

To the Auckland Council

Re: Submission on the Auckland Unitary Plan

The **Ellerslie Residents Association (ERA)** welcomes the opportunity to provide input into the development of Auckland's first Unitary Plan (the Plan).

Introduction

The ERA retains a number of significant concerns regarding the impact upon residents both in our suburb and across the region arising from the provisions set out in the draft Plan.

Neither the ERA nor Ellerslie residents we have spoken to oppose intensification, per se. Residents merely request that additional housing and other activities are located where transport, water, schooling, recreation and other services can be provided to them consistent with making/retaining Ellerslie as a liveable town centre.

The following submission sets out where residents feel the suburb is likely to be capable of accommodating different land use activities and where we think it cannot. As the only genuine experts on our suburb, we expect that in most cases our thoughts will, through the course of time and analyses, prove to be accurate, but accept that there may be factors we cannot fully appreciate. To this end, we request full information on the capacities of different public services to demonstrate that the levels of increased density outlined in the Unitary Plan can be accommodated. Our support for changes to zoning in this submission are conditional upon Council research and analysis demonstrating that Ellerslie can accommodate future residents and activities.

Specifically, we have concerns about:

- the level of intensification planned for Ellerslie and the location of areas identified for intensification (or not),
- zoning
- the height of buildings,
- the allowance for carparks,
- the impact on transport movements,
- character protection, and
- access to open space and the loss of recreational land
- the evidence base demonstrating how many residents Ellerslie can accommodate

We would like to register an additional concern about the limitations proposed on appeal rights and to formally register our opposition to the Council's attempt to make the Plan operative upon notification. We support the decision not to operationalise the Unitary Plan this year and retain concerns as to whether the provisions around appeal rights three years after notification are appropriate.

Acknowledging the Council's declared intent for the Unitary Plan to act as the implementation vehicle for the Auckland Plan, we have set out our comments on the draft Plan in accordance with the Auckland Plan.

Ellerslie's Arts and Culture

Overarching Statement: *The ERA will encourage valuing and fostering cultural diversity and to this end will work towards including a community centre and library in the Unitary Plan in addition to its existing arts and culture community assets.*

Community facilities (which in the definition also include libraries) are provided for as a permitted activity in the Mixed Use zone directly behind (to the north) of the town centre (land bounded by Ladies Mile, the town centre and Arthur Street). This is supported because there is a demonstrated case for a community centre to cater for Ellerslie's multicultural and community needs.

Ellerslie's Historic Heritage

Overarching Statement: *The ERA acknowledges the part that history has played in the development of Ellerslie's character. The Unitary Plan will require that built and natural heritage sites and areas are identified and protected and that future growth will enhance the suburb's character. The ERA is a member of the Character Coalition and fully supports their case to protect our heritage and character.*

The Historic Character overlay has been applied to areas of land within Ellerslie that were formally Residential 1 and 2a, and the Ellerslie Town Centre. This is supported.

The Pre-1944 demolition control applies to most of Ellerslie, excluding those areas that have been identified as Historic Character. The precautionary approach of requiring consent for demolition of buildings in areas settled prior to 1944 is supported in principle. It is noted that throughout the objectives, policies, zone description and rules, reference is made to the retention of buildings and groups of buildings with 'significant' heritage value. A definition of the term would be helpful to reduce ambiguity in its application.

Findlay Street has been zoned for mixed use, however a letter from Penny Pirrit dated 1 May 2013 confirms that this is a mistake. The ERA would have strongly opposed the rezoning of this area for mixed use, as the entire street is currently residential homes built around 1910 and the area is identified as an historic character area in the overlay maps.

