

## Response ID ANON-URZ4-5FXG-F

Submitted to Fast-track approval applications

Submitted on 2024-05-03 08:02:28

### Submitter details

Is this application for section 2a or 2b?

2A

#### 1 Submitter name

Individual or organisation name:

Ashburton District Council

#### 2 Contact person

Contact person name:

Neil McCann

#### 3 What is your job title

Job title:

Group Manager Infrastructure & Open Spaces

#### 4 What is your contact email address?

Email:

s 9(2)(a)

#### 5 What is your phone number?

Phone number:

s 9(2)(a)

#### 6 What is your postal address?

Postal address:

PO Box 94

Ashburton 7740

#### 7 Is your address for service different from your postal address?

No

Organisation:

Contact person:

Phone number:

Email address:

Job title:

Please enter your service address:

2 Baring Square East

Ashburton

### Section 1: Project location

Site address or location

Add the address or describe the location:

Connection between Ashburton and Tinwald on the alignment of Chalmers Avenue (Ashburton) through to Grahams Road (Tinwald). Details in the attached file - Consenting Strategy from the Detailed Business Case.

File upload:

ATC DBC Appendix W - Consenting Strategy.pdf was uploaded

Upload file here:

Ashburton Tinwald Connectivity DBC.pdf was uploaded

Do you have a current copy of the relevant Record(s) of Title?

No

upload file:

ATC DBC - part Appendix M - Land Requirement Plan.pdf was uploaded

Who are the registered legal land owner(s)?

Please write your answer here:

Ashburton District Council and others as shown in the attached Land Requirement Plan from the Detailed Business Case. (refer to previous question)

Detail the nature of the applicant's legal interest (if any) in the land on which the project will occur

Please write your answer here:

A Notice of Requirement for land designation for the Ashburton Second Urban Bridge (linking Chalmers Avenue to Grahams Road) was approved by the Ashburton District Council in 2014 following a public notification and hearing process.

Ashburton District Council has purchased 6 of the 10 properties required along this designated route and is currently in negotiation with the remaining properties owners.

## Section 2: Project details

What is the project name?

Please write your answer here:

Ashburton Second Urban Bridge

What is the project summary?

Please write your answer here:

This project is to build a second urban bridge across the Ashburton/Hakatere River connecting Ashburton and Tinwald.

What are the project details?

Please write your answer here:

State Highway 1 is the main route through Ashburton and Tinwald, its bridge is the only connection between Ashburton and Tinwald, and the highway also functions as a core traffic distributor for the local and national roading network.

The SH1 existing bridge does not have additional structural capability to allow capacity increase or increase multimodal level of service.

A second bridge will enable a more connected community, with the majority of commercial, emergency and social services, recreational and cultural activities being located on the north side of the river.

Economic growth and productivity, community connectivity, travel time reliability, traffic congestion, network resilience and improved road safety are the key drivers for this project.

The project includes the construction of a second urban river bridge crossing that starts from Chalmers Avenue in Ashburton. From the Tinwald side, a new road will connect the bridge through to Grahams Road with new intersections at Carters Terrace, Wilkins Road, and Johnstone Street. The bridge will include high quality provisions for pedestrians and cyclists. The construction will also involve the building of a new roundabout at the South Street and Chalmers Avenue intersection in Ashburton.

Describe the staging of the project, including the nature and timing of the staging

Please write your answer here:

Detailed design and consenting - mid 2024 to early 2025

Procurement - early 2025 to mid 2025

Bridge and road construction - mid 2025 to mid 2027

What are the details of the regime under which approval is being sought?

Please write your answer here:

Resource Management Act 1991 - resource consent

Public Works Act 1981 – land acquisition and related matters (property title)

If you seeking approval under the Resource Management Act, who are the relevant local authorities?

Please write your answer here:

Ashburton District Council  
Environment Canterbury

What applications have you already made for approvals on the same or a similar project?

Please write your answer here:

Nil

Is approval required for the project by someone other than the applicant?

Yes

Please explain your answer here:

The project is included in the 2024-27 National Land Transport Programme (NLTP) so requires funding approval from NZTA Waka Kotahi.

If the approval(s) are granted, when do you anticipate construction activities will begin, and be completed?

Please write your answer here:

Funding - mid 2024

Detailed design - end 2024

Procurement - mid 2025

Site works commencement - mid 2025

Completion - mid 2027

### Section 3: Consultation

Who are the persons affected by the project?

