

2. STRATEGIC CONTEXT TO THE PROJECT

Overview

A Christchurch Southern Motorway (“CSM”) that extends from SH1 south of Templeton to the city has been a long-established concept in transport planning for Christchurch, dating back to the 1960s. In 2002, the Christchurch Rolleston and Environs Transport Study (“CRETS”) which set out a transport strategy to accommodate anticipated urban growth and associated travel demand in areas south-west of the city, included the four-laning of Main South Road (“MSRFL”) with the next stage of the CSM extension from SH1 to the city (“CSM2”). The Project will complete the Christchurch Southern Motorway, a key component of the southern corridor of Christchurch state highway network.

In 2009, the Government Policy Statement on Land Transport Funding (“GPS”) identified the Christchurch Motorways as one of the seven Roads of National Significance. In addition to being part of the Roads of National Significance (“RoNS”) programme, the Project is a key component of a number of national, regional and local transport strategies, policies and plans. It will provide more efficient and safer access between the Port of Lyttelton, the city centre and the south of Christchurch for people and freight.

2.1. Introduction

This chapter provides the strategic background to the Project, setting out the following aspects:

- the benefits of the Project;
- the strategic context of the Project;
- the requiring authority objectives for the Project;
- the legislative and national, regional and local policy context; and
- the history of the Project.

2.2. The benefits of the Project

The Project will complete the current Christchurch Southern Motorway (“CSM”) corridor identified within the Christchurch Motorways RoNS. As such the benefits of the Project are considered in the context of the CSM corridor and wider Christchurch strategic network.

The CSM forms a strategic link between State Highway 1 (from the south) to the Lyttelton Port. It will form part of the southern segment of the Christchurch Strategic network. The CSM represents lead infrastructure, when considering the earlier timing of the Project in the Christchurch Rolleston Environs Transport Study (“CRETS”, see section 2.6). In addition Canterbury’s growing rural economy, in conjunction with the increased importance of the Lyttelton Port to Canterbury and the effects of the recent Canterbury earthquakes mean that the CSM is a significant piece of infrastructure for the future Canterbury economy.

The Project will assist regional and national economic growth, as well as delivering a range of other benefits, including:

- improved access and connectivity between the Port of Lyttelton, the City Centre and industrial areas in the south of Christchurch and Rolleston by providing a faster and more direct route;
- improved safety performance for motorists. A high standard, median divided road with grade separated interchanges between Rolleston and CSM1 is expected to result in a 40% reduction in fatal and serious injury crashes;
- more reliable and reduced travel times. Travel time savings of up to eight minutes for the journey between Brougham Street and Rolleston are predicted from opening, increasing by up to 12 minutes by 2041;
- economic development as a result of travel time savings and improved trip time reliability;
- provision of an alternative route for through-traffic with direct access to the industrial areas in Hornby, the south of Christchurch and the Port of Lyttelton;
- improvements to network resilience through the provision of additional road capacity;
- potential for improved passenger transport in the south west of Christchurch through a reduction in traffic on existing routes;
- enhancement of active transport by providing links for cyclists and pedestrians; and
- economic growth as a result of the provision of the efficient movement of goods and people.

More specific benefits of the Project are identified in the later chapters of this report, particularly Chapter 11 relating to traffic and transportation effects and within the Assessment of Traffic and Transportation Effects (Technical Report 2 appended within Volume 3).

2.3. Strategic context of the Project

2.3.1. Land use context

Christchurch City is the economic hub of the South Island and has the second largest population in the country with an estimated 2011 residential population of 368,000⁹. The Greater Christchurch area is expected to grow from a 2006 population base of 414,000, to 501,000 in 2026 and 549,000 in 2041¹⁰. Over the 30 year period between 2011 and 2041, it is projected that there will be an approximate 40% increase in total households and 25% increase in employment in the Greater Christchurch area¹¹.

Both the neighbouring districts of Selwyn to the south and Waimakariri to the north have fast growing populations, with estimates of 41,100 and 48,600 respectively in 2011. In particular the Selwyn District was the fastest growing district in New Zealand in 2011 (up 3.9% from 2010).

⁹ Statistics New Zealand subnational population estimates (as at 30 June 2011).

¹⁰ Greater Christchurch Urban Development Strategy 2009 Demographic Update. Projection is based on Statistics New Zealand medium/high growth scenario.

¹¹ Projected post-earthquake household and employment data for the Greater Christchurch UDS area based on a "Rapid Recovery" scenario.

Christchurch South West continues to grow with major residential developments such as Wigram Skies, the Longhurst and Knights Stream Park (the recent subdivision near Halswell) and the Aidenfield development. Business and employment is also growing with the new industrial development adjacent to Marshs and Shands Roads (Plan Change 54 to the Christchurch City Plan) and a new town centre at Wigram Skies.

Many of these residents travel to work, study and shop in the City, increasing traffic on key arterial roads in and out of Christchurch. The Project will provide for these land use changes by enabling a higher standard and faster route for this traffic. As a result of the diversion of traffic along this route, congestion and crash rates will be lowered on the bypassed roads and intersections. Further benefits to these residents are outlined in section 2.2.

