

# COUNCIL REPORT

Report No. ADM 29-2007 Regular Council

Date: March 29, 2007 File No: 1220-20/1063

To: Mayor and Council

From: Gary Guthrie, City Manager

Mark Taylor, Director, Parks, Recreation and Culture

Dan Bottrill, Director, Corporate Services

Subject: Award Construction Contract for Plan 'A' Projects

# **RECOMMENDATIONS:**

1. THAT Report No. ADM 29-2007 dated March 29, 2007, from the City Manager; Director, Parks, Recreation and Culture; and Director, Corporate Services, regarding the Awarding of Construction Contract Plan 'A' Projects, be received;

- 2. THAT a construction contract be awarded to:
  - a) PCL Contractors Westcoast Inc. ("PCL") in the amount of \$77,844,933 to construct the Entertainment and Sports, Community Centre, and Cultural Centre; or
  - b) PCL Contractors Westcoast Inc. ("PCL") in the amount of \$26,675,433 to construct the Community Centre and Cultural Centre and
- 3. THAT the Mayor and Corporate Officer be authorized to execute the contract documents.

## BACKGROUND

Council at its meeting held on December 4, 2006 approved a recommended short list of proponents for Stage 2 of the Design Build Process for Plan 'A' projects. Stage 2 Requests for Proposals ("RFP") were issued on December 18, 2006. Three addenda were issued during the RFP period for each project. The closing date and time was established as 4:30 pm Friday, March 2, 2007.

Three proponents withdrew from the Entertainment and Sports Centre project. Council at its meeting held on February 19, 2007 approved the recommendation to terminate the RFP process for the Entertainment and Sports Centre and commence negotiations with the remaining proponent, PCL Contractors Westcoast Inc ("PCL").

The proponents for the Community Centre and Cultural Centre continued with the RFP process. All proposals, including the PCL Entertainment and Sports Centre proposal, were received before the closing date and time.

# **ANALYSIS**

The evaluation process commenced immediately after receipt of proposals. An Evaluation Committee was struck with two working teams: one technical; one financial. The Evaluation Committee consisted of the City Manager; Director, Parks Recreation and Culture; Director, Corporate Services; Director, Development Services; Purchasing and Risk Manager; and MHPM consultants. The Director, Corporate Services led the Financial Team and the Director, Parks, Recreation and Culture led the Technical Team. There were 14 City staff, from the Development Services; Parks, Recreation and Culture; Corporate Services; and Engineering Departments, involved in the evaluation process.

Points were assigned by both teams in accordance with the RFP. These points were tabulated by MHPM Project Managers Inc., which the City hired to manage, control and administer the projects.

The Design Build Proposal documents were initially reviewed by the Purchasing and Risk Manager and MHPM to confirm the proponent proposals were completed in accordance with the requirements of the RFP. After this preliminary check, the proposals were then distributed to City staff for review.

The financial information was controlled by the Director, Corporate Services. The technical design information was provided to the Director, Development Services, and the Director, Parks Recreation and Culture, who distributed it to staff performing the technical evaluation of the packages. All proposals were found compliant in the "pass/fail" initial review contained in the RFP.

The Financial and Technical Teams prepared an independent analysis, in their area of expertise, without seeing the other team's information. From the preliminary reviews a series of questions were prepared and sent to the proponents in preparation for a formal presentation of their proposal. Each proponent for the Cultural Centre and the Community Centre made a formal presentation to the Evaluation Committee. A subsequent staff meeting was held for each project to finalize the rankings based on the team assessments and proponent presentations. MHPM collated the results as summarized below.

The financial portion of each proposal received points calculated from the formula below. The lowest cost proposal received a maximum of 60 points with higher priced proposals receiving lesser points. Staff evaluated each proposal to ensure that the financial components were comparable amongst proponents.

The qualitative (technical) evaluation was a comparative assessment of each proposal. The maximum available points are 40 and scores were allocated against predetermined evaluation criteria (Appendix C). The Technical Team allocated points in each category on a proportional basis such that the proponent's design, which demonstrated the

highest value, received the most points. The remaining proponents were allocated lesser points in the category based the quality of their submissions. Where there were no discernable differences between proponents in a specific evaluation category, all proponents received the same points in that category.

Pages six (6) to 10 of this report briefly summarize each proposal. Staff will present these in more detail during Council's deliberation of this report.

