

3. NGA PUNA WAI AND CANTERBURY AGRICULTURAL PARK ACCESS IMPROVEMENTS – HALSWELL ROAD / TEMPLETONS ROAD

General Manager responsible:	General Manager, City Environment Group, DDI 941-8608
Officer responsible:	Unit Manager, Asset and Network Planning
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PURPOSE OF REPORT

1. The purpose of this report is to seek the Riccarton/Wigram and Spreydon/Heathcote Community Boards approval for:
 - (a) The proposed scheme design for Halswell Road and Templetons Road access improvements to Nga Puna Wai and Canterbury Agricultural Park outlined in Area A in **Attachment 1**.
 - (b) The removal of trees to make way for the new access road to the park off Halswell Road, a shared path on Halswell Road and improvements to the park end of Templetons Road outlined in Areas A and B in **Attachment 1**.
 - (c) To seek the Riccarton/Wigram Community Board's approval for the new access road, low level vehicle crossing over the Heathcote River/Opawaho, entrance and stock gates, and car park in Area B in **Attachment 1**.
 - (d) And the Boards recommendation to the Council that, pursuant to Section 114 of the Public Works Act 1981, declare as road, subject to consent by the Minister of Conservation, an area currently designated Local Purpose (Utility) Reserve identified in **Attachment 2** of this report.

EXECUTIVE SUMMARY

2. Construction of Christchurch's Southern Motorway has created a need for new access points to Nga Puna Wai and Canterbury Agricultural Park.
3. These new entries are important to ensure that major events, such as the Canterbury Agricultural and Pastoral (A and P) Show, can be accommodated and operate successfully in the park.
4. The Canterbury Park Access improvements project is part of the Council's capital programme. Two of its three stages, McMahon Drive access and Templetons Road temporary access have been completed. The Halswell Road access is the final phase.
5. The proposed scheme involves both the Riccarton/Wigram and Spreydon/Heathcote Community Board areas. Templetons Road is located on the boundary of Wigram and Spreydon Wards. Halswell Road and the new access road are located in the Wigram Ward.
6. The Heathcote River/Opawaho and the park are on the north-west boundary of Templetons Road and the Aidanfield subdivision.
7. As indicated in the Nga Puna Wai and Canterbury Agricultural Park Management Plan, approved by the Council in 2010, the park's new primary access will be via a new street that will be built as part of Stage 9 of the Aidanfield development in Halswell.
8. In order for this new street off Halswell Road to be approved, the New Zealand Transport Agency (NZTA) has advised that direct vehicle access from Halswell Road to Templetons Road will no longer be possible. The link from Templetons Road to Halswell Road will be via a connector road and the new access road. Pedestrians and cyclists will still be able to enter Templetons Road from Halswell Road.
9. At the time this report was written, the proposed name of the new access road, Augustine Drive, and of the connecting street, Templetons Way, were subject to the approval of the Riccarton/Wigram Community Board at its meeting on 4 September 2012. This report will bracket these proposed names to indicate they have not been confirmed at this stage.

10. Provision of the proposed access road (Augustine Drive) off Halswell Road requires a portion of a Local Purpose (Utility) Reserve identified as LOT 154 DP 303385 to be held as public road. The portion of the Reserve to be set apart as a public road is identified as Section 1 in the attached plan (refer **Attachment 2**) and comprises approximately 380 square metres subject to survey.
11. The subject portion of the Local Purpose (Utility) Reserve to be declared under Section 114 of the Public Works Act 1981 as a Public Road is already shown in the Christchurch City Council City Plan for road.
12. Construction of the proposed 10 metre wide access road (Augustine Drive), connector road (Templetons Way), and improvements to Templetons Road will be undertaken by Aidanfield Holdings Ltd. The Council is providing a 14 metre-wide low-level vehicle crossing across the Heathcote River/Opawaho on the new road into the park by way of a low culvert.
13. As a result of the new access road, changes are proposed in Templetons Road and Halswell Road (refer Area A in **Attachment 1**). Key features of the scheme include a modified cul-de-sac at the Halswell Road end of Templetons Road, a 2.5 metre shared path for pedestrians and cyclists, a 2.5 metre berm planted with deciduous magnolia trees, and a two metre wide service strip (refer to cross sections in **Attachment 3**). Proposed changes in Halswell Road include a left turn lane into the new access road and a right turn bay at the new intersection.
14. The Council's Transport and Greenspace Arborist Team agree the tree removals proposed in the scheme plan are appropriate given the requirements to provide improved access to the park. Conditions of the team's agreement are that new tree plantings shown in the scheme plan are carried out to compensate for the tree removals, protective fencing is to be erected to prevent damage to surrounding trees during construction near the stream, where feasible trees should be transplanted, and the selected contractor is to consult with the arborists before commencing work.
15. Implementation of all proposed works in Area A is scheduled in the current financial year ending 30 June 2013. The low level vehicle crossing, access road, gates and car park in Area B are also programmed for construction this financial year. Area C - stage nine of the Aidanfield development is outside the scope of approvals sought in this report.
16. A temporary bailey bridge was installed across the river in 2011 to provide additional vehicle access to the park during show week only. This bridge will be removed when the new access road (Augustine Drive) through the Aidanfield subdivision is built.