2.3.2. Transport context

The land use changes have provided the basis for the Project being identified as part of the Government's expenditure priorities to achieve its economic outcomes. It was included in the 2009 GPS as one of the Government's seven RoNS¹². The Christchurch Motorway RoNS support urban and economic growth by easing severe congestion to the north and south of Christchurch and maintain critical access to and from Christchurch City, the Christchurch International Airport and the Port of Lyttelton.

The NZTA's objectives for the Christchurch RoNS are to¹³:

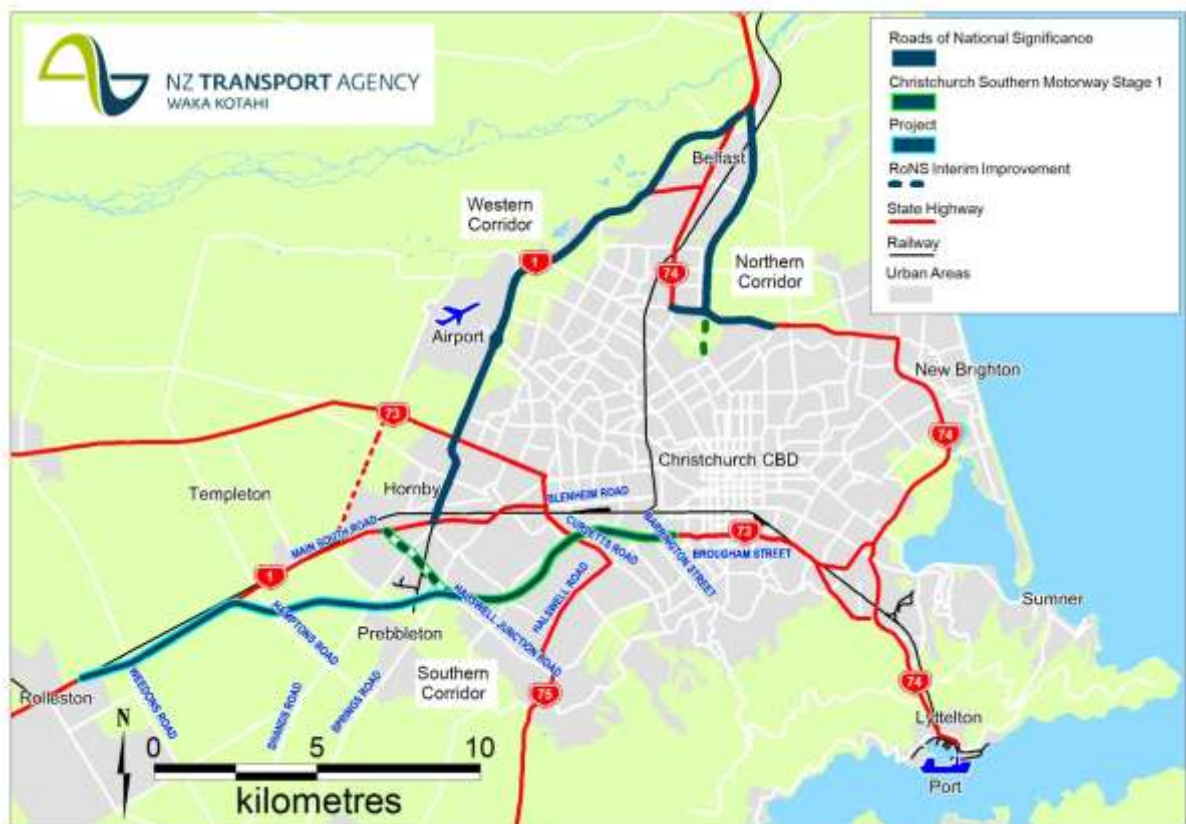
- give effect to the Government Policy Statement on Land Transport Funding, in particular to deliver the Christchurch Motorways package;
- improve economic growth and productivity;
- improve travel time and reliability to the port, airport and Central Business District ("CBD");
- improve access to key activity and industrial areas (Hornby, Sockburn and Belfast);
- improve land use integration;
- improve access for public transport, walking, cycling in the Greater Christchurch Urban Development Strategy ("UDS") growth node of Belfast; and
- improve safety and social amenity in the UDS township areas, thereby giving effect to other UDS outcomes.

The Christchurch RoNS have been grouped into three corridors described as follows:

¹² The seven RoNS are Puhoi to Wellsford – SH1, completing the Western Ring Route - SH16 and SH20, Victoria Park Tunnel Auckland - SH1, the Waikato Expressway - SH1, the Tauranga Eastern Link - SH2, the Wellington Northern Corridor - SH1 and the Christchurch Motorways.

¹³ New Zealand Transport Agency. Christchurch Motorways Roads of National Significance Network Plan. September 2010.

Figure 2: Christchurch motorways RoNS map



2.3.3. Northern corridor

The Christchurch Northern Corridor provides the main northern access to the Christchurch City Centre and the Port of Lyttelton via Queen Elizabeth II (“QEII”) Drive (SH74). The corridor includes the proposed new Northern Arterial connecting the existing Christchurch Northern Motorway to QEII Drive near Winters Road and the four-laning of QEII Drive between Main North Road and Innes Road.