We note that there are only six buildings identified as historic heritage places in Ellerslie. We request support from the Council to identify all buildings in Ellerslie demonstrating significant heritage value. Sites identified by residents at the ERA Annual General Meeting on May 20 as retaining significant heritage value included:

- Findlay St (including numbers 23, 15 and 33/1 – the old Mayor's house)
- Old Council chamber
- Colonel Dawson's house
- Corner of Pukerangi and Ladies Mile
- Old stables on Somerfield St and Lonsdale St and the racecourse manager's house
- Arthur St carpark
- Corner of Morrin and Ladies Mile (one of the oldest concrete houses in the area)
- Old brick house on Wairaki St
- 36 Arthur St
- Old billiard hall and ancillary buildings

Ellerslie's Recreation and Sport

Overarching Statement: *The ERA requires that opportunities are provided to people in Ellerslie to enhance their participation in recreation and sport and that sport and recreation organisations receive appropriate space, facilities and funding. The Unitary Plan will include plans for increasing land space set aside for this purpose as well as increasing the availability of green space as a quid pro quo for intensification.*

There are currently barely enough sport fields, recreational facilities and greens spaces to support the population of Ellerslie and the surrounding suburbs. As more families move into the area, there will be an increased importance and demands placed on these resources. The Unitary Plan needs to take this into account. What is the plan to increase the sports fields, recreational facilities and green spaces to accommodate the proposed population increase?

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The Ellerslie Racecourse is regionally significant and could be better utilised for additional recreational activities rather than for residential high rise developments. The Racecourse has always been a focal point for Ellerslie and changes that happen there will impact on our community. Our major concern is the potential loss of parts of the Racecourse to development. The Plan sends mixed messages by on one hand proposing redevelopment and intensification of the Racecourse and, on the other, stipulating that this should only occur where this type of activity does not adversely affect amenity values of the surrounding area. ERA cannot see how the erection of high rise apartments on green space can ever be considered insignificant to surrounding amenity, in which case the Plan should revise its zoning of Ellerslie Racecourse to clarify that development cannot occur without affected community support.

There is some concern that the Ellerslie Athletics Club which has been around for more than 80 years does not have a permanent home. This is something that we feel needs to be addressed as a priority. In addition, residents have requested other facilities including a skateboard park, a swimming pool, squash courts, BBQ areas, more fitness trails and youth programs. Additional land is available in Ellerslie and its environs for greenspace and these types of facilities, including the south eastern side of Harrison Road.

It is noted that the Michael's Ave wetland is currently zoned Public Open Space – Sport and Active Recreation, and would more appropriately be zoned Public Open Space – Conservation.

Ellerslie's Economy

Overarching Statement: *The ERA supports the activities of the Ellerslie Business Association in growing a business-friendly and well-functioning town centre leading to a creative, vibrant place for people to shop and be entertained. The Unitary Plan will include ways in which the business park area can be incorporated into the life of the suburb. To this end the ERA notes a disconnect in that the business park area falls in the Maungakiekie Tamaki local board area whereas the town centre and the majority of residential homes fall in the Orakei Local Board area.*

ERA supports a maximum height of 10 metres in the Ellerslie Town Centre, which would allow buildings up to three storeys in height. Current provisions for 12.5 metres is considered to be too high to maintain existing character and will block sunlight from the main street.

The Plan has adopted an approach of zoning land surrounding town centres as mixed use. It is described as a transition area in terms of scale and activity between residential areas and town centre zones. The ERA is concerned that while the zone description explains that the zone allows for smaller scale commercial activity that does not cumulatively affect the viability of town centres, there is nothing within the rules that actually allows cumulative effects to be taken into account. As a permitted activity, every site zoned mixed use could contain a very wide range of commercial uses, including up to 450m² of retail per site. This could potentially have a huge impact on the viability of smaller town centres. A sequential approach should be applied, whereby in-centre commercial development is preferred to edge of centre or out of centre development. Applicants should be required to demonstrate that they have attempted to find in-centre options first, and that were commercial development is proposed outside town centres, it would not impact on the viability of nearby town centres.

