

**BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT**

FOR THE PURPOSE OF APPROVING) A REQUEST FOR PROPOSAL TO CONDUCT) AN ANALYSIS FOR WASHINGTON COUNTY) SYSTEM ALTERNATIVES AND) ESTABLISHING POLICY DIRECTION FOR) THE ANALYSIS)	RESOLUTION NO. 90-1250-A Introduced by Rena Cusma Executive Officer
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WHEREAS, In October, 1988 Metro adopted the Regional Solid Waste Management Plan (RSWMP); and

WHEREAS, Policy 16.0 of the RSWMP provides for the development of local government solutions in establishing the regional solid waste system; and

WHEREAS, In October, 1989 Metro adopted Resolution No. 89-1156 which identified a process and timeline for development of the Washington County Solid Waste System as a local government solution to the RSWMP; and

WHEREAS, a need for consultant services has been identified to complete the technical analysis on the Washington County System plan; and

WHEREAS, a need for policy direction on the timing of conducting a private/public ownership analysis has been identified, now, therefore,

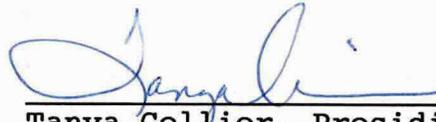
BE IT RESOLVED:

1. That the Council of the Metropolitan Service District approves the issuance of the Request For Proposal (Exhibit A) for engineering financial and economic services to conduct the technical analysis for development of the Washington County System Plan.

2. That the Council pursuant to Metro Code 2.04.0336 waives the requirement of Council approval of this contract and authorizes the Executive Officer to execute a contract consistent with the most responsive proposal determined by the Executive Officer consistent with the RFP for the purpose of expediting the decision process in order to begin the technical analysis by June, 1990 and satisfying the Council's timeline for this project as established by Resolution No. 89-1156. The Executive Officer is only authorized to execute such a contract as long as the scope of work is not substantially changed from the scope of work approved by the Council and the amount of the original contract does not exceed \$160,000.

3. That the Council authorizes the private vs. public ownership analysis on the Washington System components be conducted during the planning phase and states its intention to make a decision on this issue prior to commencement of the procurement phase.

ADOPTED by the Council of the Metropolitan Service District this 10th day of May, 1990.



Tanya Collier, Presiding Officer

SOLID WASTE COMMITTEE REPORT

RESOLUTION NO. 90-1250A, FOR THE PURPOSE OF APPROVING A REQUEST FOR PROPOSALS TO CONDUCT AN ANALYSIS FOR WASHINGTON COUNTY SYSTEM ALTERNATIVES AND ESTABLISHING POLICY DIRECTION FOR ANALYSIS

Date: May 2, 1990

Presented by: Councilor
Larry Bauer

Committee Recommendation: The Solid Waste Committee voted 4 to 0 to recommend Council adoption of Resolution No. 90-1250A.

Voting: Councilors Hansen, Bauer, Buchanan and DeJardin.

Absent: Councilor Wyers. This action was taken May 1, 1990.

Committee Discussion/Issues: The Solid Waste Committee first considered Resolution No. 90-1250 on April 17, 1990. It was suggested at that time that there be more than one resolution in order to separate the actions of approving an RFP to conduct an analysis for Washington County alternatives; initiating a public versus private ownership analysis; and receiving the Washington County Solid Waste Conceptual Plan.

On May 1, 1990, the Solid Waste Committee considered Resolution No. 90-1250A and Resolution No. 90-1263. Resolution No. 90-1263 acknowledges receipt of the Washington County Solid Waste Management Concept Plan. Resolution No. 90-1250A would do the following:

1. Approve a Request for Proposals (RFP) to perform system analysis for alternative solid waste transfer, post-collection material recovery and high grade processing facilities in Washington County.
2. Initiate a public vs. private ownership analysis on the Washington County system components to be conducted during the planning phase.
3. Allow the Executive Officer to approve and enter into a contract with the successful vendor as a result of the RFP process in order to meet the schedule established by Council in Resolution No. 89-1156.

Resolution No. 90-1250A does not contain the following language that was included in Resolution No. 90-1250: "That the Council establishes the 209th/TV Highway site as appropriate to be used as a part of the "base case" system for analytical comparison of the Washington County system alternatives." The Committee indicated at the April 17, 1990, meeting that it was too restrictive. The Solid Waste Committee wants a very comprehensive analysis of system alternatives.

Request for Proposals: The scope of work described in the RFP will focus on analyzing the proposed local system options. The

capital and operational costs of the proposed local systems will be addressed. Further, a public/private ownership analysis will be conducted.

The budget to complete the tasks in the scope of work totals \$160,000.

Public vs. Private Ownership: The Regional Solid Waste Management Plan (RSWMP) requires that a public vs. private analysis be conducted to determine ownership of solid waste facilities. For Metro East Station, this analysis was conducted during the procurement process. Staff proposes, and the Solid Waste Committee concurs, that for the Washington County System this analysis be conducted during the planning process.

The Committee feels that facility ownership represents one of the most significant issues of the Washington County System. The drawback to performing the public/private analysis during the planning process is that it will be conducted on facility models rather than specific proposals. However, it is believed that enough data now exists to conduct a comparative analysis for the purpose of making a decision during the planning phase.

County Input: The Solid Waste Committee had Washington County Commissioner Steve Larrance give a summary of the work completed to-date by Washington County on the Conceptual Plan. Commissioner Larrance indicated that it has been a cooperative process. The process has worked well and he feels they are headed in the right direction and on schedule.