2.3.4. Western corridor

The Christchurch Western Corridor provides access to Christchurch International Airport along the existing SH1 between the Christchurch Northern Motorway and Hornby. The corridor includes the proposed Western Belfast Bypass and the four-laning of the Johns, Russley, Masham and Carmen Roads sections of SH1.

2.3.5. Southern corridor

The Christchurch Southern Corridor provides the main southern access to Lyttelton Port and the Christchurch City Centre. The corridor includes the first stage of the Southern Motorway from Barrington Street and Halswell Junction Road (CSM1), currently under construction, and this

Project involving the motorway extension from Halswell Junction Road to SH1 near Robinsons Road and four-laning the existing SH1 from Robinsons Road to just north of Rolleston.

The CSM supports and is supported by a number of national and regional strategic documents. It forms part of a wider transport and land use strategy which was originally devised in the 1960s and more recently has formed part of the transport studies and growth strategies through from 2000.

These strategy documents (described in detail later) reinforce the role of the CSM in providing an integrated package of transport network improvements to support a growing regional economy and increasing residential population. The strategies describe the CSM as providing both an important freight function as well as an indirect role in easing severe congestion for a growing residential population and employment area.

2.4. Objectives of the Project

The NZTA's requiring authority objectives for the Project are:

- to contribute to the region's critical transport infrastructure and its land use and transport strategies¹⁴ by providing more predictable travel times and connections between the first stage of the Christchurch Southern Motorway and Rolleston for people and freight;
- to improve accessibility from Christchurch and the Port of Lyttelton to the south and west for individuals and businesses while improving local access to work, shops and social amenity in Templeton and Hornby;
- to align traffic types and movements with the most appropriate routes by separating through traffic from local traffic to the south west of Christchurch and promoting other routes for passenger transport;
- to improve network resilience and safety by providing a route with enhanced safety standards and capacity; and
- to manage the social, cultural, land use and other environmental impacts of the Project in the Project area and its communities by so far as practicable avoiding, remedying or mitigating any such effects through route and alignment selection, design and conditions.

The requiring authority objectives are of key importance in the consideration of this proposal. Section 149P(4) of the RMA requires that a board of inquiry must have regard to the matters set out in Section 171(1) of the RMA. Section 171(1)(c) requires that particular regard is given to:

“whether the work and designation are reasonably necessary for achieving the objectives of the requiring authority for which the designation is sought.”

¹⁴ Land Use and Transport Strategies include the Christchurch Urban Development Strategy, the Canterbury Regional Land Transport Strategy, the Christchurch to Rolleston and Environs Transportation Study and other strategies and plans prepared by relevant statutory agencies for future land use and transport development and management within Canterbury.

The works, as part of the Project will contribute to these objectives by providing:

- improved route security and resilience of Canterbury’s regional State highway network;
- improved safety performance for the movement of people and freight as compared with the existing road network access between the Port of Lyttelton, the city centre and the south of Christchurch;
- reduced travel times along many key routes and increased accessibility across many parts of the Region's road network; and
- economic development as a result of travel time savings and increased accessibility.

2.5. Legislative context

2.5.1. Land Transport Management Act 2003 (“LTMA”)

The LTMA is the principal statute for New Zealand’s land transport planning and funding system. The purpose of the LTMA is to contribute to the aim of achieving an affordable, integrated, safe, responsive and sustainable land transport system¹⁵.

The LTMA provides guidance on national funding priorities through the GPS on Land Transport Funding. Transport projects seeking funding from the National Land Transport Fund must be included in the National Land Transport Programme. The Programme must give effect to the GPS, thereby implementing the Government’s funding priorities.

2.5.2. National policy context

At a national level the Project fits within a number of strategic initiatives including:

- the Government Policy Statement on Land Transport Funding 2012-22;
- Connecting New Zealand 2011; and
- the National Infrastructure Plan 2011 (“NIP”).

Government Policy Statement on Land Transport Funding 2012

The most recent GPS came into effect on 1 July 2012. This document translates the long-term targets of Connecting New Zealand (discussed below) into specific short to medium-term impacts. This reflects the current Government’s priorities for land transport expenditure for the three year period to 2014/15. It also provides indicative expenditure targets for 2015/16 – 2021/22. The NZTA is required to give effect to the GPS when evaluating projects and preparing the National Land Transport Programme.

The Government has three priorities for the direction of transport policy. These are¹⁶:

- economic growth and productivity;

¹⁵ Section 3 of the LTMA

¹⁶ Government Policy Statement on Land Transport Funding 2012-13 – 2021/22, para 15

- value for money; and
- road safety.

The short to medium term impacts that are expected to be achieved through the allocation of the National Land Transport Fund are:

- improvements in the provision of infrastructure and services that enhance transport efficiency and lower the cost of transportation through:
- improvements in journey time reliability;
- easing of severe congestion;
- more efficient freight supply chains;
- better use of existing transport capacity;
- better access to markets, employment and areas that contribute to economic growth;
- reductions in deaths and serious injuries as a result of road crashes;
- more transport choices, particularly for those with limited access to a car;
- a secure and resilient transport network;
- reductions in adverse environmental effects from land transport; and
- contributions to positive health outcomes.

