

STAFF REPORT

TO: Grants & Community Facilities Rate Subcommittee
FROM: Community Services Manager
DATE: 15 November 2005
SUBJECT: Trafalgar Park Development

PURPOSE/REASON FOR REPORT

To present the recommendations of the Nelson/Tasman Regional Funding Forum on the Nelson Bays Rugby Union's proposal for the development of Trafalgar Park.

BACKGROUND

During the planning stages of Saxton Field the relocation of major events rugby from Trafalgar Park was considered. Matters influencing the decision to remain at Trafalgar Park included the following:

- To develop a facility equivalent to Trafalgar Park would have required the purchase of considerably more land than was available.
- Significant numbers of car parks would have been required for only a small number of games annually. One of the benefits of Trafalgar Park is that car parking is shared with other users – the Trafalgar Centre and the CBD.

At a Council Annual Plan meeting on 30 June 2005 Mr P Barr and A Patterson representing the Nelson Bays Rugby Union made a presentation to the Council on the proposed redevelopment of Trafalgar Park. They asked council to support the regional facility aspect of the proposal and to make provision for funding in the 2005/06 financial year.

Council resolved:

THAT the Nelson Bays Rugby Union request be included in the 2006/2007 Annual Plan and that it be passed in the first instance to the Community Facilities Rate Subcommittee.

The Nelson City Council resolved at their Annual Plan meeting:

THAT Council provide an intermediary loan to the Nelson Bays Rugby Union of up to \$2 million to enable upgrading of Trafalgar Park in the 2005/06 year subject to:

- (i) **NBRU feasibility study which includes:**
 - (a) **Preliminary designs**
 - (b) **Timing of project development**
 - (c) **Impact on current users of the park**
 - (d) **Estimate of costs including development costs, resource consents, project management and sharing of these costs**
 - (e) **Number of games to be played each year on the park, local, premier division and Super 14, both if resource consents are obtained and without**
 - (f) **Social, economic, environmental and cultural impacts of the upgrade.**
- (ii) **Support of the proposal firstly by the Regional Funding Forum and then Nelson City and Tasman District Councils;**
- (iii) **Approval of final design and costs by Nelson City and Tasman District Councils;**
- (iv) **Signing of a Memorandum of Understanding between the Nelson Bays Rugby Union, Nelson City Council and Tasman District Council covering the points outlined in (1) above;**
- (v) **Satisfactory completion by Nelson City Council of a special consultative procedure to amend the Nelson City Council Long-Term Council Community Plan on the upgrade of Trafalgar Park;**

And

THAT the Nelson Bays Rugby Union obtain any necessary resource consents;

THAT the Nelson Bays Rugby Union undertake the project management of the Trafalgar Park upgrade;

THAT Nelson City Council and the Nelson Bays Rugby Union come to a satisfactory agreement on the rental of Trafalgar Park.

1 FEASIBILITY REPORT

A presentation by the Nelson Bays Rugby Union was made to the Regional Funding Forum on 26 October 2005. A copy of the Rugby Union's summary of their feasibility report is attached. The feasibility report addressed the requirements of the Nelson City Council resolution as follows:

1.1 Preliminary Designs

The two grandstand options are illustrated on pages 27 and 28 of the report, and the two pavilion upgrade options are illustrated on pages 32

and 34. (A full copy of the report is available in the Community Services Manager's office).

1.2 Timing of Project Development

A preliminary development programme is provided in the study document.

1.3 Impact on Current Users of the Park

The proposed development will not interrupt current sporting use (refer to 1.6 below). Cricket and athletics will continue on at Trafalgar Park until their new facilities at Saxton Field are ready. The cycling track will not be disrupted at this stage.

1.4 Estimate of Costs Including Development Costs, Resource Consents, Project Management and Sharing of These Costs

The total upgrade costs are \$3,070,388.82 excluding GST (refer to Page 7 of the summary of Feasibility Report).

1.4.1 Applicants for funding through the regional funding forum are expected to make substantial contributions towards their projects. The Nelson Hockey Association and Nelson Softball Association contributed more than one third of their project cost of \$2,116,000 at Saxton Field. The funding split between the two Councils of the balance was \$840,000 from NCC and \$410,000 from TDC.

1.4.2 The Nelson Historic Theatre Trust is expected to contribute more than 40% towards the restoration of the Theatre Royal.

1.4.3 Planning for the joint Netball/Basketball/Volleyball/Table Tennis facility is currently underway and the sports codes involved are expecting to make substantial contributions.

1.5 Number of Games to be Played Each Year on the Park, Local, Premier Division and Super 14, Both if Resource Consents are Obtained and Without

The Rugby Union advise that approximately forty games will be held at Trafalgar Park per season. These include NPC Premier (3-4), B Team (3-4), Club games (20), Womens (3-4), Seddon Shield (4), Under 20 (3), others, including Super 14 once every two-three years.

Projected attendance figures vary from approximately 500 for club games, to 7,000 for Premier NPC and 15,000 for Super 14.

If the resource consent for lighting is declined then only day games will be held at Trafalgar. This would require further negotiation with the Marlborough Union.

