



Report 08.123  
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Committee Hutt River Advisory  
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## Confirmation of the preferred Boulcott/Hutt stopbank alignment

### 1. Purpose

To advise the Hutt River Advisory Subcommittee (HRAS) of the outcomes of the investigation of the Boulcott alternative alignment and recommend a preferred alignment.

### 2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

### 3. Background

On 6 September 2007, The Hutt River Advisory Committee considered three alignments for the proposed Boulcott/Hutt stopbank and recommended the Green alignment as the preferred alignment. **Attachment 1** shows the Green alignment. The Committee also asked officers to investigate and report back on the design height of the proposed bund along the Red alignment. An extract from the Advisory Committee minutes is given below.

1. *Recommends to the Landcare Committee that officers should proceed with the detailed design and obtaining statutory approvals for the Boulcott/Hutt stopbank on the basis of the Green alignment*
2. *Requests officers to work with the Hutt and Boulcott Golf Clubs to maximise opportunities for retaining/developing high quality golfing facilities on the basis of the Green alignment.*
3. *Requests officers to investigate and report back on the design height of the proposed bund along the Red alignment with a view to improving the protection to the Hutt and Boulcott courses from flooding*

On 19 September 2007, the Landcare Committee considered the HRAS recommendations and a submission from the Boulcott Golf Club and requested officers investigate other options for the Green alignment. An extract from the Landcare Committee minutes is given below.

4. *Requests that Greater Wellington officers investigate other options for the Green alignment with the Boulcott Golf Club and other affected parties.*

This report outlines the proposal for the bund, an outline of the Green and Boulcott alternative alignment and an assessment of the impacts of each of the alignments.

#### 4. **Proposed bund**

The purpose of the bund is to reduce the frequency of overflows from the Hutt River causing erosion damage and depositing debris on the Hutt Golf Club (HGC). Water will still back up on the course from the downstream end of the bund but it will stop the direct floods with high velocity flows and debris from damaging the area in an event similar to the 1998 flood. **Attachment 2** shows the location of proposed bund. The layout and the height of the bund were set in consultation with the Hutt Golf Club.

The bund extends from the 2<sup>nd</sup> Green of the Hutt course to the Boulcott boundary. The proposed bund will follow the western boundary of the Hutt golf course except for a small section near the 4<sup>th</sup> Green where it will follow the existing high ground. The crest level of the proposed bund will be at the observed October 1998 flood levels in the Hutt River. The maximum height of the bund will be about 1.5 metres with a profile of 2:1 batters and 2 metre top width.

The bund is common to both Green and Boulcott Alternative alignments and will be constructed as part of the project. The Hutt Golf Club will be responsible for the maintenance of the bund.

#### 5. **Green alignment**

The Green alignment shown in **Attachment 1** crosses the Rentokil site and then passes through the middle of the Boulcott Golf Club land until it reaches the boundary with the Hutt Golf Club as described in the previous Report 07.568. The alignment will provide a secure and sustainable stopbank to protect the Hutt community at a total estimated cost of \$10.4 million.

It will not be possible for the BGC members to play over the stopbank on the Green alignment safely and will likely lead to the closure of the BGC. The BGC will however be left with 3.5 ha of land protected by the stopbank.

The Green alignment has been developed so that the Hutt Golf Club (HGC) can continue uninterrupted once the works are completed. There will be some negatives to the club with a stopbank around the perimeter but we believe these affects are mitigated with the bund, protection to the club house and improved greens and tees.

## 6. Boulcott Alternative

The Boulcott Alternative alignment, proposed by the Boulcott Golf Club is shown in **Attachment 3**. The alignment has been designed so that it will provide an equal level of security and sustainability to the Hutt Community as the Green alignment.

The Boulcott Alternative from Mills Street to Connolly Street and the Connolly Street crossing is the same as for the Green alignment. The stopbank from Connolly Street to Boulcott Clubrooms will be on the existing stopbank alignment and will have 3 Tees and 1 Green incorporated into it. Boulcott clubrooms will be re-located to either the former Rentokil site or a site 20 metres into the golf course from the current location.

From the clubrooms to the HGC boundary, the proposed stopbank cuts across the holes 2, 4 and 5 of the Boulcott course. This section of the stopbank is about 4 metres high and will have batters of 6:1 and 8:1 to enable play over the stopbank. The 2nd Green of Boulcott will be incorporated into the stopbank.