The Roads of National Significance

Initially identified in the 2009 GPS, and now through the 2012 – 22 GPS, the Government has identified seven Roads of National Significance as a key component to achieve its objective of achieving economic growth and productivity. These are identified around New Zealand's five largest population centres and include the Christchurch Motorways.

The GPS states that “continuing to progress the seven RoNS is a critical part of the economic growth and productivity priority and a significant part of the government’s National Infrastructure Plan. The RoNS programme will be on going and an important part of the National Land Transport Programme”¹⁷. Therefore the Project is an integral component in executing the priorities of the GPS.

Connecting New Zealand

Connecting New Zealand is the primary long-term government transport strategy. It was issued by the current Government in 2011 as a summary of the Government’s intentions for the entire transport sector.

Connecting New Zealand is a non-statutory document but establishes the context for developing the GPS on land transport funding. Connecting New Zealand sets out the direction for the transport sector for the 10 year period to 2021. It is based around the Governments three key

¹⁷ Government Policy Statement on Land Transport Funding 2012/13 – 2021/22, paras 25 and 27

themes of economic growth and productivity, value for money and road safety. It confirms as a key action, the completion of the current RoNS programme.

The key actions for land transport are:

- investing \$36 billion in land transport over the next decade, including \$19.5 billion in State highways and \$12.5 billion in subsidies for regional and local roads, and public transport;
- completing the first set of RoNS;
- growing public transport patronage with less reliance on subsidies;
- driving greater performance and value for money from the NZTA; and
- continued reduction in emissions in carbon dioxide from land transport over time¹⁸.

National Infrastructure Plan 2011

The second version of the NIP was released by the Government in July 2011. The NIP outlines a framework for infrastructure development in New Zealand over a 20 year timeframe and sets out a vision where:

“By 2030, New Zealand's infrastructure is resilient, coordinated and contributes to economic growth and increased quality of life.”¹⁹

The NIP sets out the current situation, key issues, strategic opportunities and a vision in each of New Zealand's major infrastructure sectors. This includes transport, telecommunications, energy, water and social infrastructure. For transport, the vision is for:

“A transport sector that supports economic growth by achieving efficient and safe movement of freight and people.”²⁰

The RoNS are an investment priority in the transport sector to help support New Zealand's economic growth. The NIP signals that these will be the major roading investments for the next ten years²¹.

The RoNS require significant development to reduce congestion, improve safety and support economic growth²².

2.5.3. Regional and local context

The Project is proposed within the context of a number of regional and local strategic planning documents, including:

¹⁸ Connecting New Zealand, Ministry of Transport, 2011, p.20

¹⁹ National Infrastructure Plan 2011, p.11.

²⁰ National Infrastructure Plan 2011, p.26.

²¹ National Infrastructure Plan 2011, p.28.

²² Government Policy Statement on Land Transport Funding 2009/10 – 2018/19.

- Canterbury Regional Policy Statement 1998 (“RPS”) and Proposed RPS 2011;
- the Canterbury Regional Land Transport Strategy 2012 – 2042 (“RLTS”);
- Greater Christchurch Urban Development Strategy and Action Plan 2007 (“UDS”);
- Draft Christchurch Transport Plan 2012-2042 (“DCTP”); and
- South-West Christchurch Area Plan 2009 (“SWAP”).

Canterbury Regional Policy Statement 1998

The RPS was adopted by the Canterbury Regional Council in 1998. It provides an overview of the resource management issues in the Canterbury Region and sets out how natural and physical resources are to be managed to meet the requirements of the RMA. The transport objectives set out in the RPS are to:

- enable a safe, efficient and cost-effective transport system to meet regional, inter-regional and national needs for transport; and
- avoid, remedy or mitigate the adverse effects of transport use and provision.²³

In July 2007, the Canterbury Regional Council notified Proposed Change 1 (PC1) to the RPS (with variations 1-4 notified in August 2008). Once operative, PC1 was to become Chapter 12A to the RPS.

PC1 provided direction for future growth within Greater Christchurch by setting out land use distribution. A key principle of PC1, drawing on the UDS, is improved integration between land use and infrastructure to provide a more efficient use of infrastructure and to encourage sustainable communities. From a transport perspective this means a land use that supports a range of transport options. For example PC1 has identified areas available for urban development, including specifying residential densities and provision for businesses. Although PC1 promoted intensification of land use within existing urban areas it also identified appropriate areas for greenfield developments to accommodate projected growth and population relocation. The Commissioners’ decision on PC1 was issued in December 2009, but was subject to a number of appeals to the Environment Court.

The RPS was amended by the Minister for Earthquake Recovery under the Canterbury Earthquake Recovery Act 2011 to include Chapter 12A (Development of Greater Christchurch). This was based on (PC1) to the RPS but was updated as a result of the Canterbury earthquakes. The effect of the Minister’s decision was to terminate the appeals on PC1. However the Minister’s decision to include Chapter 12A and revoke PC1 was successfully challenged through judicial review proceedings in the High Court. As a result, Chapter 12A has been set aside, the Environment Court appeals on PC1 reinstated and the previous (Commissioners’ decision) version of PC1 is now relevant for the purposes of this Project. The High Court decision has been appealed.