An additional concern of the ERA is that the land zoned for mixed use is currently residential, and as the mixed use zone does not require a mix, but allows for it, the rules as currently written would allow the loss of residential units to non-residential uses. Given the housing shortage in Auckland this seems counter-productive. It should be made clear in the Unitary Plan that any loss of residential units is unacceptable. Predevelopment of sites could still be enabled by requiring the re-provision of residential units where other uses are proposed (where compatible). In the mixed use zone compatibility shouldn't be an issue given all the proposed uses are expressed as those which are compatible residential and employment activities.

The use of neighbourhood centre zones applying to single corner stores or small shopping strips in Ellerslie is supported.

The ERA has found that many shoppers in the Village on Saturdays are not Ellerslie Residents and they come to Ellerslie because they love the Village atmosphere. Any extension to the commercial activities on Ladies Mile should be limited to below 180 Ladies Mile and in keeping with this Village atmosphere that appeals to clients and shoppers.

Shoppers are also drawn to the town centre by ready access to car parking. Residents have strongly indicated a desire for more, not less, parking around the town centre. ERA does not support the parking maximums and considers that no change should be made to parking provisions.

The Cawley Street Commercial zone should be rezoned for residential high rise (up to 4 storeys) so in the future only residential housing will be located on both sides of Cawley Street.

ERA supports the location of employment near to residential areas as a means to mitigate travel and potentially reduce congestion.

ERA supports provisions which enable the application of new technologies to business. Specifically, which digital and other technologies evolve to change patterns of land use and transport demand, the Plan must be flexible enough to allow these evolutions without constraining business dynamism.

Ellerslie's environment and response to the Climate Change

Overarching Statement: *The ERA encourages valuing and protecting the suburb's natural heritage, and sustainable management of natural resources as well as acknowledging the issue of Climate Change. The Unitary Plan will cater for environmental protection, including mitigation of factors contributing to noise and particulate pollution emanating from the Southern Motorway.*

The requirement for new development to build sustainably in accordance with NZ Green Building Council standards is supported where the costs of doing so are transparent and clearly articulated to residents.

It is noted that within the Built Environment overlay, an Air Quality notation applies to property in close proximity to the motorway. The ERA is not able to comment on the details of this rule as it appears to have been missed out of the draft document.

Within the Infrastructure overlay, a noise notification area applies to sites adjacent to the motorway and railway line. The rule that then applies to this is called 'high land transport noise'. The two should be consistent to avoid ambiguity.

An aquifer is shown to exist within a large area of Ellerslie in the Natural Environment overlay. The rule is then called 'natural resources' and doesn't contain any rules relating to aquifers.

We recommend setting aside land on either side of the motorway for indigenous flora and fauna.

The ERA does not support the Limited Notified Resource Consent pathway for the removal of native trees and mangroves seen as a vital part of our eco system. Notified Resource Consent should be used on all occasions that these species are to be proposed to be removed.

The ERA is concerned that the wetland located in the Michaels Avenue Reserve is not identified on the zoning map and recommends that it be designated either 'Public Open Space – Conservation or Significant Ecological Area

All efforts should be taken by the Council to ensure that the Unitary Plan does not discourage the following environmental friendly policies:

- a. installation of solar energy heating and/or electricity generation
- b. rainwater retention in housing developments for waste water
- c. park and ride facilities at the Ellerslie train station.

Urban Ellerslie

Overarching Statement: *The ERA understands the need for Ellerslie to play its part in contributing to a more compact urban environment to allow for an increasing local population. This will be achieved in the Unitary Plan through good urban design taking account of the geographical constraints of the area. The aim is to create an enduring neighbourhood community and town centre by ensuring that land currently zoned residential remains residential and is not eroded to make way for other uses – indeed there is a strong case to convert some commercial land to residential.*