This alignment will also impact on the 7<sup>th</sup> Green and the 8<sup>th</sup> Tee of the Hutt course and they have to be incorporated into the proposed stopbank. The remaining section of the stopbank in the HGC is similar to that for the Green alignment.

The total estimated costs of the Boulcott Alternative alignment is \$12.8 million as opposed to \$10.4 million for the Green alignment. A summary of extra costs is given below.

Relocating clubhouse and green keeper's shed	\$300,000
Extra earthworks	\$500,000
Greens, Tees and Fencing	\$630,000
Accessways, parking	\$70,000
Compensation costs	\$900,000
<b>Total</b>	<b>\$2,400,000</b>

## 7. Land

The Boulcott golf course occupies a total area of 10.7 ha of which GWRC owns 2.4 ha. GWRC also owns the former Rentokil property bordering the Boulcott golf course.

The Green alignment involves terminating the lease of GWRC land and purchasing the land required for stopbank construction in the Boulcott course. The flood protected land east of the stopbank will be left with the Boulcott Golf Club.

The Boulcott Alternative will involve the BGC transferring title of its land to GWRC and then GWRC leasing the land back to BGC to continue with the 9 hole course at a nominal rental.

## **8. Consultation**

We have now completed 4 rounds of consultation since commencement of the Boulcott/Hutt project in March 2006. The fourth round of consultation, commenced in October 2007 as part of the Boulcott Alternative was completed with a residents meeting on 4 March 2008.

### **8.1 Boulcott & Hutt Golf Clubs**

The Boulcott Alternative was developed in consultation with the two golf clubs. This involved eight formal meetings with the working committees of the two golf clubs during the period from November 2007 to March 2008. A presentation was made to a special meeting of the Boulcott Golf Club on 3 March 2008 to provide detailed information on both the Green and Boulcott Alternative alignments. The Boulcott Alternative was the preferred alignment for a significant majority of the members present at the meeting.

The Green and the Boulcott Alternative alignments affect the HGC in a similar way, but at the 19 September 2007 Landcare Committee meeting, a representative from the Hutt Golf Club spoke in support of the proposed Boulcott Alternative.

### **8.2 Adjacent property owners**

A residents meeting was held in November 2007 to provide an opportunity for the adjacent property owners to go through the concept design and provide feedback on the Boulcott Alternative alignment. We also had separate meetings with residents at the end of Boulcott Street and with those at 20 and 22A of Hathaway Avenue. The refined design was presented to the residents in a meeting held on 4 March 2008. All adjacent property owners from Mills Street to Stellan Street were invited to this meeting.

Generally, those at the meeting were supportive of the Boulcott alternative except for property owners of 20 and 22A Hathaway Avenue. These owners are affected in the same way by both alignments and object to either of them. The properties at 18, 20 and 22A Hathaway Avenue will have a new 2.8 metre high stopbank with crest about 12 metres away from the boundary. These residents are concerned about the loss of privacy and the loss of views into the golf course. We have, in consultation with the Hutt Golf Club, amended the design to set the Practice Putting Area near Tee 1 at a lower level to discourage golfers using the stopbank crest. We believe that this will greatly reduce the privacy issues.

The owners from Connolly St to the Boulcott Clubrooms expressed concern over the Green alignment because of the likelihood of residential development occurring on their boundary that can not currently happen and would not happen with the Boulcott Alternative alignment.

## **9. Comparison of the Alternative Alignments**

A comparison of the two options is extremely difficult because not all of the issues are able to be easily considered in dollar terms. The following section outlines the major issues relating to the comparison of the two alignments that may help councillors in arriving at a decision. In the end however, the decision will be a judgement call by councillors. Both alignments offer equal flood security and sustainability and the arguments are therefore related to the cost, social and environmental issues.

### **9.1 Cost**

The primary issue for the green alignment is its cheaper cost and therefore reduced impact on the local and regional ratepayer. This impact could be in the order of \$3.0/yr per local Hutt City ratepayer and \$0.50c/yr per regional ratepayer. The impact could be mitigated if the next major Hutt River project, being the “City Centre Reach”, was delayed for 12 months. In this way the overall implementation budget would remain within the existing fiscal envelope and no rate rise above that budgeted would be required. There could be an argument raised that flooding is a high priority matter for Hutt City residents and work needs to be implemented as fast as possible. If the Green alignment is chosen however it is likely that both the Boulcott Hutt and the City Centre stopbank works will be delayed by 2-3 years because of the vigorously contested consent and compulsory land acquisition process. Selecting the Boulcott alignment is therefore likely to lead to the quicker implementation of the highest priority Boulcott Hutt stopbank with little or no delay to the City Centre reach and with no impact on the ratepayer over what is currently budgeted for in the LTCCP.