The following is a summary of calculated financial and qualitative point allocations:

## **Evaluation Results**

#### COMMUNITY CENTRE

	Maximum	PCL	Giffels	Norson	Comment
	Points	Contractors	Design Build	Construction	
		Westcoast Inc.	Inc.	Ltd.	
Financial	60	48	46	60	0
Technical	40	35	33	14	
Total Point					
Allocation	100	83	79	74	

• The Norson Construction Ltd., proposal was substantially less costly than the other proposals. It included an alternate parking plan, which used part of an existing playing field and did not require the parkade funding. Norson received the maximum points under the financial area.

# **CULTURAL CENTRE**

	Maximum	PCL	Scott	Wales	Comment
	Points	Contractors	Construction	McLelland	
		Westcoast Inc.	Group	Construction	
Financial	60	60	51	59	
Technical	40	34	25	34	
Total Point					
Allocation	100	94	76	93	

# **ENTERTAINMENT and SPORTS CENTRE**

The Evaluation Committee reviewed and confirmed PCL's proposal for technical compliance with the spirit and intent of the RFP. Since PCL was the only proponent to submit a proposal for the Entertainment and Sport Centre, an independent study of PCL's proposal was conducted by SS+A Quantity Surveyor Services, which was retained by MHPM Project Managers Inc., to confirm that PCL's proposal was consistent with current industry practices and market pricing of construction materials and labour. The study was completed and confirms that PCL's proposal is consistent in both regards.

## The RFP states:

"All submissions received in response to this RFP will be evaluated and the Proponent judged by the City to have the "best overall Proposal" will be selected as the Preferred Proponent to enter into negotiations leading to a Contract with the City for this Project."

Staff completed their evaluations. PCL scored highest on the Community Centre and Cultural Centre proposals, and was the lone proponent for the Entertainment and Sports Centre. Council at its meeting held on March 26, 2007 approved the recommendation that PCL be name the Preferred Proponent for all Plan 'A' projects and that staff work with PCL to clarify and finalize the design, technical and financial components of each proposal.

Staff met with PCL on March 27, 2007 and participated in several telephone conference calls which included Global Spectrum, the City's operator of the Entertainment and Sports Centre. The objective was to review project requirements, excluded items and other issues to ensure that each project proposal included everything necessary to open a finished and complete facility within the target timeframe. The total project budgets were adjusted downwards by \$1,026,000 to reflect these changes.

## **BUDGET**

The RFP included in Section 1.3 the following:

"In addition to the evaluation criteria and selection process for each project, the City reserves the right to award the contract for each project taking into account any benefit that might accrue to the City from one proponent being awarded two or all three projects."

PCL indicated that if it was awarded all three projects that it would reduce the total cost of the three projects by \$2,004,500. The sum of its original three proposals was \$80,875,433. With the cost reduction of \$2,004,500 and the savings of \$1,026,000 discussed above, the net contract amount for PCL is \$77,844,933.

APPENDIX A includes the above amounts and a list by each project of other amounts necessary to complete each project. As indicated in the appendix, the City would need to identify an additional \$1,251,688 to complete all three projects, including a contingency of \$5.4M. Staff will discuss potential funding options to address this shortfall with the Audit and Finance Committee at its meeting on April 2, 2007. The Committee may be in a position to present a funding solution to Council when this report is deliberated.

PCL also indicated that if it was awarded only the Cultural Centre and Community Centre projects it would reduce the total project costs by \$500,000

APPENDIX B includes the above amounts and a list by each project of other amounts necessary to complete each project. As indicated in the appendix, the City has already identified the needed funding to proceed with these two projects.

Also included in APPENDIX A and APPENDIX B is a listing of funding sources the City could use to fund these projects.

The Entertainment and Sports Centre cost exceeds the estimated amounts due to increases in construction costs which occurred from the time of the estimates until PCL received final costing information.

## SUMMARY

Stage 2 Request for Proposals (RFP) was completed. Staff evaluated each proposal in accordance with predetermined criteria contained in the RFP and allocated points consistent with the financial formula and a qualitative assessment for technical suitability.

PCL Contractors Westcoast Inc. (PCL) scored highest in the Culture Centre and Community Centre proposals. In addition, PCL was the only remaining proponent to submit a proposal for the Entertainment and Sports Centre. PCL was named the Preferred Proponent for all Plan 'A' projects and staff reviewed in detail its proposals to clarify and finalize the design, technical and financial components.

The adjusted cost of the PCL proposal for all three Plan A projects is \$77,844,933. Additional cost related to DCC's, City fees, road improvements, items not included in the PCL proposal and on, as listed in APPENDIX A, brings the total to \$108,601,688. This results in \$1,251,688 unfunded.