FINANCIAL IMPLICATIONS

17. The final phase of the Nga Puna Wai and Canterbury Agricultural Park Access Improvements project (namely Halswell Road access), is estimated to cost \$1,436,300 to complete. This includes compensation estimated at \$185,000 to be paid to Aidanfield Holdings for a four metre increase in the road corridor width for the 10 metre-wide access road, its continuation to meet Halswell Road and minor changes to existing properties frontages along Templetons Road, and new shared cycle and pedestrian paths on Halswell Road and Templetons Road.
18. The phase estimate, and other project actual costs to date, are within the project budget of \$2,513,200.
19. Funding for the project is provided in the Long Term Council Community Plan (2009-2019) in the Planned Capital Programme, Canterbury Park Access, page 247.

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

20. Yes, based on current estimates, there is sufficient budget allocated within the 2009-2019 LTCCP to implement the project.

LEGAL CONSIDERATIONS

21. Consent by the Minister of Conservation, under section 114 of the Public Works Act 1981, is required to declare the portion of the Local Purpose (Utility) Reserve identified as Section 1 in the attached scheme plan (**Attachment 2**) for road.
22. Connection to the State Highway, Halswell Road requires NZTA approval. It has agreed with the draft scheme plan.
23. The following consents will be required prior to the construction of Areas A and B:
 - (a) Christchurch City Council land use consents for the 8.5 metre carriageway width on Templetons Road and the two turn-around areas on Templetons Road. Also for works in an ecological heritage site and associated works with the vehicle crossing and landscaping on the river bank.
 - (b) Christchurch City Council building consent for construction of the vehicle crossing across the Heathcote River/Opawaho,
 - (c) Environment Canterbury resource consent for the vehicle crossing across the Heathcote River/Opawaho
24. Installation of any parking restriction signs and/or markings must comply with the Land Transport Rule: Traffic Control devices 2004.
25. Part 1, Clause 5 of the Christchurch City Council Traffic and Parking Bylaw 2008 provides the Council with the authority to install traffic and parking restrictions by resolution.
26. The Community Boards have delegated authority from the Council to exercise the delegations as set out in the Register of Delegations dated 13 December 2007. The list of delegations for the Community Boards includes the resolution of parking restrictions and Traffic Control devices.

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

27. As above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

28. The project is identified in the Planned Capital Programme of the LTCCP.
29. It also aligns with the Council's community outcomes for safety and community – a safe city; a city of inclusive and diverse communities; a city of people who value and protect the natural environment; a well covered city; a prosperous city; a healthy city; a city for recreation, fun and creativity; a city of lifelong learning; an attractive well-designed city.

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

30. As above.

ALIGNMENT WITH STRATEGIES

31. This proposal aligns with the Council's 2008 Access and Events Management Strategy for Nga Puna Wai and Canterbury Agricultural Park.
32. The proposed access to the park off Halswell Road implements Action 6(d) is identified in Part D 'Future Developments' of the Nga Puna Wai and Canterbury Agricultural Park Management Plan 2010.

