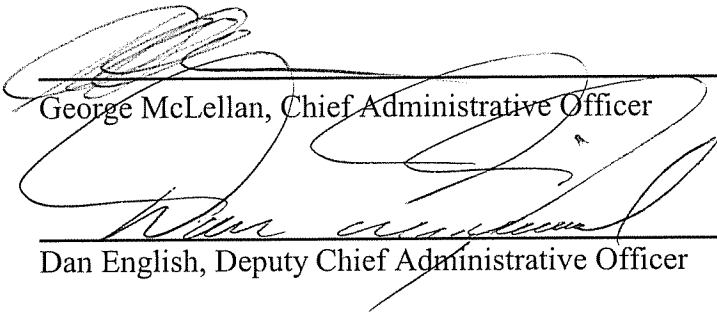
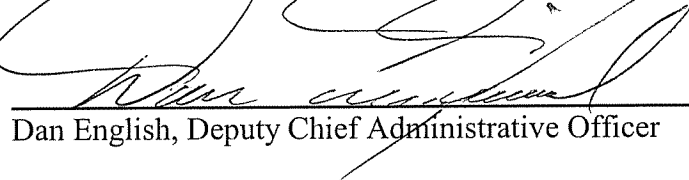


Halifax Regional Council
January 21, 2003

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:


George McLellan, Chief Administrative Officer


Dan English, Deputy Chief Administrative Officer

DATE: January 15, 2003

SUBJECT: Award RFP #02-079 - All Weather Turf Facilities

ORIGIN

2002/03 Approved Capital Project #CPC00678 New Sports Field Development.

RECOMMENDATIONS

It is recommended that Halifax Regional Council :

1. Award RFP # 02-079 to Turf Masters Landscaping Limited in the amount of \$1,978,360, net of taxes, for the design and construction of one double size artificial field on the Halifax Mainland Common to be completed by July 2003 for a total project cost of \$ 2,131,196, as outlined in the Budget Implications portion of this report;
2. Approve a withdrawal of \$348,196 from the Capital Reserve Pool (Crespool) and \$433,000 from the Capital Surplus Account Q103 to be used to fund the double size Artificial Field on the Halifax Mainland Common;
3. Staff secure a letter of commitment from Soccer Nova Scotia for \$ 150,000 as a condition for this project to proceed; and
4. Staff undertake a review of the capital planning process used to scope the artificial turf project, with a view to making future improvements to the capital budget planning and implementation process.

BACKGROUND

Regional Council adopted an Athletic Field Servicing Strategy - Halifax Regional Municipality in January of 1999. That strategy laid out a combination of capital and operational initiatives that would help to improve the quality and conditions of athletic fields within HRM. One of these initiatives was the development of artificial turf facilities to provide a consistently high level of playing fields for users and assist in hosting eastern and national level amateur sporting events.

Approved Capital Budget

In the 2002/03 capital budget, Regional Council approved a 2.4 million dollar expenditure. The funding for CPC00678 New Sports Field Development was as follows;

Sale of Land Account	\$1,000,000*
Infrastructure Program	800,000
NS Dept of Education	200,000
Debt Funding	400,000
<hr/>	
Total	\$2,400,000

**Sale proceeds from the disposal of the Halifax West School property. Indicative gross proceeds initially were in the range of \$ 2.1M. Staff are currently undertaking a process to rezone the property in preparing the asset for market. At this point it is likely the proceeds from an eventual sale will be less than expected.*

This funding represented a commitment by council to begin the field program. Funding and scope of the entire project was not detailed. It was made clear during budget deliberations that costs for fields were indicative costs supplied by the industry for a single size field (similar to St. Marys University field) with basic amenities. They did not include additional amenities, site development and any land costs that might be necessary for the fields. Staff would better define project scope and costs though an RFP process. At budget deliberations and subsequent staff updates to Regional Council there were discussions indicating that the entire project may be required to span multiple budget years. Staff committed to also explore other funding sources.