Committee Amendments: The Solid Waste Committee amended Resolution No. 90-1250A by adding the following language to Section 2 of the BE IT RESOLVED Section: "The Executive Officer is authorized to execute such a contract as long as the scope of work is not substantially changed from the scope of work approved by the Council and the amount of the original contract does not exceed \$160,000."

The Committee amended the RFP (Exhibit 2), page 7, sub-task 2.1, by deletion of language: [without the need for financial incentives].

The Committee asked if the contract would result in a specific recommendation regarding public vs. private ownership. Staff said that it would and that it would also include the impact on solid waste rates.

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Resolution No. 90-1250A
May 2, 1990
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There being no further questions, comments or issues, the
Committee voted unanimously to recommend Council adoption of
Resolution No. 90-1250A.

GH:RRB:pa

RRB.180

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1250-A FOR THE PURPOSE OF APPROVING A REQUEST FOR PROPOSAL TO CONDUCT AN ANALYSIS FOR WASHINGTON COUNTY SYSTEM ALTERNATIVES AND ESTABLISHING POLICY DIRECTION FOR THE ANALYSIS

DATE: May 10, 1990

Presented by: Richard Carson
Becky Crockett

PROPOSED ACTION

Adoption of Resolution No. 90-1250-A will:

1. Approve the attached RFP (Exhibit A).
2. Initiate a public vs. private ownership analysis on the Washington County system components to be conducted during the planning phase.
3. Allow the Executive Officer to approve and enter into a contract with the successful vendor as a result of the RFP process in order to meet the schedule established by the Council in adopted Resolution 89-1156.

FACTUAL BACKGROUND

The Metro Council adopted the Regional Solid Waste Management Plan (RSWMP) on October 27, 1988 which includes Policy 16.0 which states:

"The implementation of the Solid Waste Management Plan shall give priority to solutions developed at the local level that are consistent with all plan policies."

The Metro Council further adopted Resolution No. 89-1156 which established minimum standards and a process for considering local government solutions to the RSWMP. This action initiated the development of the Washington County Solid Waste System. The process adopted by the Council required that a conceptual plan be completed by March, 1990 and the necessary policy and technical analysis of the Washington County Solid Waste System be completed by September, 1990.

1. REQUEST FOR PROPOSALS (RFP):

In order to complete the technical and policy review of the Conceptual Plan, a Request for Proposals (RFP) has been developed (Exhibit A). The scope of work described in the RFP will focus on analyzing the proposed local system options

including post collection material recovery processing, high grade processing, household hazardous waste, compacting and waste transfer. The capital and operational costs of the proposed local systems will be addressed. Further, a public/private ownership analysis will be conducted including analysis of viable financing options for procurement of the Washington County facilities and resulting rate structure impact of each of the financing options.

The budget to complete the tasks in the scope of work totals \$160,000. This amount is allocated as \$60,000 to perform the technical analysis of the system options and \$100,000 for the public/private ownership, financing and rate structure analysis. The \$160,000 is identified in the proposed FY 90/91 budget. Staff proposes to issue this RFP stating that funding is contingent upon Council approval of the budget. Council is scheduled to take action on the FY 90/91 Metro budget prior to the time of signing a contract with a vendor for this project.

2. EXECUTIVE OFFICER APPROVAL OF CONTRACT

Metro Code Section 2.04.033 Council Approval of Contracts, allows the Council to waive the requirement of Council approval of the contract and authorize the Executive Officer to execute the contract subject to any conditions specified by the Council. This waiver applies to contracts that require Council approval of the contract which commits the District to expenditures not otherwise provided for in the current fiscal year at the time the contract is executed.

Staff recommends the Council authorize the Executive Officer to execute this contract for the purpose of expediting the contract process in order to begin the technical analysis by June, 1990. The Council adopted Resolution 89-1156 which states that the analysis for the Washington County plan will be conducted between April and September, 1990. Staff could not complete writing the RFP until submittal of the Washington County Concept Plan which occurred on April 4th. If Council opts to approve the contract it is expected that the technical analysis will not begin until late July. Staff will not be able to complete the technical and policy analysis on the Washington County plan in the time frame, established by the Council in Resolution 89-1156, because the work will not begin until late July, 1990.

3. PUBLIC VS. PRIVATE OWNERSHIP ANALYSIS

The RSWMP requires that a public vs. private analysis be conducted to determine ownership of solid waste facilities. For Metro East, this analysis was conducted during the procurement process. Staff proposes that for the Washington County system this analysis be conducted during the planning process.

Facility ownership represents the most significant issue related to development of the Washington County system. The Washington County Steering Committee has recommended that the analysis be done during the planning process in order that more certainty be provided for the cities, county and their haulers upon entering the procurement process.

The public vs. private analysis is a requirement of the Regional Solid Waste Management Plan. Policy 13.0 states that the purpose of the analysis is "for determining what form of facility ownership best serves the region". However, this Plan requirement must be balanced with policy 5.3 that allows for "local solid waste solutions" that "shall be integrated into the solid waste management system to the extent that they are compatible with the '[regional] system..."

The Washington County Conceptual Plan has chosen a solution that states the ownership of facilities is to be private and not public. The staff recommends that the private vs. public analysis be conducted during the planning phase, but an additional purpose should be to determine the rate differential between Metro's existing rate base and the rate needed to support the local government solution in Washington County. This analysis will answer the question raised by Policy 11.1 which states that while the [region's] base rate will remain uniform throughout the region, local solid waste management options may affect local rates."