33. The proposal is also aligned with the following strategies:
- (a) Parks and Waterways Policy 2002.
 - (b) Physical Recreation and Sport Strategy 2002.
 - (c) New Zealand Land Transport Strategy.
 - (d) Road Safety Strategy 2004.
 - (e) The Christchurch City Council's Cycle Strategy 2004.
 - (f) National Walking and Cycle Strategy.
 - (g) Pedestrian Strategy 2001.
 - (h) Parking Strategy 2003.
34. The proposal is consistent with the requirements for arterial roads and local roads as defined within the City Plan.

Do the recommendations align with the Council's strategies?

35. Yes.

CONSULTATION FULFILMENT

36. The Nga Puna Wai and Canterbury Agricultural Park access proposal was presented to the Riccarton/Wigram Community Board on 15 May 2012 and Spreydon/Heathcote Community Board on 18 May 2012.
37. The Canterbury Park Access community consultation on the proposal was undertaken between 21 June 2012 and 13 July 2012. 120 leaflets were hand delivered to residents in Templetons Road, Cardinal Drive, Halswell Road and surrounding streets. In addition, leaflets were posted or emailed to absentee property owners and key stakeholders, including the Canterbury A and P Association and park users.
38. 21 submissions were received. Of these 13 (61.90 per cent) generally supported the proposal, six (28.57 per cent) opposed the proposal and two (9.52 per cent) did not indicate their position.
39. Those in support included the A and P Association which stated: "This is a very good design of the Templetons Road area. The Canterbury A and P Association is very much in support of what is proposed and congratulates the design team."
40. Three of those who did not support the proposal believed that preventing access from Halswell Road to Templetons Road, and constructing a connecting road (Templetons Way) to the new access to the park (Augustine Drive), would increase traffic in Cardinal Drive. The project team considered that the proposal was unlikely to cause any significant increase in traffic along Cardinal Drive as the proposed 10 metre wide access road to the Park would be an easier, more direct route for most drivers. The right-turn bay in Halswell Road at the new intersection would also be a safer option than the right turn into Cardinal Drive.
41. A Templetons Road resident who lives beside the 'T' intersection with the proposed connector road (Templetons Way) was concerned that the recent consultation leaflet was the first she had heard about the approved roading layout in the adjacent Aidanfield subdivision. This was identified in the North Halswell Plan incorporated in the City Plan in 1999. The layout was also part of subdivision consent granted in March 2012 for the development's final stage.

The resident is particularly concerned about the impact of headlights and noise from turning cars. The Council's project team is proposing to realign the footpath outside her property and has prepared a landscaping concept plan for planting inside and outside her boundary. The landscape architect will consult the owner on the type of planting.

42. Following consultation, specific questions about the type of trees were addressed. The project team proposes that deciduous magnolias should be planted along Templetons Road and in part of the landscaped area near Halswell Road. Two additional parking spaces for the public have also been added in this cul-de-sac.
43. The Council's project team has had discussions with a property owner at the park end of Templetons Road who expressed concern about loss of parking, not being able to back a trailer out of his drive and 'over engineering' of the proposal. As a result, the project team has provided two car parking spaces for the public, a turnaround area and undertaken modelling indicating the owner has space to back out his trailer. The Council will reinstate stone edging on the retaining wall and fix a localised drainage problem. However, based on technical advice, the project team is recommending that the entrance should be reduced from five metres to four metres wide to offset the impact of the public car parks. The turn off is designed to look more like a private entrance to encourage vehicles to use the new main access road into the park.
44. A key concern of several respondents was the difficulty of turning right into Halswell Road from Templetons Road. They stated that this would also apply to the proposed access road to the park. The project team is unable to address this issue at this stage. Any future traffic lights at the intersection of the new access road (Augustine Drive) and Halswell Road will depend on the scale and timing of development on the opposite side of Halswell Road.
45. The speed of approaching traffic along Halswell Road was also a concern to some submitters. Several asked that the 80 kilometre per hour speed limit be lowered to 50 or 60 kilometres per hour well before the turn into the proposed access road. Although the Christchurch City Council is about to undertake a speed review, Halswell Road is under the jurisdiction of the NZTA. The submitter's comments have been forwarded to the NZTA. Meanwhile, the Council's project team proposes to amend the consultation plan by providing a left turning lane into the new access road to move turning traffic clear of through traffic. This action is supported by the NZTA.
46. Submitters who made comments and provided contact addresses were sent a copy of the plan for Community Board approval and a letter outlining the project team's responses to their suggestions and concerns. They were also advised of the Community Board meeting date and time and how to contact the Board Advisers if they wished to seek speaking rights.