²³ Canterbury Regional Policy Statement, 1998, p.230.

Further assessment of the Project in relation to the detailed objectives and policies of the RPS is provided in Chapter 28 of this AEE. Relevant provisions from this statutory document are listed in Technical Report 20, the Statutory Provisions Report appended in Volume 3.

Proposed Canterbury Regional Policy Statement 2011

A full review of the 1998 RPS commenced in 2006 in accordance with the RMA requirements. The Proposed RPS was notified in June 2011 and submissions closed in August 2011. The hearings for the Proposed RPS were held between January and March 2012, with the decision notified on 20 July 2012. Appeals to the High Court on points of law have been lodged and the Proposed RPS will not be made operative until the appeal process has been resolved.

The transport network objective 5.2.3 set out in the Proposed RPS is for:

“a safe, efficient and effective transport system to meet local, regional, inter-regional and national needs for transport, which:

- (1) supports a consolidated and sustainable urban form;*
- (2) avoids, remedies or mitigates the adverse effects of transport use and its provision;*
- (3) provides an acceptable level of accessibility; and*
- (4) is consistent with the regional roading hierarchy identified in the Regional Land Transport Strategy.”²⁴*

PC1 to the Operative RPS will be incorporated into the Proposed RPS at the time PC1 becomes operative.

Further assessment of the Project in relation to the detailed objectives and policies of the Proposed RPS is provided in Chapter 28 of this AEE and relevant provisions are listed in Technical Report 20, the Statutory Provisions Report appended in Volume 3.

Canterbury Regional Land Transport Strategy 2012 – 2042

The Canterbury RLTS was released in February 2012 by the Canterbury Regional Transport Committee on behalf of Environment Canterbury (“ECan”). It is prepared under the LTMA and sets the strategic direction for land transport within the region over the 30 year period to 2042.

The vision of the RLTS is that: “Canterbury has an accessible, affordable, integrated, safe, resilient and sustainable transport system”²⁵.

This vision is supported by objectives to:

- ensure a resilient, environmentally sustainable and integrated transport system;
- increase transport safety for all users;

²⁴ Proposed Canterbury Regional Policy Statement, 2011.

²⁵ Canterbury Regional Land Transport Strategy 2012 – 2042, 2012, p.2.

- protect and promote public health;
- assist economic development; and
- improve levels of accessibility for all.

The RLTS outlines a strategic direction based on staged development and investment. This plan transitions from high levels of short-term investment in strategic road improvements around Christchurch, to longer-term investment in the provision of a multi-modal transport system²⁶. This translates into a short term strategy to complete planned strategic infrastructure improvements. This includes an initial expenditure focus on the Christchurch motorway RoNS. This will deliver key outcomes such as improved journey time reliability on the strategic transport network and key freight routes.

Greater Christchurch Urban Development Strategy – 2007

From a land use planning perspective, the most relevant strategic document is the UDS formulated by project partners, (Christchurch City Council, Selwyn District Council, Waimakariri District Council, Environment Canterbury and the NZTA), and was published in 2007²⁷. The UDS provides the primary strategic direction and an integrated planning framework for addressing future land use change, development and population growth in the wider Christchurch area out to the 2041 planning horizon. Specifically, it seeks to integrate future land use planning with transport networks.

The City centre, port and airport are noted as the main economic hubs for the region with a need to provide good transport access to these destinations. Several other key commercial and business activity centres are also identified such as Belfast and Hornby on the City edges, which provide some of the focal points for employment and the transport network. The main district towns are identified as Rangiora and Kaiapoi in the north, and Rolleston and Lincoln in the south, all of which require improved strategic road connections into Christchurch City.

Transport is one of the key aspects underpinning the UDS, highlighting the importance of integrating land use development with the transport system. The UDS also recognises that increasing traffic volumes could have a number of adverse consequences for Greater Christchurch if the transport network is not managed and developed accordingly.

Traffic volumes are expected to increase by 40% - 50% by 2021 and most of this additional traffic will be on arterial roads. The UDS responds to this by recognising transport as a key component of an integrated approach to land use development so residential and employment growth is accommodated. For the strategic road network it states:

“Securing the main north, west and southern corridors to ensure accessibility to the Port of Lyttelton and International Airport are top priorities”.

²⁶ Canterbury Regional Land Transport Strategy 2012 – 2042, 2012, p.6.

²⁷ <http://www.greaterchristchurch.org.nz/>

The Christchurch Motorway RoNS are therefore a fundamental component of the UDS strategic transport network. Specifically in relation to this Project, the UDS supports strategic road improvements through Selwyn District into Christchurch City to help accommodate the projected 11,900 new households around the main towns of Rolleston and Lincoln and to a lesser degree West Melton and Prebbleton, along with the Izone Southern Business hub at Rolleston.