The drawback to performing this analysis during the planning process is that it will be conducted on facility models rather than specific proposals. However, staff believes that enough data now exists to conduct a comparative analysis on this issues for the purpose of making this decision during the planning phase.

RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1250-A for the purpose of approval the Request for Proposals to conduct an analysis for Washington County system alternatives and establishing policy direction for the analysis.

Exhibit A to

Resolution No. 90-1250-A

May 10, 1990

**REQUEST FOR PROPOSALS
TO PERFORM SYSTEM ANALYSES FOR
ALTERNATIVE SOLID WASTE TRANSFER,
POST COLLECTION MATERIAL RECOVERY AND
HIGH GRADE PROCESSING FACILITIES
IN WASHINGTON COUNTY**

issued by
Metropolitan Service District
Planning and Development Department
May 10, 1990

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I. INTRODUCTION

The Planning and Development Department of the Metropolitan Service District (Metro) is requesting proposals from qualified economic and engineering consulting firms to assist Metro in performing system analyses for alternative solid waste transfer, post collection material recovery and high grade processing facilities in Washington County.

Proposals will be due no later than 5:00 p.m., PDT, June 8, 1990, at Metro's Planning and Development Department, 2000 S.W. First Avenue, Portland, Oregon. Details concerning the project and proposal are contained in this document.

II. BACKGROUND

The Portland Metropolitan Region's west wasteshed, which includes all of the urbanized portions of Washington County (land within the urban growth boundary), currently lacks adequate facilities to manage solid waste generated within the wasteshed through 2013. Based on policies contained in the Regional Solid Waste Management Plan (RSWMP) that support development of local solutions to regional solid waste needs, Metro, Washington County local governments and haulers Washington County Steering Committee) have been working together to develop a Solid Waste System Plan for the County.

The planning horizon for this project is 2013 because it is anticipated that at least a portion of the Washington County System will be operational by 1993. The operational capacity of facilities within the System Plan will be twenty years. This planning horizon is consistent with facility financing schedules, which also typically last for twenty years.

The process for developing the Solid Waste System Plan for Washington County includes two distinct stages. The first stage, completed March, 31 1990, consists of the production of a "Conceptual Solid Waste System Plan". The complete Conceptual Plan is contained in Attachment A. The Conceptual Plan contains potential solid waste facility alternatives that illustrate different methods for managing solid waste generated within Washington County.

The second stage of the planning process includes conducting a technical analysis of the facility alternatives selected in the Conceptual Plan. The selected consultant will be responsible for conducting technical analyses for the portion of the Conceptual Plan that deals primarily with solid waste transfer stations,

post collection material recovery processing and high grade waste processing. Metro will use the information derived from the technical analysis to produce a final Washington County System Plan for review by the County's Steering Committee, the regional solid waste planning committees, Metro's Council Solid Waste Committee and the Metro Council. The Metro Council is scheduled to adopt the Washington County System Plan by December, 1990.

The analysis of the transfer stations, which are to include post collection material recovery and compacting capabilities, involves determining the number of facilities that are actually needed in Washington County through 2013; estimating the capital costs of the facilities; estimating the cost of operating the facilities; and, estimating collection costs within the system.

Capital costs, operational costs and the cost of collection are the three major variables that effect the system cost for transfer facilities within the County. Two other system cost variables, the cost of transport and the cost of landfill disposal are assumed to be equal. Additionally, recommendations for a phased procurement schedule are to be developed; and, a public/private financing analysis of facility scenarios is to be performed.

The analysis of high grade processing will involve determining the number of facilities that are actually needed in Washington County through 2013; estimating the capital costs of the facilities; estimating the cost of operating the facilities; and, estimating collection costs for high grade waste routes.

In order to conduct the analyses requested in this RFP, facility operation and design assumptions about the Washington County system must first be developed. These assumptions will be developed jointly by Metro and the Washington County Steering Committee. The selected consultant will participate in finalizing these assumptions.

The budget for Tasks 1 and 2 of the Scope of Work is not to exceed \$60,000. The budget for Task 3 and 4 of the Scope of Work is not to exceed \$80,000. An additional \$20,000 has been allocated for a contingency fund for this portion of the RFP as well. Budgets submitted in response to this RFP must also contain time and materials rates for additional work tasks. The project described in the Scope of Work is contingent upon Metro Council approval of the 1990-91 fiscal year budget.

III. SCOPE OF WORK

Metro is seeking proposals from qualified economic and engineering firms to perform the tasks described in this RFP. Responses to only a portion of this RFP will not be considered. Proposers are to develop a work plan that details the proposed methodology to be used and budget per each task and sub-task identified in the Scope of Work.

Proposers are to present a work plan for the entire RFP that can be completed within a four-month time period or less. It is anticipated that the selected consultant will begin work June 1, 1990. Metro reserves the right to select part or all of a proposal for implementation.

TASK 1: ANALYSIS OF TRANSFER ALTERNATIVES AND PHASING OPTIONS.

The waste transferring system portion of the Washington County Conceptual Plan is based on two alternatives; a two transfer station system and a three-transfer station system to manage the waste that is destined for disposal at the Gilliam County Landfill and the Riverbend Landfill in Yamhill County. This task will focus on developing technical information that will help determine which transfer system is most technically and economically feasible for Washington County. All requested cost projections shall be presented as a levelized cost per ton over twenty years beginning in 1993.

