manager responsible:	General Manager City Environment
Officer responsible:	Don Munro, Transport and City Streets Unit Manager
Author:	Jeanette Ward, Project Manager DDI 941-8876

PURPOSE OF REPORT

1. The purpose of this report is to seek the Board's recommendation to Council that an amendment to the Fifth Schedule of the Christchurch Traffic and Parking Bylaw 1991 be implemented to prohibit all vehicles in two of the new service lanes on Opawa Road from travelling in a southerly direction.
2. This report was considered at the Board's 18 October 2005 meeting, when it was recommended that the matter be held over to the Board's next meeting, pending clarification of south-bound cycle facilities alongside the service lanes. It is intended that a detailed map will be tabled at the meeting.

EXECUTIVE SUMMARY

3. Stage 2 of the Opawa Road Upgrade will provide a new two lane road to the north of the existing road. The existing road will be used to provide a buffer zone and service lanes for residential properties on the south side of the road. Two of these new service lanes are designed for one way traffic flow. The project is currently under construction and due to be completed by 23 December 2005.
4. The project involves a one way traffic restriction in two of the service lanes.
5. This project is being undertaken in partnership with Transit New Zealand who support the recommendation made in this report.
6. Consultation on the project was undertaken in 2004, which included the proposed traffic restrictions.

5 Cont'd

FINANCIAL AND LEGAL CONSIDERATIONS

7. The one way status can be imposed by making an amendment to the Fifth Schedule of the Christchurch Traffic and Parking Bylaw 1991.
8. The principal legal consideration associated with the approvals sought, is that without the approval of these resolutions the new and changed traffic restrictions will not be legally enforceable upon implementation.

BACKGROUND ON OPAWA ROAD STAGE 2 (GARLANDS ROAD TO CURRIE ROAD) – ONE WAY BYLAW FOR TWO SERVICE LANES

9. Opawa Road, from Garlands Road towards the Port is part of the State Highway Network in Christchurch. Transit New Zealand is the road controlling authority responsible for improvements to this network. However, some years ago the residents of Opawa Road raised concerns with the Council of the increasing volume of traffic on the road, with the adverse effects being; increased traffic noise, vibration, local air pollution and lack of safe accessibility to and from their properties. This is particularly relevant to this section of Opawa Road with the high percentage of heavy vehicles, 12.5% recorded in 2003. Realignment of the road was considered necessary to overcome all of these effects.
10. The plan provides a new two lane road to the north of the existing road extending from the Garlands Road intersection to just past Curries Road. The existing road will be used to provide a buffer zone and service lane for residential properties on the south side of the road. The buffer zone allows the inclusion of street trees the entire length. Clumps of smaller trees are proposed within the open spaces on the south side of the intersections, with seating to be provided outside the Dairy.
11. The service lane accessing the southern properties is divided into four sections, the longest two have separate entrance and exit points while the shorter two have one dual access point. Service Lane Nos. 2 and 3 as shown on the attached plan are designed to function with one way flow. By making them one way, the turning conflicts at the entrances and exits are reduced, particularly those located near the side street intersections. Also, a one way service lane is narrower than would be required for two way flow with parking on both sides and therefore allows more space to be devoted to the buffer island between the houses and vehicles on the main road. It may seem inconvenient to the residents who access these service lanes, but there are some benefits which include the knowledge that traffic will only be coming from one direction.
12. Overall, one of the primary objectives of the upgrade (to increase road safety for all users) is achieved by reducing the number of access points along Opawa Road. This can be accomplished by using the one way system.
13. Transit New Zealand and the Council are undertaking this project in partnership. The Council has managed the consultation, design and construction in liaison with Transit which has supported the one way service lanes.