DISCUSSION

Request for Proposals

In July of 2002, staff issued a Request for Proposals (RFP) for two artificial fields. The intent of the RFP was to;

- obtain from the market competitive costing information for the artificial fields
- develop cost benefit analysis for different field sizes and configurations
- choose a product and firm to design and build an artificial field program as determined by HRM.

Three companies responded:

- Dexter Construction Ltd.
- Ocean Construction Ltd.
- Turfmasters Landscaping Ltd.

The RFP requested detailed proposals on a field to be constructed on the Mainland Common. It also requested costing for a basic field in Dartmouth to be built on a yet to be determined location.

Proponents were required to provide costing for two different size artificial surfaces which HRM wished to consider; a single field similar in size to Saint Marys' Huskie Field and a double field similar to Dalhousie's Wickwire Field.

An Evaluation Team consisting of representatives from Soccer Nova Scotia, Engineering and Works and Parks and Open Spaces, facilitated by Procurement, determined that two proponents, who excelled in the scoring process, were in a tie score situation and recommended that both proponents be given another opportunity to provide a cost proposal based upon a revised scope of work. A revised scope of work was issued in November 2002 which included the basic requirements for the artificial field. It did not include additional amenities due to budget considerations. Separate tenders for the additional amenities will be called when required.

The following outlines the Basic Field Requirements requested in the subsequent RFP:

- Sub-grade preparation
- Base and playing surface
- Apron
- Lighting (field)
- Scoreboard
- Field Equipment (goals, etc)
- Security Fencing

The proposals were evaluated based on the following criteria and as detailed on the attached Appendix A - Summary of Evaluation Criteria:

- Technical Product Performance
- Warranty
- Expertise of Firm
- Implementation Plan
- Training/Service Plan
- Costs

A delegation of representatives of the evaluation team conducted out-of-province site visits for the three proponents.

The evaluation team concluded that Turfmasters was the highest ranking proponent who best met the Terms of Reference and therefore, recommended that Turfmasters be awarded the work based on an estimated cost of \$1,978,360.

Project Costs

Costs of the project break down as follows;

Mainland Common Field		
	Single Size Field	Double Size Field
Basic Field Requirements	\$1,503,130	\$1,978,360
Gravel Parking Lot	\$50,000	\$ 50,000
Misc Costs (Inspection, quality control, testing)	\$ 102,836	\$ 102,836
Total Project Costs	\$1,655,966	*\$2,131,196

*Recommended Proposal

Dartmouth Field	
	Single Size Field
Basic Field Requirements	\$1,503,130
Land Costs, Site Preparation, and Misc Costs	\$953,313
Total Project Costs	\$2,456,443

At this present time, it would be difficult for HRM to afford a total turn-key package with all the amenities for the artificial surface. Staff feel that the most cost beneficial approach would be to deliver the basic field requirements of a double size field for the Mainland Common at \$2,131,196 as stipulated in the Budget Implications portion of the report. Additional amenities including paved parking, walkways and seating could be delivered in later phases. Again, the approach with the Dartmouth field should be to initially develop a basic field with additional amenities to follow. It should also be noted that the artificial turf will have additional uses over and above soccer.

Original estimates presented to Council indicated a single size field would cost approximately \$1,200,000 for a basic field. The basic single field requirements came in at approximately \$1,200,000. However, through the review process an additional allowance was made for site preparation, which is reflected in the current costs, as well as an allowance for a gravelled parking area, and other miscellaneous costs.

The higher costs for the Dartmouth field include allowances for land acquisition, land preparation costs and servicing, which for the Halifax Field, were already realized through the previous development of the Mainland Common. These costs may vary depending upon the final site which is chosen for the Dartmouth field.

The target date for opening of the Mainland Common field is July 2003, three months in advance of the Under 14 Soccer National Tournament.