Sub-task 1.1: Work with Metro staff and the Washington County Steering Committee to finalize the solid waste system operational assumptions necessary to conduct the analyses requested in the Scope of Work.

Sub-task 1.2: Determine the capital and operational costs of a privately owned transfer station for a system of two facilities and a system of three facilities.

The selected consultant shall produce a facility plan for a typical transfer station that would operate within a system of two transfer stations; and, a facility plan for a typical transfer station that would operate within a system of three transfer stations. The selected consultant shall assume that both transfer station alternatives (two transfer stations vs. three transfer stations) would manage all of the mixed solid waste generated in the County that would normally be destined for a transfer station. Both typical facilities must be designed to manage waste through 2013. The plans are to be based on the estimated through-put (tonnage estimates provided by Metro) for each single transfer station within the two alternative systems, expected functional capacity of the station for accommodating self-haul loads, performing post-collection material recovery processing and compacting waste for transfer.

With respect to the facility design, the consultant shall produce a site plan and other drawings that include, but are not limited to the following items:

- A. Recommended site size, building layout, setbacks and landscape areas;
- B. On-site vehicular circulation diagram that illustrates separate queueing and unloading areas for self haul vehicles and commercial packer trucks;
- C. Separate scale houses (operated by Metro) and tipping areas for self haul vehicles and commercial packer trucks;
- D. Material process and flow diagram for the most cost effective level of material recovery processing between twenty and thirty-percent. (The specific recovery level within the 20-30% range is to be determined by the selected consultant. It is to be assumed that "high grade" wastes will not be received and processed at transfer stations.); and,
- E. A staging area for Jack Gray's transfer trucks.

Once the alternative site plans are completed, the selected consultant shall estimate the land costs, building costs, equipment costs (compactor, material recovery processing equipment, rolling stock), site improvement cost (parking, landscaping, queueing area etc.) and operation and maintenance costs for the two transfer station systems. The cost estimation is to be based on the cumulative costs of a single typical transfer station within each alternative service area. Proposals recently received by Metro for the Metro East Transfer Station are available for estimating equipment needs and costs for compacting and post collection material recovery processing.

Sub-task 1.3: Estimate the land use and transportation impacts of siting a system of two transfer stations vs. a system of three transfer stations.

The site requirements for a transfer station for a system of two or three transfer stations were developed in sub-task 1.2. The selected consultant shall estimate the amount and availability of additional land that would be necessary to site the third transfer station in Service Area #3, contained in alternative "C" of the Concept Plan.

Traffic generation estimates for each siting alternative must also be developed. Once completed, a review of the road improvement standards for Washington County and the Cities of Beaverton, Tigard, Cornelius, Tualatin, Sherwood, Forest Grove and Hillsboro shall be completed by the selected consultant to determine what road improvement standards would be required for each transfer station within a system of two vs. three transfer stations.

Sub-task 1.4: Develop recommended service area boundaries for both transfer station alternatives.

The basis for the transfer station alternatives, contained in the Concept Plan, consists of dividing the County into "transfer station service areas". The purpose for creating these service areas is to provide a mechanism for providing predictable waste flows to proposed facilities. The service area boundaries developed for the Conceptual Plan contain approximately equal amounts of waste generation tonnage. No detailed analysis related to haul costs within the service areas has been completed.

Based on the waste generation data provided by Metro and comprehensive land use plan information available through the local governments in Washington County, develop both two and three service area boundaries that will have approximately equal waste tonnages over the twenty year planning horizon. Assumptions related to the activities of the hauling industry in Washington County, which may affect the boundaries of the hauler franchises, will be provided by Metro.

Sub-task 1.5: Estimate the collection cost for a system of two transfer stations and a system of three transfer stations.

The major components of collection cost are haul time and distance, and the operational cost of collection vehicles.

Metro will provide estimated haul time and distance data for Washington County. In order to estimate the collection cost of each transfer system alternative, the selected consultant shall work with the Washington County Haulers Association to establish an average cost per mile travelled within the County. This average should include the operational cost of the collection vehicle and labor costs, but not include disposal (tip-fee) costs.

Using the data provided by Metro and obtained from the Washington County Haulers Association as a base, the selected consultant shall perform an analysis of the cost of hauling waste to transfer stations within each alternative service area. The center of each alternative service area will serve as the destination point.

Sub-task 1.6: Determine the haul cost from the staging area to final disposal. Include the cost of necessary staging areas for a system of two vs. three transfer stations.

Based on Metro's current contract with Jack Gray Trucking to transfer waste to the Gilliam County Landfill; and, on the agreements that Metro has with the Forest Grove Transfer Station to allow waste to be transferred to the Riverbend Landfill in Yamhill County the selected consultant shall analyze the cost of hauling waste from a system of two transfer stations vs. a system of three transfer stations to the two landfills.

Sub-task 1.7: Develop recommendations for phased procurement of transfer stations.

Based on the waste generation estimates provided by Metro and the configuration of the service areas for a system of three transfer stations (established in Sub-task 1.4) the selected consultant shall analyze the facility procurement phasing options contained in the Conceptual Plan. The analysis shall focus on recommending when the first facility should become operational, when the second facility should become operational and when the third facility should become operational. The recommendation shall be based on the waste generation estimates provided by Metro; and, on an analysis of the impact to haul costs and facility operational costs of the three phasing options.