STAFF RECOMMENDATION

- (a) That the Riccarton/Wigram and Spreydon/Heathcote Community Boards approve the proposed scheme design for Halswell Road and Templetons Road access improvements to Nga Puna Wai and Canterbury Agricultural Park shown in Area A in **Attachment 1**.
- (b) That Riccarton/Wigram and Spreydon/Heathcote Community Boards approve the removal of trees to make way for the new access road to the park off Halswell Road, a shared path on Halswell Road and improvements to the park end of Templetons Road as shown in Areas A and B in **Attachment 1**.
- (c) That the Riccarton/Wigram Community Board approves the new access road, low level vehicle crossing over the Heathcote River/Opawaho, entrance gates and stock gates and car park in Area B in **Attachment 1**.
- (d) That Riccarton/Wigram and Spreydon/Heathcote Community Boards recommend to the Council that, pursuant to Section 114 of the Public Works Act 1981, the Christchurch City Council declare as road, subject to consent by the Minister of Conservation, that area comprising 380 square metres (subject to survey) shown as Section 1 in the attached scheme plan being part of LOT 154 DP 303385 a Local Purpose (Utility) Reserve (refer **Attachment 2**).

Revoke existing parking restrictions

- (e) That all existing parking restriction on the north-east and south-west side of Templetons Road between Halswell Road and the end of Templetons Road be revoked.

Revoke existing give-way controls

- (f) That the existing give-way control against Templetons Road at its intersection with Halswell Road be revoked.

New no stopping restrictions

- (g) That the stopping of vehicles be prohibited at any time on the north side of Cardinal Drive commencing at its intersection with Templetons Road and extending in a north-easterly direction for a distance of 27 metres.
- (h) That the stopping of vehicles be prohibited at any time on the south side of Cardinal Drive commencing at its intersection with Templetons Road and extending in a north-easterly direction for a distance of 27 metres.
- (i) That the stopping of vehicles be prohibited at any time on the northeast side of the end of Templetons Road, including the turning head and the entrance of 28 Templetons Road, commencing from its intersection with Cardinal Drive and extending in a north-westerly direction for a total distance of 57 metres as indicated on **Attachment 1**.
- (j) That the stopping of vehicles be prohibited at any time on the north-east side of Templetons Road commencing at its intersection with Cardinal Drive and extending in a south-easterly direction for a distance of 14 metres.
- (k) That the stopping of vehicles be prohibited at any time on the northeast side of Templetons Road commencing at a point 94 metres from its intersection with Cardinal Drive and extending in a south-easterly direction for a distance of 39.5 metres.
- (l) That the stopping of vehicles be prohibited at any time on the south-west side of Templetons Road commencing at its intersection with Templetons Way and extending in a south-easterly direction for a distance of 22 metres.
- (m) That the stopping of vehicles be prohibited at any time around the head of the cul-de-sac located at the south-east end of Templetons Road commencing on the south-west side of Templetons Road, at a point 54 metres from its intersection with Templetons Way, and extending south-easterly in an anti-clockwise direction around the head of the cul-de-sac for a total distance of 58 metres finishing on the north-east side of Templetons Road as indicated on **Attachment 1**.
- (n) That the stopping of vehicles be prohibited at any time on the south-west side of Templetons Road commencing at its intersection with Templetons Way and extending in a north-westerly direction for a distance of 18 metres.
- (o) That the stopping of vehicles be prohibited at any time on the southwest side of Templetons Road commencing at a point 87 metres from its intersection with Templetons Way and extending in a north-westerly direction following the kerb around the build out for a total distance of 47 metres as indicated on **Attachment 1**.
- (p) That the stopping of vehicles be prohibited at any time on the south-west side of Templetons Road commencing at a point 145 metres north-west of its intersection with Templetons Way and extending in a north-westerly direction, and then around to northeast for a total distance of 33 metres finishing on the north-east side of Templetons Road as indicated on **Attachment 1**.
- (q) That the stopping of vehicles be prohibited at any time on the north-west side of Templetons Way commencing from its intersection with Templetons Road and extending in a south-westerly direction for a distance of 21 metres.
- (r) That the stopping of vehicles be prohibited at any time on the south-east side of Templetons Way commencing at its intersection with Templetons Road and extending in a south-westerly direction for a distance of 21 metres.