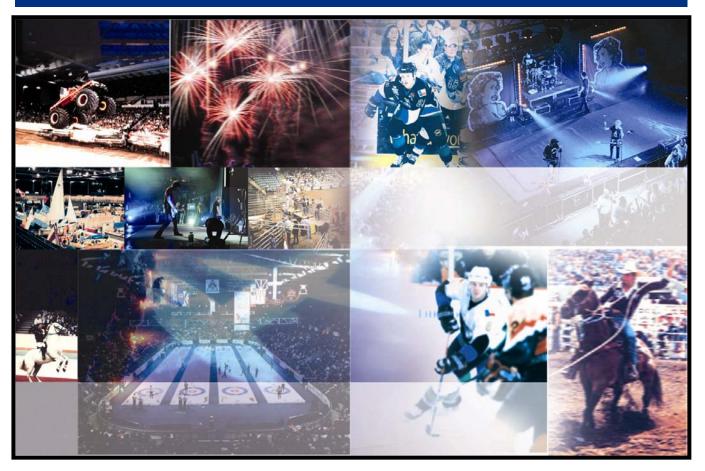
The Audit and Finance Committee at its meeting on April 2, 2007 will have an opportunity to review possible alternative funding solutions. The Committee may be in a position to present a funding solution to Council when this report is deliberated later in the day. Without knowing if the Committee can identify alternative funding sources, staff is unable to recommend, at this time, that PCL be awarded the construction contract for all three projects.

Should additional funding not be identified for the Entertainment and Sports Centre, staff recommends that PCL be awarded the construction contract for the Cultural Centre and Community Centre.

Dan Bottrill, CA	Mark Taylor
Director, Corporate Services	Director, Parks, Recreation and Culture
Gary Guthrie	
City Manager	

# Abbotsford Entertainment and Sports Centre - PCL

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## **OVERVIEW:**

The entertainment and sports centre will stimulate and energize the community, foster a significant sense of pride and contribute greatly to Abbotsford's economic base. The facility will be the largest single indoor spectator space in the Fraser Valley, bringing together the community to enjoy large entertainment events. It will also enhance the activities of UCFV.

# Design:

The PCL/PBK design and construction group understands the business of entertainment and sports centres, and developed a design that balances the business needs of the facility with community expectations.

#### **Exterior:**

The exterior materials have been selected based on durability and sustainability. The components are constructed of cast-in-place concrete, hardy plank siding, metal panels, glazing in clear anodized aluminum framing.

The interior materials are a rich combination of durable finishes that provide a subtle backdrop to the lively and animated events which will take place within the facility.

# **Entry/Corridor:**

Visitors enter the concourse off the main Lobby on the east side of the building and can circulate completely around the building.

#### Seating:

7,000 general seats, expandable to 8,500

200 club seats

12 loge boxes

20 private suites

2 party suites

# **AMENITIES:**

## **Box Office:**

The Box Office is located to the north of the main entrance and is both highly visible and convenient.

The design includes six ticket windows, one advanced ticket window, work area.

## **Guest Services**

A Suites Entry is on the south side of the main east entry. In addition there's is a large open space directly upon entering the main Concourse that can be used for Guest Services.

#### **Concessions:**

Fixed concessions have been designed to accommodate 175 patrons per Point of Sale cash register.

#### Washrooms:

Public washrooms are distributed evenly around the Concourse.

One family washroom is provided close to the entry of the building.

#### First Aid:

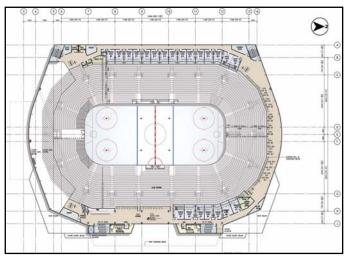
A first aid room has been provided on the main concourse level south of the main entry.

# Abbotsford Entertainment and Sports Centre – PCL

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**EXTERIOR VIEW** 



SUITES LEVEL



**ENTERTAINMENT VENUE** 

# **Building:**

The Building Administration component is located directly adjacent to the Operations Offices.

## Star/Referee's Dressing Room:

Two Star/Referee's dressing rooms have been provided at the south end of the building, appropriately separated from the player's dressing rooms.

The location makes them ideal small dressing rooms for visiting entertainers. These dressing rooms include a washroom and shower area.

# **Dressing Rooms:**

Four community-oriented dressing rooms have been provided as part of this design.

#### Press/Radio Suites:

The radio suite is two separate broadcast booths to allow for both home team and visitor broadcasting.