For a two transfer station system, the selected consultant recommend when each facility should become operational; and if necessary, an interim alignment for the two service areas. Again, the recommendation shall be based on the waste generation estimates provided by Metro; and, on an analysis of the impact to haul costs and facility operational costs.

Sub-task 1.8: Develop recommendations related to the economic feasibility of a system of two vs. three transfer stations.

Using the cost information developed in sub-tasks 1.2, 1.3, 1.5, 1.6 and 1.7, the selected consultant shall recommend which system of transfer stations is most economically feasible for Washington County. The recommendation should be based on the projected through-put of waste (to be based on waste generation data provided by Metro) for facilities within each system, the estimated capital and operational costs of the facilities and the haul costs associated with the two alternative systems.

Sub-task 1.9: Provide additional capital cost estimates for locating household hazardous waste collection depots at transfer stations or at fire stations.

Two alternative methods for locating household hazardous waste collection depots are included in the Conceptual Plan; at transfer stations, or at fire stations.

Estimate the additional building costs, equipment costs and site improvement cost (parking, landscaping, queueing area etc.) necessary for siting a depot at a transfer station, and at a fire station. Metro will provide the basic specifications for a household hazardous waste collection depot and an estimate of the amount of material that would be delivered to a facility.

Sub-task 1.10: Estimate the cost differential between constructing a new transfer station for a system of two vs. three transfer stations and retro-fitting the existing Forest Grove Transfer Station to perform the same functions as a single new transfer station within both system alternatives.

The cost of siting and developing a new transfer station for a system of two vs. three transfer stations shall also be compared to expanding and retro-fitting the existing Forest Grove Transfer Station to perform the same system functions. The comparison shall be based on a conceptual design developed by the operators of the Forest Grove transfer station in conjunction with Metro.

Task 1 Product:

At the completion of Task 1 the consultant will provide Metro with a draft report which includes sections that address each sub-task and any drawings detailing the findings and recommendations requested in the Scope of Work. Each draft will be reviewed by Metro and the Washington County Steering Committee. A final report will be prepared which incorporates all changes requested by Metro and the Steering Committee.

TASK 2: ANALYSIS OF HIGH GRADE PROCESSING SYSTEM.

High grade waste is defined as substantially uncontaminated waste which contains recyclable material that could be recovered economically. Typically these loads consist mostly of paper but can contain metal, wood, glass and other recyclable materials. Several questions related to high grade waste were raised during the development of the Conceptual Plan and remain unanswered. The purpose of this task is to provide the technical data necessary to answer these questions. The information necessary to answer these questions is described in the sub-tasks below.

Sub-task 2.1: Estimate the size and number of high grade facilities needed to serve Washington County. Include recommended levels of recovery technology.

Based on projected high grade waste volumes (supplied by Metro), the selected consultant shall estimate the number of high grade facilities that are economically feasible to serve Washington County. The methodology used for making this estimate should be similar to the methodology described in sub-task 1.2.

Sub-task 2.2: Estimate the land requirements and transportation impacts of siting a high grade facility at a transfer station vs. an independent site.

Siting a facility as an addition to one of the proposed transfer stations or as an independent facility can cause varying levels of land use and transportation impacts.

The selected consultant shall estimate first the amount of land that would be necessary for an independent facility. The estimate should include room for the structure, setbacks and landscaping, employee parking and queueing space. Next, the selected consultant shall estimate the amount of additional land that would be necessary to site a facility of identical capacity as an addition to a transfer station. (The site requirements for a transfer station were developed in sub-task 1.2).

Traffic generation estimates for each siting alternative must also be developed. A review of the road improvement standards for Washington County and the Cities of Beaverton, Tigard, Cornelius, and Hillsboro shall be completed by the selected consultant to determine what the road improvement standards would be for a high grade facility in combination with a transfer station as opposed to an independent high grade facility.

Sub-task 2.3: Estimate the land and facility costs for a high grade facility at a transfer station vs. at an independent site.

The estimate should include land costs, building and equipment costs to process the predicted waste volume and site improvement costs, including landscaping, parking and queueing areas and road improvement costs.

Sub-task 2.4: Develop a proposed service area for the high grade facility(ies).

Using land use, comprehensive plan and zoning maps which illustrate existing and planned land uses, the selected consultant shall develop assumptions about where generators of high grade waste will be located within the County through 2013. Based on these assumptions, a proposed service area boundary(ies) for a high grade facility shall be developed.

Sub-task 2.5: Develop proposed routes for collecting high grade

waste.

Using existing land use data, haul time and distance data (provided by Metro) and the methodology described in sub-task 1.4, the selected consultant shall develop proposed high grade collection routes within the proposed high grade service area developed in sub-task 2.4. Additional input from the Washington County Haulers Association regarding the location of high grade generators and the costs associated with specialized routes shall be obtained by the selected consultant. The purpose of this sub-task is to identify major generators of high grade waste and the most cost efficient way to collect the waste from these generators.

Since no specific facility site for a high grade facility has been identified, haul time and distance shall be measured from the center of the high grade service area. If at the time this sub-task is initiated, proposed sites have been identified, haul time and distance shall also be calculated from those sites.

Proposed high-grade collection routes for future land uses (as depicted on comprehensive plan maps) should not be developed because of the extreme guess-work necessary. Therefore, a detailed description of the procedures used to develop the proposed routes shall also be produced and provided to Metro so it may be used in the future to develop routes in Washington County as growth occurs.