- (s) That the stopping of vehicles be prohibited at any time on the north-east side of Augustine Drive commencing at its intersection with Halswell Road and extending in a north-westerly direction for a distance of 54 metres.
- (t) That the stopping of vehicles be prohibited at any time on the south-west side of Augustine Drive commencing at its intersection with Halswell Road and extending in a north-westerly direction for a distance of 49 metres.

New pedestrian / cycle shared path

- (u) That the footpath on the south-western side of Templetons Road be designated as a shared pedestrian / cycle path commencing at its intersection of Templetons Way and extending in a south-easterly direction for a distance of 116 metres.
- (v) That the footpath on the south-western side of Templetons Road be designated as a shared pedestrian / cycle path commencing at its intersection of Templetons Way and extending in a north-westerly direction for a distance of 166 metres.
- (w) That the footpath on the north-western side of Halswell Road be designated as a shared pedestrian / cycle path commencing at its intersection with Augustine Drive and extending in a north-easterly direction for a distance of 66 metres.
- (x) That the footpath on the south-eastern side of Halswell Road be designated as a shared pedestrian / cycle path commencing at a point 15 metres from its intersection with Hendersons Road and extending in a south-westerly direction for a distance of 63 metres.

New give way controls

- (y) That a give-way control be placed against Augustine Drive at its intersection with Halswell Road.
- (z) That a give-way control be placed against the south-east approach of Templetons Road at its intersection with Templetons Way.

BACKGROUND (THE ISSUES)

47. The proposed scheme will provide the primary access to the Nga Puna Wai and Canterbury Agricultural Park. New entry points became necessary because of the construction of Christchurch's Southern Motorway.
48. A new 10 metre wide access road (Augustine Drive) off Halswell Road will run through the final stage of the Aidanfield subdivision and connect with the park. A 14 metre wide low level vehicle crossing will enable three lanes of traffic (two lanes entry and one exit).
49. Proposals outlined in Area A, and the new access road, low level vehicle crossing across the Heathcote River/Opawaho, entrance gates (similar to those at McMahon Drive) and stock gates, and car park in Area B, require the approval of one or both of the Riccarton/Wigram and Spreydon/Heathcote Community Boards. Area C proposals have been approved as part of the subdivision consent process.
50. The proposed scheme meets project objectives because it:
 - (a) is consistent with the Access and Events Management Strategy, Christchurch Southern Motorway project work and the Nga Puna Wai and Canterbury Agricultural Park Management Plan.
 - (b) Meets NZTA requirements regarding connections to the surrounding road network under its authority.
 - (c) Meets budget and achieves best value for money.
 - (d) Considers the Christchurch Southern Motorway construction programme to ensure access improvements are co-ordinated.
 - (e) Considers in its design future proposed developments as identified in the South West Area Plan and relevant City Plan changes.
 - (f) Makes appropriate provision for user safety and the required level of service.

THE OPTIONS

51. Two options were considered by the Council's project team. Option two was preferred and formed the basis of the plan taken to the community for consultation.

Option one

52. The key features of option one were:
 - (a) Templetons Road closed with a 14 metre wide cul-de-sac head with a large berm area with street trees provided between the head and Halswell Road.
 - (b) Templetons Road to measure 7.5 metres wide with a cycle path and footpath on the south-east side.
 - (c) A 14 metre wide cul-de-sac head on the north-west end of Templetons Road.
 - (d) Parking restriction on one side of Templetons Road to maintain two way traffic and access for emergency vehicles and refuge collection.
 - (e) Cycle path to merge with footpath at the existing footbridge.
 - (f) New intersection on Templetons Road with the future access road from the subdivision.
 - (g) The cross section is: 0.5 metre service strip, 1.5 metre footpath, 1.5 metre berm/street tree, 2.5 metre two-way cycle path, 1.5 metre berm, 7.5 metre road and a 4.6 metre berm/footpath.