- Main Highway northern side between Arthur and Amy Sts – this area should be zoned mixed use and not Terraced Housing and Apartment Buildings as there is already one commercial building on the corner of Amy and Main Highway and previous consultation has concluded that when and if the township expands it be along Main Highway rather than up side streets..
- Hurst St – Robert St – this small area currently forms an extension of the town centre and should be zoned as such. The operative district plan also designated this as part of the town centre.
- Ladies Mile adjoining Ellerslie Town Centre – the zone along Ladies Mile designated as mixed use should be zoned for mixed housing with maximum height of two storeys above 180 Ladies Mile.
- The elevated areas of Ladies Mile, Arthur Street, Amy Street and Arron Street are not appropriate for Terrace Housing and Apartments as three or four storeys on a hill will be very dominant and will look much higher than four storeys on flat land. This is bad urban design and will also result in shading issues shown to be relevant for the Pensioner Flats. We consider that these areas should be zoned for mixed housing, and as an alternative the flat land bounded by Cawley Street, Ellerslie Panmure Highway and the Southern Motorway, as well as the land between Ellerslie Panmure Highway, Wilkinson Rd and Gavin Street should be zoned for Terrace Housing and Apartments. This land also has excellent connectivity to either Ellerslie or Penrose train stations.
- Tecoma Street-Robert Street area (excluding Hurst St area) – residents universally and vigorously have opposed mixed use development in this area, which the letter from Penny Pirrit identifies as a mistake and signals an intention to change the zoning on the eastern side of Robert Street from Mixed Use to Mixed Housing due to the proximity to the Single House/historic character zone. This is strongly supported.
- Findlay Street – should be zoned for single housing to align with the Historic Character overlay and enable protection of the houses.
- Corner of Cawley Street and Main Highway – should be zoned for terraced housing and apartments. The ERA considers that the land identified for light industrial activity which is bounded by Cawley Street, Ellerslie Panmure Highway and the Southern Motorway would more appropriately be zoned for Terraced Housing and Apartments. The site is relatively flat and in good proximity to the both the Ellerslie Train Station and given the land is only in a small number of land holdings it could easily be amalgamated and developed comprehensively to achieve a much higher density than could be achieved by piecemeal development of existing residential sites. As such, the site is the best opportunity within Ellerslie to contribute meaningfully towards the need for more residential units.
- The land on the north side of Main Highway, between Main Highway and Hudson Street has been identified for Light Industry, however the letter from Penny Pirrit confirms this is a mistake and will be corrected in the notified version of the Plan. This land should be designated terraced housing and apartments.

Flat land rather than ridges should be used for apartment blocks up to three stories high in Ellerslie.

Parts of Ellerslie are affected by noise from the motorway. We do not oppose motorway noise per se, but we are concerned about the impacts of noise reverberations around Ellerslie following changing patterns of urban development. The Plan must take into consideration the noise implications of high rise and other land uses.

No residential land should be rezoned for commercial activities unless it is on the Main Highway between Arthur and Amy Sts (excluding heritage sites).

ERA retains significant concerns over the sprawling intensification permitted under the Mixed Housing zone designation which covers large sections of Ellerslie. This type of land use lacks the density to support public transport, on one hand, and the space necessary to support personal transport, on the other. The outcome will be congestion and a continuation of poor public transport alternatives. We request the results of transport modelling on the Ellerslie area under the levels of intensification set out in the Unitary Plan.

Ellerslie's Housing

Overarching Statement: *The ERA wants good quality affordable, environmentally sustainable housing available in Ellerslie not only to meet demand but also to increase housing choice to meet diverse preferences and needs. The Unitary Plan will allow for the improvement of the quality of existing housing while recognising the value of built heritage, including provision for terraced housing and apartments where the geography of land allows.*

The land zoned for Single Housing in Ellerslie is supported. In addition, Findlay Street should be rezoned from Mixed Use to Single Housing in the next iteration of the Plan, which we understand from Penny Pirritt will be the case.

The western side of Harrison Road is incorrectly zoned single dwellings as well. Penny Pirritt's office has acknowledged this as well by email to Bryan Johnson.