CONSULTATION

14. Consultation was undertaken with local residents and other relevant stakeholders in July 2004. The consultation was in the form of a publicity leaflet that outlined the proposed plan along with an explanation of the aims and objectives for the project.
15. A total of 40 submissions were received, the majority of submissions expressed support for the project but either queried some points or suggested changes to the plan. There was some question over why the proposed one way flow in two of the service lanes was necessary. The above rationale was explained and no further feedback was received regarding the proposal.

5 Cont'd

PROGRAMME

16. Construction of Opawa Road is under way and due to be completed by the end of December 2005. The one way restrictions will be effective upon completion of the works.

STAFF RECOMMENDATION

That the Board recommend that the Council resolve that the Fifth Schedule of the Christchurch Traffic and Parking Bylaw 1991 be amended by adding the following paragraph:

Opawa Road (Garlands Road to Curries Road)

Opawa Road Service Lane No. 2 northerly from its southern intersection with Opawa Road and Service Lane No. 3 northerly from its southern intersection with Opawa Road.

CHAIRPERSON'S RECOMMENDATION

For discussion.

6. OPAWA ROAD/PORT HILLS ROAD STAGE 3 (FROM CURRIES ROAD TO TUNNEL ROAD)

General Manager responsible:	General Manager City Environment
Officer responsible:	Don Munro, Transport and City Streets Unit Manager
Author:	Jeanette Ward, Project Manager DDI 941-8876 Paul Roberts, Transport Planner (Network), DDI 941 8618

PURPOSE OF REPORT

1. The purpose of this report is to seek the Board's support to recommend to Council that the Stage 3 section of the Opawa Road/Port Hills Road upgrade be removed from the Council's programme; and that Transit, as the road controlling authority, be requested to take responsibility for the Stage 3 works instead and consider potential funding options.

EXECUTIVE SUMMARY

2. Stage 3 of the Opawa Road/Port Hills Road upgrade, between Curries Road and Tunnel Road, is a part of State Highway 73. Despite being a Transit-controlled State Highway, the Council initially allocated funding towards the upgrade in the late 1990's because the project proposed to address local residents' concerns but fell well short of meeting the prevailing criteria for Transfund funding (i.e. subsidy) which is Transit's sole source of income.
3. The residents' concerns were primarily related to the effects of the high proportion of heavy vehicles using this route - namely, traffic noise, vibration, local air pollution and a lack of safe accessibility to and from residential properties. There are 31 residential properties that front onto the 1.85 km long section of road between Curries Road and Tunnel Road.
4. With the introduction of the Land Transport Management Act, the environment in which road controlling authorities are operating has now changed and Transit may be in a better position to apply for funding to Land Transport New Zealand (the former Transfund) on a social and environmental basis.

FINANCIAL AND LEGAL CONSIDERATIONS

5. The Council has allocated budget for Stage 3 project over the 2005/06 and 2006/07 financial years to a total of \$1,442,676 (\$1,145,848 operational and \$276,828 capital). The current estimates for upgrading the road are, however, far in excess of the budget and now range from \$4-5 million. Although Transit has agreed to the long term strategy it has not accepted any financial responsibility for Stage 3 to date.

6 Cont'd

6. The Land Transport Management Act (LTMA) came into affect in November 2003. The statutory purpose of the Act is: *"To contribute to the aim of achieving an integrated, safe, responsive and sustainable land transport system"*. The objectives of Transfund (now LTNZ) and Transit have been changed to include that they must "exhibit a sense of social and environmental responsibility". This change of objectives sets a scene for funding criteria that is now less focussed on economic efficiency.