In relation to the UDS and more specifically along the Southern Corridor, the RoNS projects are assessed as supporting:

- Residential and business growth in the Christchurch City South West and Selwyn District areas;
- Improved access and connectivity to key locations including the main economic hubs in the City centre and port, as well as district activity centres at Rolleston and Hornby;
- Improved safety and amenity, with the proposed motorway attracting a significant volume of traffic away from the existing State Highway 1 corridor through Templeton and Hornby;
- Future public transport improvements between Rolleston and Hornby. Although public transport initiatives are not part of the Project, the existing State Highway 1 corridor is likely to be used for an improved service which will benefit from the proposed upgrading between Rolleston and the CSM2 connection, and significant reduction in traffic volumes between Templeton and Hornby; and
- Further development of the cycle network through integrating a shared use off road path on CSM1 and CSM2 to link with the Little River Rail Trail.

The indicative UDS settlement pattern is shown in Figure 3 and further analysis is provided in Chapter 28.

Figure 3: Indicative UDS settlement pattern

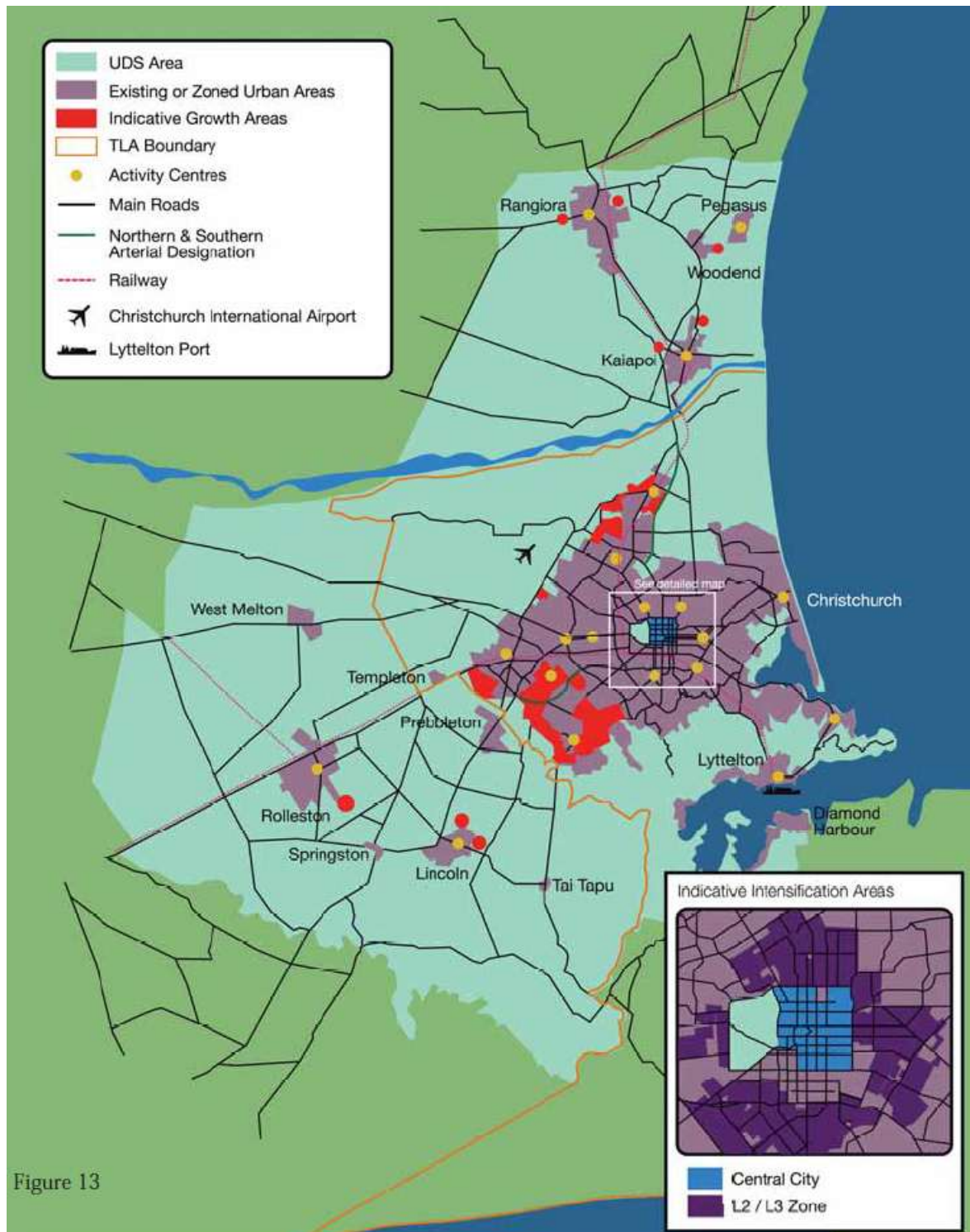


Figure 13

Selwyn District Plan

The Project will improve the performance of the road network and will support the following transport objectives and policies of the Selwyn District Plan:

- Objective B2.1.2 - Adverse effects on the environment from constructing and maintaining roads and rail links are mitigated.
- Objective B2.1.1- The safe and efficient operation of roads, railway lines and airfields is not compromised by effects of new land uses.
- Policy B2.1.8 - Discourage new property access directly on to Strategic Roads unless there is no alternative legal access available; or effects on the safe and efficient flow of traffic along the road will be minor.
- Policy B2.1.3 - Manage roads classified as Strategic Roads in Appendix 9 [including MSR], primarily to ensure the safe and efficient flow of through traffic en route to its destination.