## **OPERATIONS:**

## **Operations Centre:**

An operations centre is located directly west of the loading dock. This area includes ten offices, a washroom, and staff locker room.

## Storage:

There is a large storage space at the north end of the event level for storing chairs, tables, and dry floor

# Ice Resurfacing Machines:

The room has been sized for two ice resurfacing units and includes a large snow-melt pit.

# Kitchen:

A main kitchen has been provided on the event level close to the main elevator servicing both the concourse and suites level.

# Workshop:

A workshop has been provided directly adjacent to the marshalling area at the south end of the building.

## Marshalling Area:

A large marshalling area has been provided at the south end of the building allowing for multiple vehicles loading an event simultaneously.

# **Loading Docks:**

The loading dock area provides for two adjustable locking docks, space for a garbage compactor adjacent to the trash room, and direct drive-on access for highway vehicles.

# **COMMUNITY CENTRE: PCL**

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# **COMMUNITY CENTRE: PCL**

Page 2





# **Specifications:**

- 59,000 square feet
- 150 metre track, 2.4 metres wide, 2 lanes
- 2 storey facility
- central entrance
- completion August 2008
- underground parking

# **Advantages:**

- Design attempts to match roof line to arena roof
- Pleasing open entrance with outside courtyard
- Meets program requirements
- Open running track around gym
- Open air underground parking provides easy access to front door
- High quality heating and ventilation
- Geothermal energy
- LEED equivalency

# **Disadvantages:**

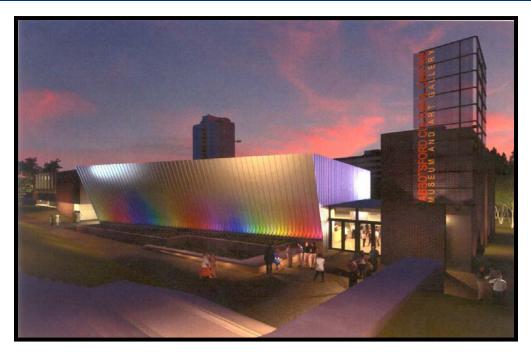
- No hardwood floor in gymnasium
- No janitorial room on second floor
- Inside lobby design could be improved

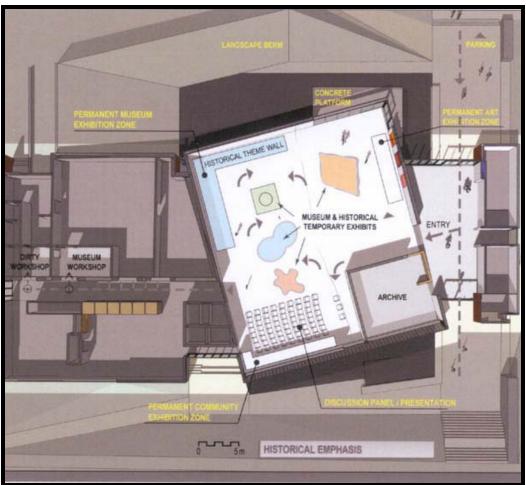
# **Overall:**

- Excellent design that exceeded the requirements of the program study.
- Underground parking with open air on two sides a positive feature to allow people to park close to the entrance and be protected on inclement days.

# CULTURAL CENTRE: PCL

Page 1

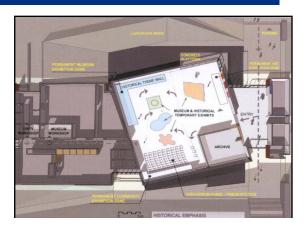




# **CULTURAL CENTRE: PCL**

Page 2





# **Specifications:**

- 19,993 Square feet
- Exhibit spaces combined in to one great hall
- Exhibit designers: David Jensen
- · Located towards MCA
- May 2008 completion

# **Advantages:**

- Good positioning and design of main entrance
- Excellent well designed and programmed building
- Flexible interior spaces
- 6,000 sq ft great hall concept provides for the ultimate in flexible exhibit design
- Good participant circulation design
- Good mechanical and maintenance features
- LEED equivalent design
- Proposed use of Geothermal energy

# **Disadvantages:**

- Two storey building
- Great hall concept may not be appreciated by traditional arts and heritage staff
- Dedicated museum and art gallery exhibit spaces need to be more generous

# **Overall:**

- Excellent design that meets the needs of the program, and is visually appealing from the outside
- Good parking design
- Good use of new and old in exterior design
- Would be nice to be closer to spa