Please write your answer here:

Iwi - Te Rūnanga o Arowhenua  
Environment Canterbury  
Department of Conservation  
New Zealand Transport Agency Waka Kotahi  
KiwiRail  
Road Transport Association NZ  
Grow Mid-Canterbury  
Federated Farmers  
NZ Police  
Fire and Emergency NZ  
St John Hato Hone  
NZ Automobile Association (AA)  
Local schools/Principals Association  
All affected landowners and tennants for the new road route  
Surrounding businesses and activities  
Local community and general public  
Sports/Recreational organisations (cycling clubs etc)

Detail all consultation undertaken with the persons referred to above. Include a statement explaining how engagement has informed the project.

Please write your answer here:

The Ashburton District Council's vision is to create "the district of choice for lifestyle and opportunity". Council aims to grow and sustain Ashburton as a district that people choose for its high-quality lifestyle and strong business opportunities.

The 2006 Ashburton Transportation Study identified that a second road bridge cross the Ashburton River would be beneficial to local and interdistrict traffic. Between 2010 and 2012 technical investigation work was undertaken including consultation via public/community open days, a community reference group, public meetings, landowner only meetings, face to face meetings as requested/required and workshops/meetings with the above

stakeholders.

[https://www.ashburtondc.govt.nz/\\_\\_data/assets/pdf\\_file/0011/6212/Appendix-4-Consultation-Summary.pdf](https://www.ashburtondc.govt.nz/__data/assets/pdf_file/0011/6212/Appendix-4-Consultation-Summary.pdf)

“The feedback received from the public consultation resulted in further investigation work being commissioned by Council to revisit a number of options originally considered. The Chalmers Avenue location was Council's preferred location after further evaluation of eight options.”

[https://www.ashburtondc.govt.nz/\\_\\_data/assets/pdf\\_file/0017/6191/2010-11-Route-Options-as-a-result-of-Community-Consultation.pdf](https://www.ashburtondc.govt.nz/__data/assets/pdf_file/0017/6191/2010-11-Route-Options-as-a-result-of-Community-Consultation.pdf)

In 2013 a Notice of Requirement (NOR) for land designation was prepared and the application lodged in November 2013. A public hearing of submissions before two independent commissioners was held in March 2014. Submitters presenting to the hearing included affected landowners, stakeholder groups and individuals. On 22 May 2014 Council resolved to confirm the NOR for the land designation. Council's District Plan was amended to reflect this decision.

In 2020 a Detailed Business Case (DBC) was developed with input (via workshops) from stakeholder representatives from the AA, Mountain Bike Ashburton, NZ Police, NZ Road Transport Association, Tinwald Cycle Group, Tinwald School and St John Hato Hone. The representatives attended two workshops that informed the detailed business case or were contacted directly for feedback if they were unable to attend.

The detailed business case has been developed for ADC with Waka Kotahi as an investment partner. Iwi are also a project partner and have been involved in the design process. The role of the project partners is outlined below.

#### Project Partners

Ashburton District Council

- Agency responsible for developing this project.
- Study area is within the ADC authority territory.
- Investor in the ADC transport system.
- Responsible for the operation of the local road network and strategic transport planning for the region.

#### NZTA Waka Kotahi

- The road controlling authority for the state highway network, funder of land transport activities and regulator of the land transport system.
- Waka Kotahi's role is to work with a range of partners to plan, invest in, build, manage and operate the land transport system within the priorities and outcomes set in the GPS.

#### Iwi

- Regular hui and communication throughout the project.
- Attendance at stakeholder workshop
- Information updates distribution
- Inputs into the design process

#### Key Stakeholders

A summary of key stakeholders who were engaged as part of the DBC.

Road Transport Association, Tinwald Cycling Club, Ashburton Mountain Biking Club, NZ Police, Fire and Emergency NZ, and AA

- Attendance at technical workshop
- Information update distribution
- Meetings and communication throughout project as required.

Affected landowners and tenants, and surrounding businesses and activities with potentially affected access

- Regular meetings and communication throughout project as required
- Information update distribution

#### Local community

- Information update (online)

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Describe any processes already undertaken under the Public Works Act 1981 in relation to the land or any part of the land on which the project will occur:

Please write your answer here:

Nil

## Section 4: Iwi authorities and Treaty settlements

What treaty settlements apply to the geographical location of the project?

Please write your answer here:

Nil

Are there any Ngā Rohe Moana o Ngā Hapū o Ngāti Porou Act 2019 principles or provisions that are relevant to the project?

No

If yes, what are they?:

Are there any identified parcels of Māori land within the project area, marae, and identified wāhi tapu?