Further assessment of the Project in relation to the objectives and policies of the Selwyn District Plan is provided in Chapter 28 of this AEE and relevant provisions are listed in Technical Report 20, the Statutory Provisions Report in Volume 3.

Christchurch City Plan

The Project will improve the performance of the road network and will support the objectives and policies of the Christchurch City Plan listed as follows:

- Objective 7.2 - An efficient and effective road network that allows the City to function and develop with minimal conflict between land uses, traffic and people.
- Policy 7.2.1 - To continue to plan, build, maintain, and manage the operation of the roads in Christchurch as a hierarchical network comprised of roads of different classifications, and to recognise the different functions and roles of roads and their environmental impacts within those classifications.
- Policy 7.2.3 - To plan legal and paved road widths to reflect the differing functions of various elements of the road hierarchy.
- Policy 7.2.4 - To take account of social and environmental impacts as well as economic benefits when planning changes to the road network.
- Policy 7.2.6 - To encourage public participation in the planning of transport and roading improvements to avoid, remedy or mitigate adverse effects and make use of local knowledge.
- Objective 7.7 - The maintenance and improvement of transport safety throughout the City.
- Policy 7.7.1 - To continue a substantial programme of traffic improvements, principally for safety reasons.

Further assessment of the Project in relation to the objectives and policies of the Christchurch City Plan is provided in Chapter 28 of this AEE and relevant provisions are listed in Technical Report 20, the Statutory Provisions Report in Volume 3.

Draft Christchurch Transport Plan 2012 – 2042

The DCTP was released by the CCC in July 2012 for public consultation. It details the transport actions for Christchurch City over the next 30 years. The DCTP seeks improvements to the strategic road and freight network and confirms that new infrastructure is essential, particularly the upgrading road infrastructure, including some long-awaited improvements to key strategic routes. The DCTP notes that these road improvements are reflected in the NZTA's RoNS programme.

Christchurch Rolleston and Environs Transportation Study – 2007 (CRETS)

CRETS was commissioned in 2002. This study identified possible CSM2 routes and the need for four-laning Main South Road to Rolleston as part of an integrated transport strategy for southwest Christchurch. The final transport strategy published in 2007 was designed to accommodate a number of future urban growth scenarios in the southwest area to around the year 2021, and the connectivity into Christchurch City. The development of the UDS was being carried out in parallel with this study, which ensured that there was a high degree of integration between transport and land use planning in this part of Greater Christchurch.

In the Terms of Reference for CRETS, the objective was²⁸ :

“The study of transportation requirements in the Christchurch to Rolleston broad area is seen as a key component in the planning for the development of the roading network to the west and south of Christchurch for the ensuing 25 year period.

The key output of the study is the identification, justification and reporting of a strategy that details the most appropriate stages for the progression of improvement projects that will achieve an ideal roading network to satisfy projected demands.”

CSM2 was included in the Christchurch Southern Access Corridor package of work as a medium term improvement. The project was described as a four lane extension of the Christchurch Southern Motorway south west from the Halswell Junction Road/ Springs Road intersection to connect to State Highway 1 about 2 km south of Templeton. A major interchange was identified at the Shands Road/ Marshs Road intersection with no motorway access provided at the Halswell Junction Road/ Springs Road intersection.

Analysis through CRETS identified the four-laning of Main South Road as part of the Hornby to Burnham package of improvements. It recommended the project be in place in the medium term (by 2021) when CSM2 is complete with construction of an interchange at Weedons Ross Road/ Weedons Road being an integral item of work associated with MSRFL. The Weedons interchange was anticipated to function as the main access point into Rolleston (via Levi and Lowes Road) and the industrial area (via Jones Road) with the existing Weedons Road and Weedons Ross Road becoming a district arterial between the Selwyn towns of West Melton and Lincoln.

²⁸ Christchurch, Rolleston and Environs Transportation Study. Transport Strategy Final Report. September 2007, Executive Summary, p.1.

Implementation of the Weedons interchange was related to the eventual replacement of the current traffic lights on State Highway 1 at Hoskyns Road and Rolleston Drive with a new bridge over State Highway 1 connecting Rolleston Township and the industrial area.

South-West Christchurch Area Plan – 2009

The south-west area of Christchurch City is identified in the UDS as a major urban growth area, with 12,000 new households and approximately 200 ha of industrial expansion forecast by 2041. In response, the South-West Christchurch Area Plan (“SWAP”) was developed to provide a planning framework to help guide and manage future development. The SWAP integrates land use development with major infrastructure improvements, including proposed long-term roading improvements. The extension of the Southern Motorway to the Christchurch City Council territorial boundary at Marshs Road is indicated within the SWAP planning maps.

2.6. Strategic consideration of the Canterbury earthquakes

The southern corridor passes through the southwest activity corridor of the Greater Christchurch Urban Development Strategy (UDS). Associated population growth and future land use development in this area will continue to put pressure on the strategic road network. Post-earthquake, there is potential that both population and commercial growth in this area will increase at a faster rate than previously predicted. If it does occur, this growth will result in the operation of the strategic road network degrading at an earlier date than predicted.