Overall therefore the Green alignment could have the greatest delay to the completion of the KGB to Ava reach works. The average annual damages saved by completing all these works are \$3 million per year.

### **9.2 Social**

Placing a dollar benefit on the intrinsic social value of the Boulcott Golf Club is extremely difficult. At one end of the spectrum there is an argument that there are plenty of golf facilities in the Hutt Valley and all of the members could easily be accommodated at other clubs. The value would therefore be nil. At the other end of the scale the BGC is in a relatively healthy financial state and has a strong membership prepared to fight vigorously for their survival. We believe the other clubs in the Hutt Valley are not in such a secure position and are actively seeking members. There is an argument therefore that those clubs are not providing the environment the BGC does and that the community is seeking. If it was assumed that one half of the membership never moved to another club because they never provided the facilities in an environment or at a location that suited them a value equal to the lost subscriptions could be given to the disbenefit of losing the BGC. There can be no doubt that the BGC has some intrinsic social value and some may argue that an even greater proportion would simply not find it viable to play at another club. The social

intrinsic value would therefore have to be assumed to be in the order of several hundred thousand dollars to the Hutt Community.

### 9.3 Environmental

The Green alignment could result in the loss of approximately 3.5ha of green space in the Hutt Valley and the area turned into residential development. A loss of green space this magnitude adjacent to the Hutt River is not seen as significant.

### 9.4 Desire of the Boulcott Golf Club to remain as an identity

The BGC has worked extremely hard with GW officers to come up with options that would allow it to remain as a club. The difference between the Green alignment and the original Blue alignment, which would have allowed the BGC to remain, was \$5.0M and seen by all as too high a cost to retain the BGC and hence the recommendation to GW by the HRAC to select the Green alignment as the preferred alignment. Since then the Boulcott Alternative alignment has been developed which reduces the difference to \$2.4M. The club has also offered to undertake \$200,000 worth of work on the Boulcott alignment related to greens and tee relocation that further reduces the cost. In addition to this they have offered to give title of their land over to GW to ensure that they can not be seen to be benefiting from the additional expenditure to retain the club. The value of this land could be as high as \$3.5M although it would never be realised while the BGC continued to exist. There is a value to this land but none has been assumed in the figures below. They have also further offered to forego some of the compensation they could reasonably be entitled to should the Boulcott Alternative proceed.

Using the numbers in the above evaluation the marginal difference in cost between the two alignments becomes:

Current Difference Green vs Boulcott Alternative	\$2.4M
Less	
Value of additional work done by the Club	\$0.2M
Cost of contested consent/purchase	\$0.2M-0.5M
Foregone Compensation	\$0.2M
Adjusted Difference	\$1.5M-\$1.8M

This adjusted difference in cost between the Green and the Boulcott alignment, when compared to:

- The intrinsic value of the BGC
- The reduced exposure to flood damage due to delays
- The value of the land contribution by Boulcott

therefore means that the extra expenditure required for the Boulcott Alignment could be justified.

## 10. Impacts on the capital works programme

The Ava to Ewen project is now about 80% complete and is on track for completion by 2010. The Ava project is likely to be completed just under the Hutt River FMP estimated costs. The Boulcott/Hutt stopbank has the next highest priority but with an estimate of between \$4.1 and \$6.5 over the FMP budget depending on which alignment is chosen.

GWRC is currently implementing the Hutt River capital works programme at a spend rate of about \$3 million per year. At this spend rate, the Boulcott Alternative would take an additional years funding to complete theoretically delaying the implementation of the City Centre project if the existing budgeted rate levels were to be maintained. The corollary to this is that the Green alignment could be delayed by 2 to 3 years through a contested consent/land purchase phase.

## 11. Where to from here

The proposed timelines up to completing construction for each alignment are given below:

<b>Description</b>	<b>Green</b>	<b>Boulcott</b>
Project Approval	April 2008	
Statutory processes Designation/Resource consents/Building permits	May 2008 to February 2009	
Detailed design and tendering for Stage 1 of the project	February to August 2009	
Construction of Stage 1 and tendering and construction of the other Stages	November 2009 to July 2012	November 2009 to July 2013

The above timelines assume that the statutory approval can be gained following a smooth process without any major objections or appeals to the Environment Court.