Sub-task 2.6: Develop proposed routes for collecting dry loads of commercial mixed solid waste.

Dry loads of commercial mixed solid waste contain a mix of wood, plastic, metal, various grades of paper and other dry waste materials. Though no one recyclable material may dominate the load (which would classify it as a high grade load), a high percentages of materials can be recovered and recycled. The process of recovering these material occurs at transfer stations. Dry commercial loads yield the highest percentage of recyclable materials of all the loads run through a transfer station's material recovery processing equipment. For this reason, Washington County businesses interested in developing and operating a transfer station want to know if it is feasible to develop dry commercial load collection routes.

Using the methodology described in sub-task 2.5. the selected consultant shall develop proposed collection routes for dry commercial waste. Recommendations should also be developed as to whether or not such a practice is feasible.

The creation of high grade routes may diminish the possibility for creating dry commercial load routes. Therefore, sub-tasks 2.5 and 2.6 should be done simultaneously to avoid double counting tonnages and to further clarify the feasibility of creating dry commercial load collection routes.

Task 2 Product:

At the completion of Task 2 the consultant will provide Metro with a draft report which includes sections that address each sub-task and any drawings detailing the findings and recommendations requested in the Scope of Work. Each draft will be reviewed by Metro and the Washington County Steering Committee. A final report will be prepared which incorporates all changes requested by Metro and the Steering Committee.

TASK 3: PUBLIC VS. PRIVATE OWNERSHIP ANALYSIS OF TRANSFER STATIONS.

Policy 13.0 of the RSWMP states that: "Solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest. A decision on ownership of a facility shall be made by Metro, case by case, and on established criteria." The criteria are as follows:

- A. Anticipated capital and operating costs, including the cost of site selection, permitting and facility financing;
- B. Adherence to Metro waste reduction policies;
- C. Whether the implementation of the solid waste management plan is best achieved;
- D. Which is most compatible with existing facilities and programs;
- E. Flexibility to respond to changing circumstances that may require capital improvements, new methods of operation and similar factors.
- F. Environmental acceptability;
- G. Ease of access by the public and the collection industry;
- H. Avoidance of vertical integration of the solid waste business;
- I. Ease of facility management, including fee collection equity, periodic review, rate changes, flow control and related operational changes;
- J. Ability to provide appropriate mitigation and/or enhancement measures.

A public vs. private analysis shall be conducted for the transfer system alternative determined to be most feasible at the conclusion of Task #1.

Sub-task 3.1: Develop a public ownership cost analysis.

Using the information developed in Task 1 of the Scope of Work, the selected consultant shall develop detailed cost estimates for site selection, design, construction and operation of public facilities within the system alternative determined to be most feasible. The analysis is to also include a public cost estimate for independently located household hazardous waste collection depots.

There are alternative methods for public (Metro) ownership of facilities. The first is outright ownership of the site and facility. Metro would bare the total cost of facility procurement and operation.

The second alternative is the "turn-key" alternative. This alternative lets the private sector procure and operate a facility for a period of time, after-which, ownership of the facility is transferred to Metro. Metro pays a fixed amount to the operator for procurement and operation of the facility. The benefits of the turn-key alternative are that procurement costs or the private sector are usually less than for the public sector; and, Metro can provide less expensive public financing for the facility because eventual public ownership is guaranteed.

The selected consultant shall perform public ownership cost analyses for both public ownership alternatives. The analytical model developed by Metro to perform the turn-key analysis for the Metro East Transfer Station shall be used as the basis for performing the turn-key analysis for the Washington County public system.

The design and function of the individual facilities will be identical to the specifications developed for Task 1 of the Scope of Work.

The public vs. private analysis must also include cost estimates for household hazardous waste collection depots if such facilities are to be located independent from transfer stations, as well as a narrative explaining why high grade facilities should be privately owned and operated facilities.

Sub-task 3.2: Perform public/private ownership analysis.

The selected consultant shall perform an analysis of the relative advantages and disadvantages of public ownership vs. private ownership of the facilities found to be most feasible at the conclusion of Task 1. The comparisons made shall include site

selection, management, regulatory, operational and cost considerations associated with the two types of ownership and shall take into account the Plan criteria listed above. The analysis shall conclude with an identification of the cost differential between public ownership of facilities, private ownership of facilities and the turn-key ownership option. Additionally, the source of differences in the cost of the different ownership options shall also be identified.

Task 3 Product:

At the completion of Task 3 the consultant will provide Metro with a draft report which includes sections that address each sub-task and any drawings detailing the findings and recommendations requested in the Scope of Work. Each draft will be reviewed by Metro and the Washington County Steering Committee. A final report will be prepared which incorporates all changes requested by Metro and the Steering Committee.

TASK 4: RATE IMPACT ANALYSIS

Policy 11.1 of the RSWMP states that: "While the base rate will remain uniform throughout the region, local solid waste management options may affect local rates".

In order to complete the analysis of the County's Conceptual Plan, this plan policy must be addressed through an analysis of the public vs. private costs of facility financing. The purpose of this analysis is to determine the cost differential between the cost of public or private ownership of the most cost effective system of transfer stations (determined in Task 1 of the Scope of Work). The information derived from this task will be used to identify the rate impact to Washington County residents. It will also serve to complete the public vs. private analysis of facility ownership. Criteria "A" for conducting the public private analysis requires that the analysis include:

Anticipated capital and operating costs, including the cost of site selection, permitting and facility financing (emphasis added).

