



BOARD OF COMMISSIONERS

AGENDA REQUEST & STAFF REPORT

MEETING DATE: June 11, 2025

SUBJECT: Consideration of a Notice of Intent to Award a contract for a Materials Recovery Facility (MRF), Composting, and C&D Consultant Services

RECOMMENDED MOTION:

Move approval of Document No. 2025-329, a Notice of Intent to Award a contract for a Materials Recovery Facility (MRF), Composting, and C&D Consultant Services Project to JR Miller & Associates.

Goods and/or Services: Deschutes County issued RFP 2025-328 to hire a consultant to help the Department of Solid Waste and the County determine a comprehensive scope of work for new solid waste recovery programs for the county and region. The consultant should collaborate with the County to weigh multiple financial and operational options and ultimately develop a detailed plan that includes the following deliverables:

1. An analysis of available financing mechanisms to **design, build, and operate** a new separation and diversion facility (or facilities) focused on a single-stream, commingled recyclable processing facility (CRPF), organic residuals (including food discards), and construction and demolition debris. This analysis should include capital project costs, sources of recurring revenue, and operating expenses. Financing options include debt financing (bonds), public-private partnership, and/or revenue from tip fees, sales of recovered items, and associated operating expenses.
2. A comparative economic analysis of building and operating a **local CRPF vs. transporting** recyclables to the Portland CRPF including operating expenses and revenue generated from recovered materials and pickup/acceptance fee.
3. An analysis of all available options' **impacts on rate structures** and modeling scenarios at differing tip and contamination fees per facility.
4. An analysis of aforementioned facilities' equipment needs, traffic flow, site planning, feasibility, operational requirements, and other factors.
5. An RFP template and criteria for identifying and selecting potential facility operators including, but not limited to, private companies, county staff, non-profit operators (i.e., producer responsibility organizations), or other third parties.
6. Assistance in developing facility design to include tip floor space, traffic flow, size and shape, or any other aspects of design that impact or are informed by operations.
7. Assistance with the procurement process of the aforementioned including operating contract development and contract negotiation support.

Background & History: In 2019 the Board of County Commissioners adopted the Solid Waste Management Plan (SWMP) that outlined the various aspects for managing the various material waste streams generated in Deschutes County. Within the SWMP the Recovery Goal of 45% was approved, establishing several recommendations for pathways to achieve the diversion of materials in the waste stream. The recommendations included:

- the development of programs to expand recovery and processing of Construction and Demotion (C&D) materials,
- expand programs and develop a new compost facility to process the full stream of vegetative waste generated recovered in the County,
- expand the education and recovery of comingled recyclable material throughout the County

Subsequent to the adoption of the SWMP, the State of Oregon passed the Plastics Pollution Reduction and Recycling Modernization Act (RMA) in 2021 in which producers of consumer products and packaging sold in the state must begin to share responsibility for the disposal/recovery of those materials beginning in 2025. This financial and structural involvement by these businesses will provide opportunities for jurisdictions throughout the State, including Deschutes County, to look at the development of Comingled Recycling Processing Facilities (CRPF's) that are financially supported and provide opportunities to expand recycling programs in this region, including the processing of Construction and Demolition (C&D) debris.

C&D wastes currently comprise almost 40% of the overall waste-stream in Deschutes County. The current recovery rate in the County is approximately 27%, well below the established Recovery Goal of 45%, so some recovery of these materials will be required to achieve that rate of recovery.

Additionally, currently Deschutes Recycling, the County's licensee to process compostable waste, is only able to process 60% of the overall collected yard-debris and food-waste from throughout the County due to space limitation at the current Knott Landfill site. IF the remainder of those materials were to be composted instead of disposed, the County's Recovery Rate would increase by almost 10%.

In December of 2024 the Solid Waste department staff solicited a proposal from GreenerU, in conjunction with Casella Waste Management, to provide services to develop an RFP to secure future consulting services to serve as an Owners Representative (OR). The OR would assist the Solid Waste department in examining and developing the parameters for future RFP solicitations for the development of new Recovery Facilities necessary to achieve the 45% Recovery Goal set forth in the SWMP.

In March, 2025, the Solid Waste Department issued RFP# 2025-328 for the scope of services listed above. The County received three (3) responses from three separate teams of consultant firms. All three proposals were deemed responsive and complete and were moved forward for evaluation. The three responses were from:

- ARUP - in conjunction with Gershman, Brickner & Bratton (GBB)
- JR Miller & Associates – in conjunction with Bell & Associates, Swordfish Consulting, and Parametrix
- RRS – in conjunction with HDR Engineering and Crowe LLP

The County assembled a review committee consisting of staff from the Solid Waste, Facilities, Finance, and Property Management departments, along with outside industry experts from Casella Waste Management who were part of the RFP development team. The review process was facilitated by Jennifer Haugh - GreenerU VP of Planning. Members of the Review Team were:

- Solid Waste -
 - Tim Brownell – Director, Jeff Merwin – Compliance and Infrastructure Manager
- Facilities -
 - Eric Nielsen – Capital Improvements Manager
- Finance –
 - Robert Tintle – Chief Financial Officer
- Property Management –
 - Kristie Bollinger – County Property Manager
- GreenerUConsultants -
 - Paul Ligon – SVP for Sustainable Growth, Erin Banfield – Director of Municipal Services, and Megan Weeden – Business Development Manager

The responses from each proposal were reviewed and scored based upon:

1. Experience, capabilities, and resources of the proposing firm(s) (30 points)
2. Experience of project team members and subconsultants (20 points)
3. Demonstrated understanding of scope of work and thoroughness of proposal (30 points)
4. Proposal clarity, quality, and organization (10 points)
5. Value/Cost (10 points)

The proposal review was followed by an Interview with and presentation from each of the three (3) proposers and their partner firms. These Interviews were worth up to an additional **(25 points)**.

The committee was very pleased by the substance, content, and competencies of all three firms.

However, throughout both the proposal review and the interview process, JRMA was ranked as providing the best proposal to meet the needs of the project and was recommended by the full review committee to move forward with the Intent to Award.

References provided by JRMA have been contacted and all have affirmed their satisfaction with the work that has been provided by JRMA and their other subcontractors.

It should be mentioned that Deschutes County Solid Waste has a significant history working with JRMA, as they have provided significant consulting services in the past for the following:

- 2019 Solid Waste Master Plan
- 2021 Transfer System Analysis Study
- 2023 Diversion Master Plan Study

All of these projects were successfully delivered to the County both on-time and within Budget.

BUDGET IMPACTS:

The contract will be awarded in the amount of \$445,315. Funds for the current portion of the project are included in the FY26 Operations Planning Fund.

ATTENDANCE:

Tim Brownell, Director of Solid Waste