Traffic flows in the wider Christchurch area have altered significantly following the February 2011 earthquake. It should be noted that growth forecasts used in assessing traffic demand in this AEE and supporting documents do not take account of any changes brought about by the Canterbury earthquake of 22 February 2011. At the time the traffic modelling was undertaken (prior to 22 February 2011) there was insufficient information to assess the likely long-term effects on population and employment. The NZTA is actively pursuing a programme to update these forecasts, although the initial outcomes suggest that for the area most affected by this Project, the original pre-earthquake forecasts are likely to remain realistic.

The NZTA is undertaking a programme of works to understand how the earthquakes have affected where people live, the changes in employment locations and how they travel. The initial outcome from this work is that the pattern of growth forecast from before the earthquakes is likely to continue, although in the short term, population and employment numbers are likely to lag behind those forecasts. Further, with the on-going rebuild in the Christchurch City centre and the continued emphasis on development to the southwest of Christchurch, medium to long term travel patterns are expected to be as per estimates from before the earthquakes within the area of influence of this project. However, by 2026 the total regional population is expected to be the same as predicted before the earthquakes. In the south-western area (such as Rolleston, Prebbleton and Halswell) by 2026 the population is forecast to be higher than predicted by the pre-earthquake forecasts used for the assessment of this Project, although by 2041 there is virtually no difference in the forecasts for this area.

2.7. Development of the Project

The concept for the CSM can be dated back to the early 1960s through the work of the Christchurch Regional Planning Authority. The Christchurch Master Transportation Plan, released in 1962,²⁹ described the Southern Motorway as a major proposal that extended from Waltham Road, through to Halswell Junction Road near the intersection of Springs Road, and rejoining SH1 south of Dawsons Road near Templeton.

The Christchurch Regional Planning Authority commenced a transport study for the region in 1969³⁰. This transport study noted that both the Southern and Northern Motorways can be extended outwards to meet the long term needs of external growth and inward to distribute traffic to the city centre and beyond. Based on the 1962 Transportation Plan, this study described a staged sequence of major road improvements. Specific to the Southern Motorway, the proposed staged programme of works included:

- period II (by 1980): Curletts Road to Brougham Street, described as the Sunnyside Section;
- period III (by 1990): Extension from Curletts Road, described as the Wigram / Springs Section (possibly to Shands Road); and
- period IV (late 1990s): Further southern extension, described as the Hamptons Section to Rolleston.

During the 1970s, staged development of the motorway commenced. The first stage involved the State Highway 75 (“SH75”) Curletts Road link between Halswell Road and Yaldhurst. This section was opened in 1979. The second stage opened in 1981 and involved the section from Curletts Road to Brougham Street. This was originally to be a four lane motorway all the way through to Main South Road, west of Halswell Junction Road. However, this was reduced in scope immediately prior to construction due to funding constraints. Consultation material from the Ministry of Works during the construction period describes an ultimate extension to the Weedons / Templeton area.

In the early 1980s, the remaining unbuilt length of the motorway route was redesignated. The route generally followed the alignment developed in the original 1960s plan, but with a significantly reduced designation width. Notably for the Project, the termination point of the CSM2 section with SH1 was also modified from its location near Rolleston to a point just south of Templeton. Further modifications in 1994 saw the CSM2 designation uplifted and the termination point shifted to the western end of Halswell Junction Road. This is the current form of the CSM presently under construction.

The next studies to specifically address the development of the CSM did not occur until the 1990s. These focused on what is now recognised as Stage 1 of the CSM (CSM1). These led to the “Investigation and Reporting” phase for CSM1 and the production of a “Scheme Assessment

²⁹ Christchurch Regional Planning Authority. Christchurch Master Transportation Plan. 1962.

³⁰ Christchurch Regional Planning Authority. Second Transport Study. Report No 210. 1975

Report” in 2002. The NZTA’s decision confirming the Notice of Requirement for CSM1 was made on 20 March 2009. Construction of the duplication and extension commenced in 2010. Work for CSM1 is programmed for completion in 2013.

No significant studies investigating the CSM extension beyond the current proposal to Halswell Junction Road were completed until the CRETS was commissioned in 2002 and completed in 2007. This study identified possible CSM2 routes and the need to four-lane Main South Road to Rolleston as part of an integrated transport strategy for southwest Christchurch. The objectives, options analysis and key findings of CRETS that are of relevance to this Project are discussed more fully in section 7.4.1 of this AEE.

Following publication of the final CRETS strategy in 2007, the Christchurch Southern Motorway Extension Stage 2 – Strategic Study was completed in 2009. Four alignment options were developed for CSM2, with two options being recommended to form the option alignment corridor in the scheme assessment phase. The CSM2 Strategic Study is discussed further in section 7.4.2 of this AEE.

In March 2009 the Government announced the seven RoNS, which included this Project, as part of the Southern Access package of the Christchurch Motorways work. The scheme assessment phase confirmed the alignment for the Project between 2010 and 2012.

The key aspects in the development history of the Project are shown in Figure 4.

Figure 4: Key aspects in the development of the Project

