

City of Portland
Office of Management and Finance

May 14, 2015

2014 Providence Park Turf Disposition Summary

Background

The artificial turf at Providence Park was replaced between December 2013 and February 2014. This was the first turf replacement since new turf was installed as part of the major renovations to accommodate Major League Soccer at the stadium in 2010-11.

Of the approximately 90,000 square feet of turf material removed for replacement, a small amount was rendered unusable. Though more typically recycled, the remaining material was able to be removed and reused in a variety of indoor and outdoor recreational applications.

City Commissioners expressed a desire to extend the life of the City's investment in the artificial turf by donating the used material to public agencies and youth-oriented non-profit organizations for re-use elsewhere in the community.

Process

As this was the first soccer turf replacement project, there was no established process to follow for disposition of this specific City property. City Code requires Council action through an Ordinance for certain types of disposal options (see City Code 5.36.010, Disposition of Surplus Property). In particular, donation of assets with an individual or aggregate value of over \$5,000 must be approved by the City Council, by ordinance.

It is difficult to put a specific current market value on the used turf given the extremely limited market for used turf and the many challenges involved in reusing it. These challenges include:

- **Transportation and handling costs:** The turf system has two primary components: the synthetic fiber "grass", and the fill mixture of sand and rubber pellets. In a new turf installation, the fibers are installed first, and the fill material is added in subsequent steps. When the turf is removed, the materials are not separated. This means that the turf is very heavy and contributes to significant transportation and storage costs. Handling the rolls of used turf requires heavy equipment adding costs to reusing it. At approximately 8,000 pounds each, the 123 rolls of turf removed from Providence Park had a combined weight of close to 1 million pounds.
- **Installation challenges:** depending on the application, significant work may be required to prepare a surface to receive the turf, and professional installation may be needed.

- Lack of warrantee: unlike new turf, the used turf comes with no guarantees whatsoever. This is a major consideration for community organizations and agencies investing significant resources in projects to reuse the turf.

However, despite these many challenges, because the turf being removed from Providence Park is in relatively good condition, a representative from the manufacturer of the turf suggested it has an approximate value of \$1.00 per square foot. That figure represents an aggregate value of approximately \$90,000 for the entire amount of used turf.

In consultation with the Portland Timbers and City Commissioners' offices, the City's Spectator Facilities staff identified government agencies and community organizations interested in receiving donations of used turf and arranged for the delivery or pick up of materials. This had to be done quickly because of the short window between event seasons at Providence Park and the challenges with arranging for storage of the used turf. At the time, there was an understanding that OMF would bring an ordinance back to Council after the disposition process to both establish a process for disposition of used turf generated from future replacement projects and to accept the results of the 2014 process.

Included below is the full list of agencies and organizations that received used turf from the City of Portland and Portland Timbers in 2014.

2014 Turf Recipients

Public Agencies	Approx. sq. ft.	Notes
City of Portland Parks, Todd Lofgren	8,250	Installed at Montavilla Park "Portland Timbers Field" outdoor futsal field.
Oregon City HS Baseball, Greg Lord Head Baseball Coach	24,000	Installed at Oregon City HS Athletic Center, some left-over material donated to other HS sports programs.
Canby High School, Mike Higgins Head Softball Coach	4,500	Installed at Canby HS Batting Cages.
Total Material Transferred to Public Agencies	36,750	

Non-Profit Organizations	Approx. sq. ft.	Notes
Riverside-Wilshire Little League, Wade Siegel	15,750	To be installed for baseball at 3061 NE Riverside Way in Northeast Portland.
Tigard Blast Fastpitch Softball, Grant Olson	12,000	Used in a practice facility until lease lost, then donated to local schools.
Camas Little League, Kent Broadbent	24,000	To be installed at a local Camas Park for little league.
Total Material Donated to Community Non-profit Organizations	51,750	

Recycled	Approx. sq. ft.	Notes
Portland Timbers Ken Puckett	3,750 (unusable material)	Recycled for coasters.
Total Material Recycled	3,750	

Turf Disposition Procedure Recommendations:

The 2014 donation effort provided a useful opportunity to learn about the realities of donating and reusing artificial turf. Staff continues to communicate with the recipients of the materials to assess the impact of the donation effort and make the process more efficient and effective in the future. Below are several recommendations to incorporate in a future turf disposition process:

1. **Publicize the opportunity in advance.** Many organizations in the region are interested in installing used turf. Publicizing the opportunity several months in advance will increase the chances of finding qualified recipients who can make full use of the turf and provide interested organizations the necessary lead time to plan for transportation, storage and installation.
2. **Provide a FAQ document for interested recipients.** Inform potential recipients of potential costs of installation, storage, and transportation of turf. Explain the selection process.
3. **Develop a simple application.** Include basic requirements for qualification (public or non-profit organizations, financial capability, site identified with necessary permissions, etc.)
4. **Require written confirmation of the donation from recipients.** Include indemnification language for the City and highlight limitations of installing used turf (no warranty, etc.)

Staff Contact:

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OMF- ##. ## - DISPOSITION OF USED TURF FROM CITY-OWNED SPECTATOR FACILITIES

Draft Administrative Rule to be adopted by Office of Management and Finance Pursuant to Rule-Making Authority

Purpose / Scope

This administrative rule outlines the process for disposition of used artificial turf from City-owned spectator facilities. In spectator facilities, turf may be replaced while it still retains significant useful life for applications with less stringent performance requirements. This rule reflects the City's desire to dispose of the turf in a socially responsible and environmentally sound manner, with a preference to see the turf reused first by other City bureaus, and then other governmental agencies, in community and youth-oriented applications.

Artificial turf that is being replaced in City-owned spectator facilities may be disposed of, regardless of current market value, at the discretion of the Chief Administrative Officer (CAO) according to the guidance provided by this rule.

Policy

1. Donation to other public agencies or non-profit community organizations. This is the preferred method of turf disposal.

a) Eligible Recipients

Potential recipients of used turf will be considered according to the following general priority. However, the CAO has the authority to deviate from this priority based on the additional considerations included in this rule.

1. City of Portland bureaus and agencies
2. Public agencies based in Portland
3. Non-profit youth-oriented organizations based in Portland
4. Public agencies based outside Portland
5. Non-profit youth-oriented organizations based outside Portland

b) Criteria for Eligibility

To be considered for receiving used turf, applicants must:

1. Demonstrate a reasonable likelihood they will be able to install and use the turf within a reasonable period. This includes financial capability and confirmed location availability.
2. Demonstrate the ability to arrange and pay for transport of donated turf from the project or storage location to the installation site or storage location on

schedule as required by the turf replacement project at the City's spectator facility.

3. Agree to hold harmless, defend and indemnify the City from any claims arising from the use or receipt of the turf or other materials.

In addition, the CAO may consider the amount of turf requested by various organizations, and depending on their needs, award all the reusable turf to a single entity or any number of individual entities.

2. **Recycling.** The CAO is authorized to arrange for recycling of some or all the turf if any of the following situations occur:

- a) The material is **damaged** and not reusable.
- b) Qualified **recipients cannot be identified** for available turf within a reasonable amount of time.
- c) The **net environmental, social, economic, and energy benefit** of recycling the turf is greater than reusing it.

3. **Process**

Prior to a turf replacement project, the Office of the CAO will advertise the opportunity to apply for a used turf donation to City and community agencies and non-profit organizations. Applicants will fill out an application form to indicate their interest and explain their proposals. Using the criteria established above, the CAO will determine the best donation/disposal strategy. The successful recipients will be notified in advance of the spectator facility turf replacement project. The Office of the CAO will provide a summary of any turf disposition process to the City Council within 12 months of the replacement project.

Related Policies

Portland City Code Section 5.36.010 Disposition of Surplus Property

History

Ordinance No. _____ adopted by the City Council on _____ amended City Code Section 5.36.010 Disposition of Surplus Property to grant authority to donate or recycle artificial turf to the CAO.

Pursuant to rulemaking authority, the CAO established this rule on _____.