The zoning of land for terrace housing and apartments is not opposed in Ellerslie, provided Council modelling demonstrates that level of intensification can be supported by the transport system (discussed further below). However we consider that in some cases there are more appropriate locations for this zoning than the locations identified in the Draft Unitary Plan. Our proposed revised plan is attached and described below:

As explained in Urban Ellerslie above, we consider that the land proposed for mixed use zoning around Tecoma and Robert Streets is more appropriate for Terrace Housing and Apartments. Again this land is flat and is in close proximity to the train station.

Ellerslie's physical and social infrastructure

Overarching Statement: *The ERA notes that the present physical and social infrastructure falls somewhat short of current requirements and calls for clear advanced planning to cope with the planned intensification of the suburb.*

- **Stormwater** - Several areas in Ellerslie, including around Morrin St and Marua Rd, already suffer surface flooding during moderate to heavy rain events. As intensification leads to increased stormwater runoff, these issues, which are long standing and have been conveyed to the Council, will deteriorate further. The Council's stormwater programme is already in deficit and will not be funded. ERA requests that the Council provide evidence of stormwater planning which demonstrates that the levels of intensification planned for Ellerslie can be supported by existing stormwater infrastructure and committed future investment.
- **Wastewater** – residents in Ellerslie are generally satisfied with wastewater services, and as these can be funded through Watercare charges we are generally confident that wastewater funding will be sufficient to meet growth. However, we have had complaints from residents that in areas of Ellerslie which have intensified to date, wastewater services have deteriorated.
- **Electricity** – we are unaware of any major concerns with electricity services in Ellerslie. ERA supports the undergrounding of electricity lines where feasible.

- **Mobile cell sites** - we are unaware of any major concerns with the location of cell sites in Ellerslie, though residential concerns may arise if towers are located near to schools.
- **Broadband/telephone infrastructure** – ERA supports the roll out of fibre and acknowledges there will be some disruption to other services as this takes place. We may be in a position to assist with public awareness.
- **Schools** – the level of intensification planned for Ellerslie cannot be serviced by existing schools. More school land must be made available in the Unitary Plan or density levels reduced. Existing school sites should be rezoned from business to recreational space to ensure that if land uses change, public amenity is preserved.
- **General** – Ellerslie is not serviced by a library, public pool facility, citizens advice bureau, museum, art facility or any other local infrastructure service, yet will be required by the Council to accept a much greater number of residents than is presently the case, without any additional services. What is the benefit for Ellerslie of the provisions set out in the Unitary Plan? What will be done to ensure we retain access to those services provided in adjacent suburbs which we will no longer be able to access if car parking and other restrictions are enforced? Ellerslie should contain theatres, halls, libraries and meetings places for healthy social and mental development of its residents

Ellerslie's Transport

Overarching Statement: *The ERA is aware that regional transport planning outside the suburb affects Ellerslie and has found that historically the needs of Ellerslie have not been sufficiently acknowledged. The Unitary Plan will emphasise connectivity and include methods to calm traffic flow, provide for cross isthmus public transport, ameliorate traffic congestion, provide safe and functional cycle ways and improved vehicle and pedestrian safety for Ellerslie residents and visitors.*

All relevant transport infrastructure (including footpaths, car parking, roading, cycleways and public transport) must be adequate for the levels of intensification created by the Unitary Plan.

ERA requests evidence from the Council demonstrating the levels of intensification in and around Ellerslie can be supported by the transport system. We have no confidence that this has been completed at a local level. Consequently, we are concerned that the number of cars generated by the mixed housing and other zoning changes will lead to increased congestion around our suburb for which inadequate additional transport provision has been made.

ERA recommends that the level of intensification permitted in Ellerslie be supported by empirical research showing that on best information the number of projected vehicles in Ellerslie can be accommodated.