BUDGET IMPLICATIONS

Funding

Currently HRM has the following funding available towards the artificial field project

<i>Mainland Common Field</i> CPC00678 New Sports Field Development:	
Sale of Land Account	\$1,000,000
<u>Provincial Department of Education</u>	<u>\$ 200,000</u>
Total Revised Funding Available	\$1,200,000**

** \$800,000 Federal/Provincial Infrastructure Funding is unrealized to date.

<i>Dartmouth Field</i>	
<u>HRM 2002/2003 Approved Capital Budget Debt</u>	<u>\$ 400,000</u>
Total	\$ 400,000

This leaves a funding shortfall of \$408,443 for a single field, or a shortfall of \$931,196 for a double field, on the Mainland Common. The shortfall, for the double field, could be funded through Crespool and the Capital Surplus Account if approved by Council. Staff of Financial Services has confirmed the availability of funds for this use, upon Council approval.

Based on information gathered through the recent tender process, the cost for the proposed Dartmouth Field is estimated at \$2,456,443 for a single field. This leaves an estimated shortfall for the proposed Dartmouth field of \$2,056,443, depending on the size of the field. This shortfall could be funded through a \$100,000 grant from the Provincial Sport and Recreation Commission, future years capital budgets, and any other reserve money that may be available. It is staff's intention to bring forward as part of the 2003/04 Capital Budget process, a funding plan for the Dartmouth field. Since the site is still unresolved, there is still time to bring other alternatives back to Council if necessary. Decisions around the site selection will impact the overall cost of the project. Staff are continuing to look for a suitable site which would not involve or would minimize the cost of purchase. This would reduce the funds required to build the Dartmouth field.

Other Funding Sources

While the artificial fields are on the list of projects submitted to the Federal Infrastructure program, it is eighth on the list and as a recreation program is not expected to be seriously considered for multi governmental approval for several years. The Nova Scotia Sport and Recreation Commission has indicated that both the Dartmouth and Halifax fields would be candidates for Recreation Facilities Development Grants of up to \$100,000.00 each. These applications are not submitted until February and decisions are not made until spring. Staff have not included this as a funding source for the Mainland Common Field as the staff recommended award cannot be dependent upon yet to be secured funding. The Dartmouth field funding does provide for a grant. Staff will be applying for these grants in the appropriate years. Staff are also exploring possible funding through the Strategic Community Investment Fund (SCIF) with ACOA.

The Soccer community has offered to partner with HRM to offset the extra cost of a double size field. Through Soccer Nova Scotia, the local clubs have offered \$150,000 for both the Mainland Common field and Dartmouth field. These funds are tied to a double field. HRM staff have met that offer with a commitment to lower access fees for a double field to \$70 per hour (\$35 per field). The soccer community has also offered to partner on the irrigation of natural fields in HRM after viewing the results of the pilot program at Met Field.

Field Operations

An artificial field will attract user fees. Discussions with club and league executives regarding HRM artificial surfaces have always involved user fees. Based on a user fee competitive with field rentals at Saint Mary's and Dalhousie, a reasonable user fee schedule of \$70 for a single field and \$70 - \$80 per hour for a double field. This could generate an annual revenue in the range of \$117,000 for a double field.

These revenues could be used for one or a combination of two purposes -

- 1) To offset maintenance costs incurred by the facility (\$35,000 per year). These costs include administration, security and reconfiguring the facility for tournaments and different field sports.
- 2) To create a reserve - This reserve could be created to fund future renewals of the surface, additional amenities associated with the fields or to help fund the Dartmouth field. It should be noted that reserves cannot be utilized until the fees are actually collected.

Staff have had discussions with Soccer Nova Scotia, who operate the adjacent Mainland Common indoor soccer facility, regarding the possibility of their involvement in the operation of this field. The possibilities may range from simple housing of Municipal staff and equipment in support of the field to a full management agreement which would see both facilities operated under Soccer Nova Scotia.

Staff will bring back a report to Regional Council with recommendations around the use of these revenues and any management arrangements at a future date.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating and Capital and budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation. If approved, this will increase the 2002/2003 Reserve Budget withdrawals.