BACKGROUND ON OPAWA ROAD/PORT HILLS ROAD - STAGE 3

7. Opawa Road (between Garlands Road and Curries Road) and Port Hills Road (between Curries Road and Tunnel Road) are part of the State Highway Network in Christchurch (SH73). Transit New Zealand is the road controlling authority responsible for improvements to this network. However, some years ago the Council and Transit decided to investigate the perceived adverse effects of traffic on this arterial route, these being road safety (particularly a lack of safe accessibility to and from residential properties), noise, vibration and local air pollution.
8. In 1999 the Council and Transit agreed to a preferred long term improvement strategy that aimed to meet the future needs of access to the Port of Lyttelton (the route forming part of the Regional Land Transport Strategy's Strategic Freight Network) in balance with the needs of the residents. The improvement strategy was to develop a purpose built, two lane facility, with separate service lanes where possible.
9. The improvements to the route were to be undertaken in three stages as follows:
 - Stage 1 was the installation of traffic signals at the Garlands Road/Opawa Road intersection, which was fully funded by Transit.
 - Stage 2 is the upgrade of Opawa Road from Garlands Road to Curries Road (0.9 km) with a new two lane limited access road and service lanes for the residents on the east side of the road. This is currently under construction and scheduled for completion by December 2005. Transit are making a partial contribution to Stage 2 based on a "maintenance cost savings" and land purchase basis.
 - Stage 3 is Port Hills Road from Curries Road to Tunnel Road (1.85km). The long term improvement strategy has not been implemented for Stage 3. The issues related to this section of road are outlined below.

EXISTING SITUATION

10. There are currently two lanes along the entire section of Port Hills Road between Curries Road and Tunnel Road, separated by a centre line. The width of the lanes varies. A right turning bay is provided for the storage facility which is located on the south side of the road between Nutall Drive and Avoca Valley Road. On-road cycle lanes have, since the original study, been marked between Curries Road and Avoca Valley Road. There is a footpath along the south side between Curries Road and Chapmans Road. The posted speed limit is 50 km/h. The volume of traffic over this section of road is approximately 9,700 vehicles per day, increasing at a rate of 2.7% (220 vehicles) per year. Approximately 13% of this traffic relates to heavy vehicles.
11. There are designations for road widening in the City Plan that vary in width along the length of the road as follows:
 - Curries Road to Avoca Valley Road north west side, 4.9 metres to 9.9 metres (TNZ)
 - Opposite Vega Pace outside No. 254 and 250, north side, 4.9 metres (TNZ)
 - Between Chapmans Road and Tunnel Road, north side, 4.9 metres (TNZ)
 - Between Chapmans Road and Tunnel Road, south side, 8.0 metres (CCC).
12. Stage 3 is similar to Stage 2 in that the south side is predominantly residential (with the exception of the Port Haven storage facility midway), and the north side is predominantly business related. The residential properties are essentially contained within two distinct sections of the road and less densely developed than in Stage 2.

6 Cont'd

13. There are 16 residential properties with direct access to Port Hills Road between Curries Road and Nuttall Drive. The distance from the edge of the road to the front of the houses on front sections ranges from 7.5 metres to 39 metres, but generally most are set well back in comparison to the houses abutting Stage 2. Three of the properties are back sections and are between 21 metres and 54 metres from the road edge. Six of the properties are reasonably elevated above the road height.
14. There are 15 residential properties with direct access to Port Hills Road between Avoca Valley Road and Chapmans Road. There are a further three properties that are directly adjacent to Port Hills Road but have access from side streets. The distance from the edge of the road to the front of the houses on front sections ranges from 8 metres to 29 metres. Three of the properties are back sections and are between 34 metres and 64 metres from the road edge.
15. In 2001 Transit NZ undertook pavement rehabilitation between The Old Orchard and Avoca Valley Road over a distance of 600 metres. This involved widening of the seal, strengthening of the pavement structure and resurfacing with asphaltic concrete. This provided a smoother surface due to the material used and the elimination of indents due to manholes and trenches.
16. The road layout in this section is as follows:
 - The traffic lanes are 3.5 metres wide separated by a centre line
 - There is a 0.5 metre shoulder and 1.5 metre cycle lane on the eastern side
 - There is a 2.0 metre cycle lane on the western side adjacent to kerb and flat channel.