No

If yes, what are they?:

Is the project proposed on any land returned under a Treaty settlement or any identified Māori land described in the ineligibility criteria?

No

Has the applicant has secured the relevant landowners' consent?

No

Is the project proposed in any customary marine title area, protected customary rights area, or aquaculture settlement area declared under s 12 of the Māori Commercial Aquaculture Claims Settlement Act 2004 or identified within an individual iwi settlement?

No

If yes, what are they?:

Has there been an assessment of any effects of the activity on the exercise of a protected customary right?

No

If yes, please explain:

Upload your assessment if necessary:

No file uploaded

## Section 5: Adverse effects

What are the anticipated and known adverse effects of the project on the environment?

Please describe:

Ecological studies carried out as part of the technical investigation work identified that there will be short term construction impacts however the adverse effects of the bridge (once constructed) will be minor. Further assessments will be undertaken during the design phase of the project. Refer the attached two ecological assessment documents.

Upload file:

ATC-DBC-Appendix-X-Ecological-Assessment.pdf was uploaded

## Section 6: National policy statements and national environmental standards

What is the general assessment of the project in relation to any relevant national policy statement (including the New Zealand Coastal Policy Statement) and national environmental standard?

Please write your answer here:

The Ashburton Second Urban Bridge is included in the Draft Government Policy Statement on land transport 2024/25-2033/34 as a project under Roads of Regional Significance:

"The Government has identified a number of other projects it wants to progress in this GPS period. These include a number of Roads of Regional Significance, such as the Second Ashburton Bridge;...."

The Ashburton River is zoned Rural A in the Ashburton District Plan and small parts of this land may be mapped as highly productive soils. Council does not consider any areas of HPL land within the bridge and associated road route to be significant.

File upload:

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## Section 7: Eligibility

Will access to the fast-track process enable the project to be processed in a more timely and cost-efficient way than under normal processes?

Yes

Please explain your answer here:

The project is included in the 2024-27 NLTP.

As the funding approval will not be confirmed until after the start of the NLTP, the fast tracking of the consenting process will enable the land acquisition to continue and the design and construction phases to occur as soon as possible after funding approval has been granted.

What is the impact referring this project will have on the efficient operation of the fast-track process?

Please write your answer here:

Assuming this question relates to the impact on the fast-track process programme the size of this project and how progressed it is should mean minimal disruption to the overall programme.

Has the project been identified as a priority project in a:

Other

Please explain your answer here:

This project is included as a project under Roads of Regional Significance in the Draft GPS on land transport 2024-34, included in Council's Long Term Plan, bridge and road corridor designation, submitted as a project in the RLTP and NLTP:

"The Government has identified a number of other projects it wants to progress in this GPS period. These include a number of Roads of Regional Significance, such as the Second Ashburton Bridge;....."

Will the project deliver regionally or nationally significant infrastructure?

Regional significant infrastructure

Please explain your answer here:

There is currently only one practical connection between Tinwald and Ashburton, which is via the State Highway 1 (SH1) bridge crossing the Ashburton/Hakatere River which separates the town. This means that network resilience is very poor, and the connectivity and economic prosperity problems (in particular) are significantly impacted by any event that either closes the SH1 bridge or restricts vehicle movements.

Although events such as earthquakes and floods have low probabilities, they do have high consequences when they occur.

The May 2021 flood event highlighted how susceptible the transport network and regional/national economy are to any event that either closes the SH1 bridge (even for a short period of time) or restricts the types of vehicles that can use the bridge. The nearest alternative river crossing involves an 80km diversion along local rural roads.

However, during the May 2021 event this alternative route was also not open for several day, being equally affected by the same flood event. This meant for 3 days people who would normally travel north or south through Ashburton had the choice of a detour that involved a trip via the west coast of the South Island, or in most cases, the trip simply did not take place. This included the movement of freight (in particular supermarket supplies) being transported south by road not able to be delivered to large centres such as Timaru, Oamaru, Dunedin and Invercargill. If the SH1 bridge was closed again for a significant amount of time (three days or more), the effects on the local community and wider South Island economy would be significant.

The bridge represents a critical lifeline for the local Tinwald community to key facilities on the Ashburton side such as health care, emergency services, schools and supermarkets. It is a critical link in the goods supply chain, with much of the South Island (including Dunedin) dependent on the connection remaining open.

Any closure of the bridge also presents a risk that emergency services are unable to attend incidents in Tinwald in time.

It is also a critical link for services such as water, sewer, power, telecommunications, etc.