ALTERNATIVES

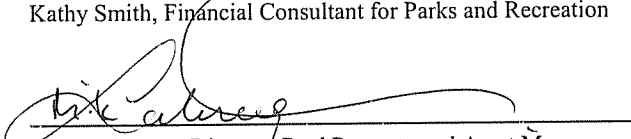
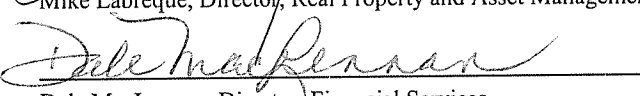
Council could instruct staff to proceed with the planning of a single field at the Mainland Common. While a single field is an improvement over the present situation, an examination of similar facilities in other municipalities, consultation with the sporting community and an examination of HRM's present ability to host tournaments supports development of a double size facility.

ATTACHMENTS

- A - Field size Comparison
- B - Proposal Scoring Table

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Jim Naugler, Co-ordinator, Real Property and Asset Management
Peter Bigelow, Manager, Real Property Planning, Real Property and Asset Management
Kathy Smith, Financial Consultant for Parks and Recreation

Report Approved by: 
Mike Labreque, Director, Real Property and Asset Management

Dale MacLennan, Director, Financial Services

Comparison of Single Size and Double Size Artificial Fields

Field Size and Configuration

Staff considered two sizes of fields in their examination of suitable artificial surfaces for HRM ; a **double field** measuring 165 yards X 120 yards/ 150 metres X 110 metres and a **single field** measuring 165 yards X 80 yards / 150 metres X 73 metres .

The single field is capable of accommodating regulation Canadian football, regulation rugby, and International soccer as well as all the standard age class and local soccer.

The double field is capable of accommodating regulation Canadian football, regulation rugby, international soccer as well as all the standard age class and local soccer along its length. The double field is also wide enough to provide two full size fields side by side and placed crosswise. Cross field play can be utilized by local level soccer, ultimate frisbee, touch football, and possibly minor football. This represents approximately 85% of HRM users.

Benefits

There are several benefits to building a double field rather than a single field.

Greater Use and Dependability - A single field would provide 1500 hours of game time per year while a double field would provide 2700 hours of game time. This is a 80% increase in usable time for a 30 % increase in cost over a single size field based on the costs associated with the Mainland Common facility.

Increased Ability to Host Regional and National Tournaments.- A double field would allow tournament soccer play with the final of major tournaments to be played on the length of the field to maximize spectators. It would also be capable of being a training and clinic site for local, provincial and national teams.

Benefit to Overall Field Strategy - A double field would mean between six and eight of HRM's natural turf fields can be rested/rehabilitated in an effort to maintain them at a higher standard. This would allow HRM staff to close fields with minimal interruption to the sport community to allow for installation of irrigation systems, fertilizing, aerating, overseeding, and topdressing in an effort to improve the quality of HRM's natural turf surfaces.

A smaller size field (165 yards X 80 yards) will be able to accommodate a number of usages similar to a large field. However, the cross field play for most games of high school age and older will not be available. Some sports would be able to modify their field dimensions to allow them to play cross field but this would mainly be the lower age groupings. Only three to four natural grass fields will be able to be rested with a single size field.

Proposal Evaluation Table
RFP#02-079 All-Weather Turf Facilities

APPENDIX B HALIFAX REGIONAL MUNICIPALITY RFP #02-079 All-Weather Turf Facilities SUMMARY OF PROPOSAL EVALUATION				
CRITERIA	MAX. SCORE	SUBMISSION		
		DEXTER	TURFMASTERS **	
1.0 Expertise a) technical proficiency b) product performance/testing results	30	30	30	
2.0 Warranty(system and equipment) a)length b)extended c)quality d)signed by manufacturer	20	11	13	
3.0 Expertise of Firm a) relevant experience b) recent experiences d) relationship with manufacturer	20	16.5	18.5	
4.0 Implementation a) implementation plan and design/construction delivery schedule	5	5	5	
5.0 Training/Service a) maintenance plan b) training plan c) service plan	5	5	2	
6. Cost/Financial a) total project price/alternative financial arrangements b) associated costs c) individual costs	20	17	20	
		2,285,000.00	1,978,360.00	
TOTAL	100	84.5	88.5	
** Recommended Proponent				
RANKING		2	1	