HISTORICAL AND RECENT CONSULTATION

17. In March 2000 a public meeting was held with local residents to present the long term strategy for Opawa Road/Port Hills Road. The scheme plan prepared at that time by Connell Wagner was tabled. At that stage implementation of the plan was considered to be 8-10 years away. There was general support for these plans. However, the residents who did not benefit from the service lane concept, namely the five properties between the bend known as rock bluff and at about Nutall Drive, later confirmed in writing that they strongly objected to being ignored in the draft plans. Their concerns related to safe access to their properties and adverse effects of the heavy traffic on the road.
18. In April 2004, as part of the consultation on the Stage 2 (Opawa Road) project, these issues were once again raised by the residents in both the above-mentioned section of the road and those along the rest of the Stage 3 route.

ASSOCIATED ISSUES

19. A review of accidents occurring along this road, the predicted volumes and concerns raised by residents put the most pertinent issues for Stage 3 into three categories; safety, capacity and quality of life effects.

Safety

20. Historically, the curve between Avoca Valley Road and Vega Place has been reported as the cause of many crashes over the years. The curve has a radius of 175 metres, which should be easy to negotiate in a 50km/h posted speed limit. A study by Connell Wagner in 1998 found high speeds, particularly west-bound vehicles as they leave Tunnel Road which has a 100km/h posted speed limit, were a factor in the crashes. This being exacerbated by the semi-rural nature of the surrounding environment and a negative camber on the outside of the curve, that is the road falls away from the centreline. The accident severity was reported to be increased with vehicles hitting adjacent objects such as power poles.

6 Cont'd

21. Examination of recent crash statistics suggest that a 200 metre long section of the road around the Avoca Valley curve has a slightly higher than expected crash rate, although not sufficiently high that it would be judged as a particular "blackspot": In the five year period preceeding the Connell Wagner report (1993-1997 inclusive) there were four reported crashes at this location, three of which were *west-bound* vehicles losing control. These included a fatal accident although it may also be pertinent to note that all three involved alcohol. In the most recent five year reporting period (2000-2004 inclusive) there have been no *west-bound* loss of control crashes. There have, however, been three reported crashes in the area over this period which all occurred near Vega Place and involved *east-bound* vehicles entering the curve too quickly and losing control. One resulted in a fatal injury and alcohol appears to have been a definite factor in this crash.
22. If the current LTNZ procedures are adopted, an 'accident by accident' analysis actually reveals that the whole (1.85km long) section of road is actually much safer than average (the historical rate of 0.2 reported injury accidents per year versus a typical expected accident rate of 1.0 injury accident/year).
23. Residents have reported that accessing their properties is unsafe due to the width of the road and lack of flush median, although there is no reported crash data to support the assertion. This is not to dismiss what is a valid issue of potential/perceived danger. However, it must be recognised that there are many sites throughout the city where crashes are actually occurring and that, by virtue of limited resources for remedial action, these are the sites that should be afforded higher priority than those of perceived danger.
24. Safety for cyclists at the Tunnel Road interchange area, however, remains a concern as these road users are particularly vulnerable. A Council project to provide a recreational cycle route from Mary Duncan Park to Horotane Valley Road is planned. This will allow an off-road option for cyclists travelling between Opawa and Heathcote. However, on-road cycle safety at this location needs to be addressed for commuter cyclists.

Capacity

25. The intersection of Curries Road and Port Hills Road is predicted to exceed capacity within the next eight years. Improvement in the form of traffic signals is likely to be required and the current Stage 2 project, which includes this intersection, has been designed to accommodate this improvement when justified.
26. Transit currently have no further proposals in their 10 year plan for widening along Port Hills Road, despite their historical widening designations. The criteria for providing four lanes adopted by Transit is that it would generally only be justified when daily volumes exceed 20,000 vehicles per day. Projections of the traffic volume show that the necessity for four lanes is well over 20 years away given that, at current growth rates, an average daily volume of 20,000 vehicles would not be reached until 2042.