Will the project:

increase the supply of housing, address housing needs, contribute to a well-functioning urban environment

Please explain your answer here:

Tinwald is a distinct part of Ashburton, with the reliance of its residents on services provided predominantly within the main township area north of the river meaning that it is undoubtedly part of Ashburton. The second bridge will enable a far stronger sense of connectedness for residents on both sides of the river. More importantly, the proposed second bridge will remove many of the disparities in accessibility to socially important destinations in

Ashburton currently experienced by residents in the southeast sector compared with fellow residents of Ashburton elsewhere.

A variety of community facilities- library, sports stadium and pool, art gallery, museum, along with the central business district and full-service supermarkets are located north of the river.

Connectivity – An absence of route choice contributes to more traffic on SH1. This discourages or stops people being able to make journeys they otherwise would which creates a social disconnect and lack of a 'one community' feeling.

Travel choice – Limited (or poor quality) facilities for sustainable modes makes it difficult to achieve long-term environmental and livability objectives.

Safety – High traffic volumes make it difficult for people to travel along, across, or onto SH1 particularly from the east side of Tinwald. This increases the likelihood of injury crashes and delays emergency services.

Economic prosperity – Increasing traffic and constrained capacity on SH1 results in worsening travel time reliability between Tinwald and Ashburton. This impacts freight connections and economic prosperity.

Housing development – The bridge and road route in Tinwald would assist in the further urban development along that route. The availability of services (water, telecommunications, etc.) that would be enabled by the second bridge would also assist with the development.

Will the project deliver significant economic benefits?

Yes

Please explain your answer here:

It is anticipated that the Ashburton Second Urban Bridge project will lift productivity in both the local and regional economy, as well as improve community connectivity.

Economic growth and productivity, travel time reliability, network resilience and improved road safety are the key drivers for the Ashburton Second Urban Bridge project. The Ashburton district is one of New Zealand's fastest growing rural districts with a population increase of 22% since 2006 (approximately 2% per annum). The Ashburton Transportation Study (2006) estimated the district population would be 32,000 by 2021. The 2018 census put the population at 34,700.

Increasing traffic and constrained capacity on SH1 results in worsening travel time reliability between Tinwald and Ashburton. This impacts freight connections and economic prosperity.

#### Reduction in Economic Productivity

Without increases to road capacity across the river (potentially through a second bridge) or a reduction in demand (obtained through modal shift), delays will continue to increase which could impact upon economic productivity and limit the potential to which Ashburton can grow. Whilst the scale of the issues could be considered as moderate, the previous evidence has shown that SH1 is at a tipping point where a small increase in traffic would exponentially increase the level of delays for freight. The spoilable nature of the produce means that the use of rail freight is often not a viable alternative, which means industries are reliant on road freight. There is also risk that any significant delays being encountered could impact upon the ability for freight operators to make connections (e.g. with the port or airport).

#### Impact to Tinwald Land Values

Stakeholders noted that the cumulative effects of worsening traffic congestion and increased severance could lead to a situation where people see it as more desirable to live in Ashburton than Tinwald which will increase the pressure for residential development to the north, east and west. In the future, this could affect land values in Tinwald. Any future improved cross-river connections would also have an impact on land values. The Social Impact Assessment undertaken during the investigation phase of the project provided a brief discussion in this respect, noting that any new road which provides good levels of accessibility to Ashburton is likely to attract residential buyers. Refer to:

[https://www.ashburtondc.govt.nz/\\_\\_data/assets/pdf\\_file/0012/6213/Appendix-5-Social-Impacts.pdf](https://www.ashburtondc.govt.nz/__data/assets/pdf_file/0012/6213/Appendix-5-Social-Impacts.pdf)

#### Economic Impact of Poor Network Resilience

Should the bridge be closed for any reason, using the nearest alternative road bridge involves a minimum detour trip of about 80km and could increase the travel time by at least 60 minutes. The additional travel costs of a detour of that length could reach \$1.6m per day. In practice, this represents an oversimplification and underestimation of likely costs associated with the bridge closure.

During the May 2021 event the nearest available detour route was also closed. Some costs were also indirect because travel did not occur, and businesses could not operate as normal. The real cost of the bridge closures during the flood event could therefore far exceed the above \$1.6m cost per day (which is based purely on travel time costs).

The social connectivity costs also cannot be quantified. During the flood event the bridge was fully closed for a day and partially closed for several days, with heavy vehicle weight restrictions in place for the following two weeks. This meant that some freight vehicles needed to use the detour route for this duration. Other freight simply waited for the SH1 Bridge to reopen, which added a risk to goods being spoiled.