1.6 Social, Economic, Environmental and Cultural Impacts of the Upgrade

The feasibility report has not included a specific review of the social, cultural and economic benefits of upgrading Trafalgar Park.

Economic Benefits

The consultant has contacted the Nelson Chamber of Commerce, Tourism Nelson and the Economic Development Agency for economic comment. Feedback was reported as 'positive on all fronts'.

It is difficult to see however that considerable numbers from outside the district would be drawn to NPC games and where any significant economic benefits would accrue.

Social and Cultural Benefits

Other users of the park will be minimal. Cricket is proposing to move to Saxton Field, as is athletics. Both of these decisions are irrespective of the rugby proposal. To retain a first class cricket wicket on Trafalgar Park would be difficult to justify financially for a limited number of first class games. In addition the outfield is under sized and does not meet requirements for top level cricket.

Representative soccer will have access to the ground although with the development of a soccer 'hub' at Saxton Field it is more likely that they would choose to remain there.

Cycling will continue at Trafalgar Park for the foreseeable future.

Rugby plays an important role in New Zealand culture and although support is not as strong in Nelson as it is elsewhere it is believed that the region expects better facilities than are currently provided at the major rugby events venue. This will be tested during the public consultation process required if the two Councils decide to continue with the proposed development.

1.7 Resource Consent Issues

Planning consent issues to be addressed include the view shaft overlay, light spill, height of light towers, toilets, parking and noise.

1.8 Rental of Trafalgar Park

The Rugby Union advised the Funding Forum that the current charging system for the use of Trafalgar Park was satisfactory. They advised that although gate revenue was important, their main source of funding was from sponsorship.

2 REGIONAL FUNDING FORUM

Following consideration of the Rugby Union's presentation the Regional Funding Forum resolved:

THAT the proposed upgrade of Trafalgar Park, as put forward in the feasibility report prepared by Hunt Building Consultants, be accepted as a regional facility.

THAT the Funding Forum recommend to the Nelson City Council and the Tasman District Council that their combined contribution should not exceed a maximum of \$2.2 million.

THAT the staff report on the project to the Nelson City and Tasman District Councils include a recommended funding split based on the capital contributions split within the policies and procedures guide.

3 CONSULTATION

Subject to approval of Council it is intended that the draft consultation document will be prepared with the special consultative procedure commencing in early 2006.

4 VIEWS AND PREFERENCES OF INTERESTED OR AFFECTED PERSONS

Discussions have been held with the Nelson Cricket Association, Athletics Nelson and Cycling Nelson as the other three principal users of the Park. Cricket and Athletics have already planned to relocate their activities to Saxton Field.

Cycling Nelson has advised that it wishes to remain at Trafalgar Park. The Rugby proposal will not affect these three groups.

5 SIGNIFICANCE OF DECISION

Under Council's Significance Policy this activity is significant and will require full public consultation.

6 STAFF RECOMMENDATIONS

It is recommended that the upgrade proceed with the funding split based on the Nelson/Tasman Regional Facilities Assessment Tool.

The Regional Funding Forum has recommended that the Nelson City Council and Tasman District Council combined contribution should not exceed \$2,200,000 excluding GST. The funding tool recommends that 35% of the split be based on location. In this case Trafalgar Park is located within the City. The remaining 65% is based on catchment.

The Nelson Bays Rugby Union 'catchment' includes Nelson City and the entire Tasman District. However residents from outlying districts of Golden Bay, the Lakes Ward and the upper Motueka Valley are less likely to attend matches at Trafalgar Park as frequently as those from Nelson City. It is recommended therefore that the population figures for Tasman exclude these three areas.

Using the Statistics New Zealand estimated residential population for 2004, the Nelson City population is approximately 45,000 and the Tasman population is 36,000 (excluding the Lakes Ward, Golden Bay and Motueka Valley) the following funding split is recommended:

		Nelson	Tasman	Councils	Rugby	Total
Where facility is located	35%	770,000	0			
Where users will come from	65%	794,500	635,500			
		1,564,500	635,500	2,200,000	870,389	3,070,389

RECOMMENDATION

That the Grants and Community Facilities Rates Subcommittee make the following recommendation to Council:

- 1 THAT subject to the Nelson Bays Rugby Union's detailed design for the upgrade of Trafalgar Park satisfactorily meeting the Council's requirements for the grandstands design including seat placement, and the roof alignment and the pavilion second floor additions, that the proposed development plan for Trafalgar Park be adopted in principle as a statement of proposal for consultation under the special consultative procedure; and**
- 2 THAT the Nelson City Council and Tasman District Council combined contribution should not exceed a maximum of \$2.2 million; and**
- 3 THAT subject to satisfactory community consultation on the proposed development, the Nelson City Council contribution be \$1,564,500 and Tasman District Council contribution be \$635,500; and**

4 THAT the Nelson City Council and Tasman District Council receive all submissions and that the final decision be made at a joint Nelson City Council/Tasman District Council meeting.

Note: Nelson City Council have already passed a similar resolution.

L L Kennedy
Manager Community Services

http://tdctoday:82/shared_documents/meetings/council/committees_and_subcommittees/grants_and_facility_rate_subcommittee/reports/2005/rcs051122_report_trafalgar_park_development.doc