Quality of Life Effects

27. Whilst the total volume of vehicles is relatively low compared with other arterial roads, the proportion of heavy vehicles travelling adjacent to a residential area is high and a number of effects have been reported by the residents, these being:
 - When the pavement rehabilitation was undertaken as discussed above, vibration was somewhat reduced; however this only benefited some of the residents. There are still issues with the smoothness of the surfacing in the other section of the road.
 - The noise from engines and tyres is greatly emphasised due to the high proportion of heavy vehicles on this road compared to other residential areas in the city.
 - A sense of living in a non-residential environment is experienced by residents due to the close proximity to an industrial area. This is compounded by the high volumes of traffic and associated heavy vehicles.

6 Cont'd

OPTIONS

28. To address some or all of the issues outlined above there are several options available to the Council. The options involving physical works are all significantly over the current budget allowed. This means that options need to be considered in the context of the benefits gained.
29. The desirable outcome of any upgrade is a carriageway width that provides for the following:
 - Two 3.5 m traffic lanes
 - A 2.5 m flush median
 - Two 1.7 m cycle lanes
 - A footpath on both sides of the road.
30. Due to the terrain there are several ways to achieve the increased width. These are building retaining walls or forming wide batters. Batters are the usual roadside treatment for this type of environment as it is safer for vehicles when they leave the road at reasonable speed. However, choosing to construct batters increases the amount of property required and in some cases this is beyond the existing designation for road widening.
31. An option to provide service lanes costs around \$5 million, and an option with no service lanes around \$4 million.
32. None of the options address the capacity issue at the Curries Road intersection as this could be too far in the future to be justified as part of the Stage 3 projects but as noted above, the alignment of the Stage 2 project is such that it is compatible with the future retrofitting of the signals.

Option A – Council Upgrades the Road

33. The first option is for the Council to undertake the implementation (or lead and have the bulk of the responsibility) of Stage 3. This would potentially resolve the issues more quickly, as Transit have no budget for this work (not having any current expectation for the financial responsibility for this work). However, with the new legislative and funding environment, post LTMA, the Council assuming responsibility for Stage 3 could set an unwelcome precedent for the future. This new environment effectively removes the original justification for the Council's involvement.
34. The associated level of expenditure would represent a very significant portion of the capital available for road network improvements throughout the city.

Option B – Transit Upgrades the Road

35. This option involves the Council doing nothing to this section of the road but recommending to Transit that the issues be addressed as part of their State Highway responsibilities. This would free up capital spending for other projects that, on balance, should be accorded a higher priority for city ratepayers.
36. This approach, however, leaves the implementation of Stage 3 totally uncertain as Transit has no current budget for this work. The resultant uncertainty and probable significant delays in implementing improvements may result in residents pressuring the Council to again intervene. The value of the work would result in it being placed in the "Large Projects" category, in which Christchurch has no projects being allocated a national priority (it appears that the only way Large Projects may be funded by Transit in Christchurch currently is by having Regional Funding allocated to it).

PREFERRED OPTION

37. Option B is the preferred option.

6 Cont'd

STAFF RECOMMENDATIONS

It is recommended that the Community Board:

- (a) Recommend to Council that the Stage 3 section of the Opawa Road/Port Hills Road upgrade be removed from the Council programme.
- (b) Recommend that Council ask Transit New Zealand to take responsibility for the Stage 3 works and look at potential funding options as soon as possible.

CHAIRPERSON'S RECOMMENDATION

That the staff recommendation be supported.

It would be expected that effected residents be advised accordingly.

7. PROPOSED INSTALLATION OF JETTY – HEATHCOTE RIVER

General Manager responsible:	General Manager City Environment
Officer responsible:	Michael Aitken, Greenspace Unit Manager
Author:	Ann Liggett, Parks and Waterways Area Advocate, DDI 941-5111

PURPOSE OF REPORT

1. The purpose of this report is to seek approval for the installation of a jetty on the bank of the Heathcote River opposite 236 and 238 Riverlaw Terrace.