## 12. Summary

The purpose of the high priority Boulcott/Hutt stopbank project is to protect Hutt City from the affects of a large and damaging flood and is considered to be of a regional benefit because of the significant reduction of flood risk to a large community. The average annual flood damages saved with the completion of the works in the Kennedy Good Bridge to Ava Rail Bridge reach are \$3.0M per year.

Both, the Green and the Boulcott Alternative alignments, provide secure and sustainable stopbanks. The Green alignment has the lowest cost but is very

likely to lead to the closure of the Boulcott Golf Club affecting some 430 members and potentially a delay in the implementation of the project. The Boulcott Golf Club would however be left with significant assets which could be used to mitigate the affects of this by merging with Hutt Golf Club next door to develop a superior 18 hole golf course.

The Boulcott Alternative costs \$12.8 million and is acceptable to the Boulcott and Hutt Golf Clubs. At this stage, we believe that the Boulcott alignment could have a smooth statutory process when compared to the Green alignment.

Assuming the BGC :

1. Forego approximately \$200,000 of the estimated compensation due to them
2. Undertake at least \$200,000 of worth of work on Greens and Tees with their own resources.
3. Transfer the title of the BGC land to GW on the condition that GW lease back the land to the club at a nominal rent.
4. Enter into an agreement with GW to support the Boulcott Alternative alignment through the Consent and Designation process.

and considering the intrinsic social value of the BGC then it could be argued that there is a justification to select the Boulcott Alternative as the preferred alignment.

### **13. Communication**

This project has gone through an extensive consultation process. Once a preferred alignment is selected the two Clubs will be advised of the decision and a press release will then be issued. A news letter will be distributed advising the local community and other stakeholders of the decision.

### **14. Recommendations**

*That the Committee:*

1. ***Receives*** the report.
2. ***Notes*** the content of the report.
3. ***Notes*** that officers have now investigated alternative options for the Green alignment, working with the Boulcott Golf Club and the other affected parties, and have developed a new option called the Boulcott Alternative.
4. ***Notes*** that both the Green and the Boulcott Alternative alignments provide equivalent flood security and sustainability to the Hutt community.



5. *Notes that the Green alignment costs \$10.4 million and the Boulcott Alternative costs \$12.8 million*
6. *Recommends to the Catchment Management Committee*

***Either***

- 6.1a *That officers should proceed with obtaining statutory approval and the detailed design for the Boulcott/Hutt stopbank on the basis of the Green alignment.*
- 6.1b *That the lease of the GW land occupied by Boulcott Golf Club be terminated on 30 June 2009.*
- 6.1c *Notes that the Boulcott Golf course is unlikely to be able to continue with the Green alignment.*

***Or***

- 6.2a *That officers should proceed with obtaining statutory approvals, the detailed design and finalising the land and entry negotiations on the basis of the Boulcott Alternative alignment subject to entering a suitable arrangement with the Boulcott Golf Club that will ensure the BGC:*
  - *Foregoing approximately \$200,000 of the estimated compensation due to them*
  - *Undertaking at least \$200,000 of worth of work on Greens and Tees associated with the Boulcott alignment with their own resources.*
  - *Transferring the title of the BGC land to GW on the condition that GW lease back the land to the club at a nominal rate.*
  - *Enter into an agreement with GW to support the Boulcott Alternative alignment through the Consent and Designation process.*
- 6.2b. *Notes that the Boulcott Alternative is acceptable to the Boulcott Golf Club*
- 6.2c *Notes that, to implement the Boulcott Alternative and to stay within the fiscal envelope, the works on the next priority reach, the City Centre, will have to be delayed by one year.*
- 6.2d. *Notes that the bund proposed on the western boundary of the Hutt golf course to reduce the frequency of overflows from the Hutt River will have its crest level set to the observed October 1998 flood levels.*

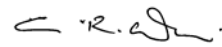
**6.2e. Recommends to the Catchment Management Committee**

*that if officers cannot reach a satisfactory agreement with the Boulcott Golf Club on the basis of Recommendation 6.2a that they should proceed with obtaining statutory approval and the detailed design for the Boulcott/Hutt stopbank on the basis of the Green alignment.*

Report prepared by:

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**Attachment 1: Plan of the Green alignment**

**Attachment 2: Plan of the proposed bund**

**Attachment 3: Plan of the Boulcott Alternative alignment**