Will the project support primary industries, including aquaculture?

Yes

Please explain your answer here:

Improving connectivity and building resilience into the network will assist primary industries with transporting produce.

Growth in both urban Ashburton and the rural parts of the district in recent years is considered to have been primarily driven by strong growth in the local rural economy. Expansion of reliable irrigation has underpinned changes in land use, mainly to dairying, dairy support and high value crops. This in turn supports local service industries and value-added manufacturing. The local GDP grew by 0.7% to the year ended December 2023 and was valued at \$2,866 million. This equates to a productivity value of \$145,032 GDP per filled job in the district. The district accounts for over 30% of Canterbury's primary exports.

The local economy is highly oriented towards producing export goods, it is vital that the roading network provides an efficient and effective link between the district and ports. The second bridge will increase the SH 1 capacity for regional and through traffic at peak times by 40%.

Will the project support development of natural resources, including minerals and petroleum?

No

Please explain your answer here:

No effect on natural resources.

Will the project support climate change mitigation, including the reduction or removal of greenhouse gas emissions?

Yes

Please explain your answer here:

Supporting Climate Change Goals

The project seeks to reduce or offset carbon emissions by:

- Recommending a bridge alignment (Chalmers Avenue) that provides the highest benefits to CO2 emissions. Overall vehicle km and travel times are reduced when compared to a 'Do Minimum' or SH1 alignment duplication.
- Providing new cycle and pedestrian paths along the new Chalmers Avenue corridor, connecting Ashburton to Tinwald and further on to Lake Hood and its surrounds. This will make cycling into Ashburton a far safer and more appealing choice.

As part of the design process, effort has been made to reduce the scale of embodied carbon emissions that would be generated by the project. Potential opportunities to reduce carbon have also been identified and will be explored during the Detailed Design stage.

Will the project support adaptation, resilience, and recovery from natural hazards?

Yes

Please explain your answer here:

Please refer information provided to previous questions.

Will the project address significant environmental issues?

No

Please explain your answer here:

No significant environmental issues have been identified.

The ecological assessment in the DBC discusses the effect on the environment. (link provided earlier in the application)

Is the project consistent with local or regional planning documents, including spatial strategies?

Yes

Please explain your answer here:

The project will provide an alternative connection between Ashburton and Tinwald and would assist with resilience and possible rezoning for residential housing supply through its roading connection and ability to facilitate additional services such as three waters, fibre and power.

Anything else?

Please write your answer here:

The recent closure of the Rangitata River rail bridge due to infrastructure failure with the loss of a pier during bad weather resulted in "road-bridging options" having to be provided for freight movements while the rail bridge was out of action. This meant additional heavy truck movements across the SH1 bridge between Timaru and Ashburton to deliver the rail freight which would have normally transported on 40+ weekly freight trains.

This highlights the ongoing concern of the ageing infrastructure in Mid Canterbury on both the SH1 and rail networks that provides vital links for the



entire South Island.

Does the project includes an activity which would make it ineligible?

No

If yes, please explain:

## Section 8: Climate change and natural hazards

Will the project be affected by climate change and natural hazards?

Yes

If yes, please explain:

Environment Canterbury commissioned NIWA to analyse projected climate changes for the Canterbury Region out to 2100. The key findings of this report were:

- Floods are expected to become larger for many parts of Canterbury, with some increases exceeding 100%.
- Flood design standards for significant infrastructure are usually made based on events with annual exceedance probabilities much smaller than that represented by MAF.

The report is therefore clear that weather events will become larger in scale and more regular. The Government's Climate Change commission and Waka Kotahi recognise the need to mitigate and adapt to climate change. This means a transport network that seeks to reduce overall carbon emissions and provide a network that is more resilient to effects of large events.

The area around Ashburton is identified as a location where flood discharge is expected to rise up to 50-100% between 2036 and 2056. This provides evidence that the Ashburton River has a known climate change adaptation issue that is forecast to occur by 2040.

## Section 9: Track record

Please add a summary of all compliance and/or enforcement actions taken against the applicant by any entity with enforcement powers under the Acts referred to in the Bill, and the outcome of those actions.

Please write your answer here:

Nil

Load your file here:

No file uploaded

## Declaration

Do you acknowledge your submission will be published on environment.govt.nz if required

Yes

By typing your name in the field below you are electronically signing this application form and certifying the information given in this application is true and correct.

Please write your name here:

Neil McCann

Important notes