- (h) Shared path footpath along the south side of Halswell Road between Hendersons Road and Templetons Road.
 - (i) Refuge island on Halswell Road for pedestrians and cyclists to cross Halswell Road to Templetons Road.
 - (j) Shared path along the north side of Halswell Road between Templetons Road and the new access road.
 - (k) A 10 metre wide new access road widening to 13.5 metres at the Halswell Road intersection. The intersection to be a give-way control with two exit lanes and a refuge island in the middle.
 - (l) Right turn bay to provide refuge area for traffic turning into new access road to the park.
 - (m) A 14 metre wide concrete vehicle bridge across the Heathcote River/Opawaho to park. This would need to be 50 metres long due to the existing ground profile across the Heathcote River with the adjacent land. An underpass would be necessary to maintain access along the river bank.
 - (n) New car park with 14 spaces within the park.
53. Option one was not preferred because of the major costs associated with the vehicle bridge and major environmental, ecological and aesthetic impacts on the river bank. The extent of the two way cycle path and footpath on Templetons Road limits tree options and would be costly to maintain. The 7.5 metre carriageway width would only allow parking on one side of Templetons Road.

Option two

54. The key features of the preferred Option two are:
- (a) A modified 12 metre wide cul-de-sac at the end of Templetons Road. Vehicles can no longer enter or exit Halswell Road. It includes a large berm area with street trees. As a result of consultation two public car parks are proposed in this area.
 - (b) A large berm area with street trees is formed behind the cul-de-sac area fronting Halswell Road.
 - (c) Templetons Road will be an 8.5 metre wide carriageway with a shared cycle/pedestrian path on the south-east side.
 - (d) A new footpath will connect the shared path on Templetons Road to the existing path on Halswell Road east of Templetons Road.
 - (e) The cross section for Templetons Road (refer **Attachment 3**) provides for a two metre berm, a 2.5 metre shared path, 2.5 metre berm with street trees (deciduous magnolias), 8.5 metre carriageway, 4.6 metre berm/footpath.
 - (f) Parking is permitted on both sides of the road except where there are 'no stopping' lines.
 - (g) The temporary bailey bridge on the north end of Templetons Road will be removed when the access road to the park is open.
 - (h) The existing wooden bridge at the north end of Templetons Road will remain in place for pedestrian and cycle access, and provide a secondary entry for emergency vehicles.
 - (i) Proposed pedestrian/cycle gate on the shared path. The gate is to be the same style as the gate at the McMahon Drive entrance.
 - (j) The layout of the Templetons Road/Cardinal Drive intersection will be changed so that the end of Templetons Road near the park resembles a private driveway to encourage motorists to use the new park entrance. The entry width has been reduced from five metres to four metres. Two car parks and a turnaround are proposed.

- (k) A give-way sign on the south-east end of Templetons Road will give priority to traffic from the new access road.
- (l) Street trees (deciduous magnolias) and grass berm along the west side of Templetons Road.
- (m) Proposed holding rails (with cycle give-way sign) on the shared path at intersections to discourage motorists from accessing shared path.
- (n) Proposed refuge island on Halswell Road to provide access for pedestrians and cyclists to the shared path along Templetons Road.
- (o) Proposed seal widening and a right turn bay on Halswell Road at the new intersection.
- (p) As a result of consultation feedback, a left turn facility at this intersection to move turning traffic, clear of through traffic.
- (q) New give-way control on the proposed road at this intersection.
- (r) New kerb and channel on the north side of Halswell Road between Templetons Road and the new access road (Augustine Drive).
- (s) Proposed 2.5 metre shared path on the south side of Halswell Road between Henderson Road and Templetons Road. A cutdown for cyclists on Halswell Road to access the nearby shared path.
- (t) Proposed 2.5 metre shared path on the north side of Halswell Road. A cutdown for cyclists on Halswell Road to access the shared path on Templetons Road and a cutdown for cyclists to exit on to Halswell Road from the shared path on Templetons Road.
- (u) Removal of nine existing street trees on Templetons Road and Halswell Road. Twenty seven trees will be planted in Area A.

55. Scheme proposals within Nga Puna Wai and Canterbury Agricultural Park include:

- (a) Gates the same style as McMahon Drive entrance.
- (b) Low level vehicle crossing across the Heathcote River/Opawaho.
- (c) Removal of trees as shown in Area B.
- (d) Construction of a car park.