Consequently, we draw from regional transport modelling (see Auckland Integrated Transport Programme) which shows that congestion in Auckland under the Unitary Plan provisions will be worse than Sydney with just half the population. This is empirical evidence demonstrating that the zoning allocations set out in the Unitary Plan are ill-conceived and unsupported by transport investment leading to declining standards of living. Auckland will not be more liveable with congestion worse than Sydney, thus the provisions of the Unitary Plan conflict with the Auckland Plan.

ERA asks for any demonstrated evidence that shows how Auckland and specifically Ellerslie will be more liveable in 2041 under the Unitary Plan than today. Our support for increased density is conditional upon this evidence showing Ellerslie's transport, water and other services can cope with the strain of new development.

ERA recommends that the level of intensification in Ellerslie be strongly influenced by transport access. Where intensification cannot be shown to improve access for residents as reflected in Council transport models, intensification should not be permitted. Likewise, if additional intensification permits greater public

transport services which lead to better transport services overall, then greater intensification should be considered and explained to residents. At present, there are no plans to greatly improve public transport in and around Ellerslie beyond rail to the city and rationalisation of several bus routes, so very minor intensification should be considered until such time as transport solutions can be provided to meet changing levels of urban density.

ERA is concerned with the provisions in the Unitary Plan which impact parking on suburban streets. ERA requests evidence from the Council indicating what level of intensification can support sufficient public car parking space. Under the Unitary Plan, Ellerslie residents can expect many more houses distributed across the suburb. The provisions of the Unitary Plan do not require on site car parking. How many cars will there be parking on the road? Can the road space sustain this many cars? If not, what is intent of the Council? Local residents value their access to car parking in the town centre and want to preserve their historic access to their own on-street parking.

We know from Council analyses that car use in Auckland over the next 30 years will increase from around 40 million km travelled per annum to around 65 million, while rail, bus and ferry km travelled increase from around 5 million to around 10 million – assuming all the investment planned yet currently unfunded proceeds, including the CRL. That is, car km increase by five times that of public transport, yet the Unitary Plan makes negative provision for car parking. How is the Council intending on increasing public transport by an additional 25 million km travelled to make up for car use? How will Ellerslie residents commute if they do not have cars because the Council has intensified car parking space away and do not have public transport?

ERA supports park and ride facilities. Residents have expressed a strong desire for greater park and ride facilities around Ellerslie train station. We do not support greater housing density around Ellerslie train station in the absence of a new parking facility to accommodate rail patrons. Additional car parking must be provided near Ellerslie train station for park and ride services before additional intensification in Ellerslie is permitted.

ERA recommends improved access to car parking facilities around Ellerslie train station.

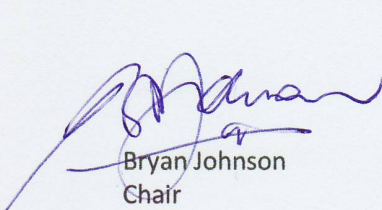
ERA does not support the maximum car parking provisions for the Ellerslie Town Centre as described in the Unitary Plan and recommends leaving the current provisions in place. ERA requests analysis demonstrating that sufficient car parking will be available in and around Ellerslie Town Centre to support local residents.

ERA requests additional car parking around Michael's Ave reserve. On Saturdays and at other busy times, there is insufficient car parking in the area.


The Penrose motorway interchange needs expanding and redesigning to enable traffic to traverse the interchange even if it is not entering the motorway or leaving it. Land provision should be made in the Unitary Plan to future proof this option.

Another crossing over or under the motorway is needed at Ellerslie to avoid congestion on the Robert/Kalmia Street overbridge and provision of such access must be recognised in the Plan.

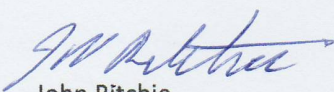
We thank the Council for this opportunity to provide feedback.



Bryan Johnson
Chair



Peter Hynes
Treasurer



John Ritchie
Committee member

30th May, 2013