EXECUTIVE SUMMARY

2. Funding has been made available in the Greenspace Capital Works Programme for 2005/06 under River Access Structures to enable access to the Heathcote River for recreational purposes following feedback received during the Leisure, Parks and Waterways Study.
3. The area proposed was identified after staff received specific requests for a structure in this locality.
4. Throughout the consultation process and from previous interaction with local residents regarding the Heathcote River, there was significant community support for this project to proceed.
3. The area identified has been inspected by Greenspace Unit Senior Contract Manager (Land Drainage) and City Solutions staff as to the viability of the proposed location.
4. Due to the steepness of the bank on Fifield Terrace, the narrow width of the road, and lack of parking space available, it was decided to reposition the jetty directly opposite the location requested on to the Riverlaw Terrace side of the river.
5. This side of the river has a low riverbank with more space available for parking. The jetty is also positioned further from the road therefore making it safer to use.
6. Consultation was undertaken with local residents and the results were as follows:
 - 31 letters and submission forms were sent out
 - 5 returned as no such address
 - 13 supported the project
 - 1 objection.

7 Cont'd

7. Concerns raised were:

- The width of road where the jetty will be located as parked cars would narrow the roadway therefore making it dangerous.
- Jetty would encourage children to the water's edge and they could fall into the river when playing on it.
- Could end up being used by whitebaiters at the ratepayers' expense.

8. Council response to the concerns has been:

- Transport and City Streets Unit has visited the proposed location and measured the road width, which at this location is 7.6m (this is from the face of the kerb on the residential side to the edge of the seal at the riverbank). This will allow for a vehicle to park against the kerb and still provide an adequate traffic way for passing vehicles.
- It is safer having a jetty close by as it makes it easier for children to get out of the river should they fall in.
- Should it become a problem where whitebaiters restrict access to other users of the jetty, this will be addressed by Council staff at the time.

9. The resident who objected to the installation has been contacted and was happy with the response to the concerns raised and is now supportive of the jetty going ahead.

10. Due to the positive response from the local residents, and the use of the Heathcote River for recreational activities by the wider community, the installation would be a positive asset to the area.

FINANCIAL AND LEGAL CONSIDERATIONS

11. Funding is available in the Greenspace Unit Capital Works Programme 2005/06 for the installation of the jetty.

12. Council has a global Environment Canterbury Resource Consent which will cover the installation of the jetty.

13. All work will be undertaken by a Council approved contractor.

STAFF RECOMMENDATION

It is recommended that the Community Board approve the proposed installation of a new jetty on the Heathcote Riverbank opposite 236 and 238 Riverlaw Terrace.

CHAIRPERSON'S RECOMMENDATION

That the staff recommendation be supported.

8. UPDATE OF BOARD FUNDS

Attached are schedules with up-to-date information regarding the Board's 2005/06 Project, Discretionary, SCAP and Youth Development Funds, together with a copy of the Board's Outcomes and Measures.

STAFF RECOMMENDATION

That the information be received.

1. 11. 2005

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9. UPDATE FROM COMMUNITY BOARD PRINCIPAL ADVISER

The Community Board Principal Adviser will update the Board on current issues.

10. BOARD MEMBERS' INFORMATION EXCHANGE

Board members will have an opportunity to provide updates on community activities/Council issues.

11. QUESTIONS FROM MEMBERS (IF ANY HAVE BEEN SUBMITTED IN ACCORDANCE WITH STANDING ORDERS 4.1.1 TO 4.1.5)

SEMINAR MEETING – 6.40 PM

1. BRADFORD PARK

Ann Liggett (Parks and Waterways Area Advocate) and Steve Gray (Project Leader, Capital Project Team) will be in attendance to present options for upgrading the existing play equipment and landscaping at Bradford Park, prior to going out for consultation. A plan will be tabled at the meeting.