Sub-task 4.1: Estimate the cost of five financing options for the procurement of the system of facilities found to be most feasible as a result of Task 1 of the Scope of Work. Determine the feasibility of each of these financing options.

Metro has identified three system financing options that include the issuance of various types of government and private activity bonds. It is anticipated that Washington County will develop two

additional system financing options for analysis.

Sub-task 4.2: Estimate the impact to the regional rate structure of each of the five financing options introduced in Sub-task 4.1.

Sub-task 4.3: Develop guidelines for forming a Metro/private sector facility funding partnership if determined feasible in Sub-task 4.1.

Task 4 Product:

At the completion of Task 4 the consultant will provide Metro with a draft report which includes sections that address each sub-task and any drawings detailing the findings and recommendations requested in the Scope of Work. Each draft will be reviewed by Metro and the Washington County Steering Committee. A final report will be prepared which incorporates all changes requested by Metro and the Steering Committee.

IV. PERIODIC REPORTING REQUIREMENTS AND PRESENTATION OF FINDINGS

As stated in the Scope of Work, after the completion of each sub-task, the consultant is to submit a draft written report for Metro staff review. Metro staff will review each draft and make changes if necessary. After Metro staff review, the consultant will incorporate Metro staff changes and submit a final written report that will be the basis of Metro committee review. As appropriate to committee direction, revisions may be necessary, and the consultant shall make such changes.

In addition to the final report, proposers are expected to assist Metro staff, as necessary, in presenting the findings of the study to the Washington County Steering Committee and to Metro committees throughout the contract period. The selected consultant shall attend and participate in two Washington County Steering Committee meetings, four Metro sub-committee meetings, one Metro Technical Committee meeting, one joint Policy Committee/Technical Committee meeting and two Metro Council Solid Waste Committee meetings during the duration of the project.

V. KEY LIAISONS

Technical facility questions related to this project should be addressed to:

Jim Watkins, P.E.
METRO Engineering Supervisor
Metropolitan Service District
2000 S.W. First Street
Portland, Oregon 97201-5398
(503) 221-1646

Questions related to the Conceptual Plan, waste generation tonnages and the RFP process should be addressed to:

Mark Buscher
METRO Planning & Development Department
Metropolitan Service District
2000 S.W. First Avenue
Portland, OR 97201-5398
(503) 221-1646

VI. EXPERIENCE REQUIREMENTS

The proposer must demonstrate knowledge and experience in the following:

- A. Knowledge and experience with solid waste engineering;
- B Knowledge and experience with cost estimation and economic analysis; and,
- C. Experience working with public review bodies.

In addition, experience with solid waste planning and implementation, and solid waste industry practices will be strongly weighed.

VII. PROPOSAL INSTRUCTIONS

- A. Submission of Proposals

Eight copies of the proposal shall be furnished to Metro addressed to:

Mark Buscher
METRO Planning & Development Department
Metropolitan Service District
2000 S.W. First Avenue
Portland, OR 97201-5398

B. Deadline

Proposals will not be considered if received after 5:00 p.m., PDT, June 8, 1990. Postmarks are not acceptable.

C. RFP as Basis for Proposals

This RFP represents the most definitive statement Metro will make concerning information upon which proposals are to be based. Any verbal information that is not contained in this RFP will not be considered by Metro in evaluating the proposals. All questions relating to the RFP, or the project, must be submitted in writing to Mark Buscher, Metro Planning & Development Department, 2000 S.W. First Avenue, Portland, OR 97201-5389. Any questions which in the opinion of Metro warrant a written reply or RFP amendment, will be furnished to all parties receiving a copy of this RFP. Metro will not respond to questions received at Metro after 5:00 pm, PDT, June 8, 1990.

D. DBE/WBE Requirements

Proposals should include the following:

- Seven (7) % DBE participation (or greater), and
- Five (5) % WBE participation (or greater)

A fully completed Disadvantaged Business Program Compliance Form (Attachment E), and DBE and WBE Utilization Forms (Attachment F) shall be included within the proposal.

If a proposal does not include at least the minimum participation for both DBE and WBE, then the proposal shall include all (A through E) of the following, or it is highly probable that the proposal will be disqualified:

- A. Copies of ads seeking the deficient WBE and/or DBE participation published at the proposer's expense at least 10 days prior to the proposal due date in:
 - a newspaper of general circulation, and
 - a minority oriented publication, or,
 - a trade association publication, or
 - a women-focused publication.
- B. Copies of letters addressed to five or more DBE's and/or 5 or more WBE's addressed not less than 10 days before the proposal due date. In the event that less than 5 DBE's or 5 WBE's are certified within the professionals category, and described as having land use planning or civil engineering expertise in the current list of certified DBE/WBE firms by the Office

of Minority and Women Businesses, State Executive Department Salem OR 97310, (503) 378-5651, then all DBE's and WBE's listed within the professionals category, and described as having land use planning or civil engineering expertise shall be contacted by letter. In addition, a signed statement from the proposer shall affirm that the proposer has mailed the above-referenced letters by regular or certified letter not less than 10 days before the proposal due date.

- C. Copies of a phone log documenting the name of the WBE/DBE contacts, the proposer contact name, the dates and times of follow-up calls, and a summary of the discussion made not later than 5 days prior to the proposal due date to those WBE/DBE's referred to above.
- D. Copies of letters dated at least 10 days before the proposal date from the proposer and addressed to at least five minority community organizations, local, state and federal minority business assistance offices, other organizations identified by the State of Oregon Executive Department's Advocate for Minority and Women Business. Such copies of letters shall be accompanied by statement signed by the proposer affirming that said letters were mailed by regular or certified mail at least 10 days prior to the proposal due date.
- E. A copy of an attendance sheet from a pre-solicitation meeting, held by Metro to inform DBE's and WBE's of an upcoming proposal opportunity that includes the signature of a representative of the proposer.

Detailed procedures for completing the forms and for demonstrating good faith efforts are contained in Ordinance No. 88-252, Metro's Disadvantaged Business Program (Attachment G). Proposers special attention is also directed to Section 2.04.155 (Contract Award Criteria), and Section 2.04.160 (Determination of Good Faith Efforts).

VIII. PROPOSAL CONTENTS

The proposal should contain not more than 35 pages of written material (excluding resumes and brochures, which may be included in an appendix), describing the ability of the consultant to perform the work requested. Contents of the proposal should be as follows:

- A. Transmittal Letter -- Indicate who will be assigned to the project, who will be project manager, and that the proposal will be valid for ninety (90) days.

B. Approach/Project Work Plan -- Describe how the work will be done within the given time frame and budget. Respondents are to develop a work plan, schedule and budget per task and sub-task identified in the Scope of Work. Where appropriate, describe briefly the methodology proposed to complete each sub-task. Identify recommended changes to Metro's approach for task completion as determined to be necessary. Metro staff will work closely with the selected consultant to develop assumptions necessary to proceed with each sub-task.

C. Staffing/Project Manager Designation -- Identify specific personnel assigned to major project tasks, their roles in relation to the work required, percent of their time on the project, and special qualifications they may bring to the project.

Proposals must identify a single person as project manager to work with Metro. The consultant must assure responsibility for any sub-consultant work and shall be responsible for the day-to-day direction and internal management of the consultant effort.

D. Experience -- List of projects conducted over the past five years are required here. For each project, include the name of the contact person, her/his title, role on the project, and telephone number. Identify persons on the proposed multi-discipline project team who worked on each project, and their respective roles. Include resumes of individuals proposed for this contract.

E. Cost/Budget -- Present the proposed cost for the project by task and sub-task and the proposed method of compensation. A cost schedule form for presenting the proposed project cost is attached to this RFP as Attachment "B". Use of this form in the submitted proposal is required. Metro's budget for the technical and economic analysis of the transfer station alternatives and the high grade processing portion of the system is not to exceed \$60,000. The budget for the public/private ownership analysis of the transferring system is not to exceed \$80,000. An additional \$20,000 has been allocated for a contingency fund for this portion of the RFP as well. Budgets submitted in response to this RFP must also contain time and materials rates for additional work tasks.

F. Exceptions and Comments -- To facilitate evaluation of proposals, Metro wishes that all responding firms adhere to the format outlined with this RFP. Firms wishing to take exception to, or comment on, any specified criteria within this RFP, should document their concerns in this part of their proposal.

IX. GENERAL PROPOSAL/CONTRACT CONDITIONS

- A. Limitations and Award -- This RFP does not commit Metro to the award of a contract, nor to pay any costs incurred in the preparation and submission of proposals in anticipation of a contract. Metro reserves the right to accept or reject any or all proposals received as the result of this request, to award a contract for a portion of the scope of work only as determined by the Executive Officer, to negotiate with all qualified sources, to cancel all or part of this RFP or to reject any or all proposals.
- B. Contract Type -- Metro intends to award a personal services contract with the selected firm for this project. A copy of the standard form contract that the successful consultant will be required to execute is attached.
- C. Billing Procedures -- Proposers are informed that the billing procedures of the selected firm are subject to the review and prior approval of Metro before reimbursement of services can occur. A monthly billing, accompanied by a progress report, will be prepared for review and approval.
- D. Validity Period and Authority -- The proposal shall be considered valid for a period of at least ninety (90) days and shall contain a statement to that effect. The proposal shall contain the name, title, address, and telephone number of an individual or individuals with the authority to bind any company contracted during the period in which Metro is evaluating the proposal.

X. EVALUATION OF PROPOSALS

- A. Evaluation Procedure -- Proposals received that conform to the proposal instructions will be evaluated. The evaluation will take place using the evaluation criteria identified in the following section. The evaluation process will result in Metro developing a short list of the firms who, in its opinion, are most qualified. Interviews with these firms will be requested prior to final selection of one firm.
- B. Evaluation Criteria -- This section provides a description of the criteria that will be used in the evaluation of the proposals submitted to accomplish the work defined in the RFP.

1. Project work plan and methodology
Vendors demonstration of providing a sound methodology for accomplishing project objectives.
2. Cost proposal
Proposed cost of project within acceptable range based on proposed work.
3. Project staffing experience
Evidence of a multi-discipline team with experience of persons assigned to complete project tasks including experience in project management, data assessment and solid waste management.
4. Compliance with the RFP
Vendors demonstration of clearly understanding and complying with the RFP.
5. Organization
Ease in understanding written proposal.

XI. ATTACHMENTS

- A. Washington County Conceptual Plan
- B. Proposal Budget forms
- C. Metro's proposed 1990-91 rate structure
- D. Personal Services Contract Form
- E. Disadvantaged Business Compliance Form
- F. DBE and WBE Utilization Forms
- G. Metro's Disadvantaged Business Program
- H. Pre-solicitation meeting notice