

AGENDA REQUEST FORM

Return completed form and complete agenda item to the Clerk of the Board
Yakima County Commissioners' Office, Room 232

Prepared by:
Karma Suchan

Department: Solid Waste

Requested Agenda Date: 02/23/2021

Presenting: _____

Document Title:

Board of County Commissioners Record Assigned
BOCC Agreement

034 - 2021
Yakima County, WA

APPROVED FOR AGENDA:
 Consent Regular
Board of County Commissioners Determined

Solid Waste Management Plan and Rate Study

Action Requested: *Check Applicable Box*

PASS RESOLUTION EXECUTE or AMEND **AGREEMENT** CONTRACT or GRANT
 ISSUE PROCLAMATION PASS ORDINANCE OTHER _____

Describe Fiscal Impact:

Cost is \$168,000 which has been included in the 2021 Solid Waste Budget.

Background Information:

As required by the Department of Ecology, every five years we need to update our Solid Waste Management Plan and Rate Study.

Summary & Recommendation:

As part of our operating permit, we are required to update our Solid Waste Management Plan and Rate Study every five years. SCS Engineers proposal is competitive and complete.

Motion:

Department Head/ Elected Official


Signature *JS*

AGREEMENT Attached Is Approved as to Form
Corporate Counsel Initial



Late Agenda Requests Require BOCC Chairman Signature:

January 29, 2021
File No. 040013221

BOCC Agreement

Ms. Karma Suchan
Yakima County Public Services
Solid Waste Division
7151 Roza Hill Drive
Yakima, Washington 98901

034 - 2021

Yakima County, WA

Subject: Proposal for Task 7 - Prepare an Update to Yakima County's Solid Waste Management Plan and Rate Study, Yakima County, Washington

Dear Ms. Suchan

Yakima County (County) has requested a proposal from SCS Engineers to update the County's 2017 Solid Waste Management Plan (Plan Update) and perform a comprehensive Rate Study. It is our understanding the County will need the new SWMP and Rate Study in January 2022. The enclosed scope of work has been prepared based on our knowledge of the County's solid waste system, and our experience working with the County on solid waste issues.

PROPOSAL ORGANIZATION

To facilitate your review of this proposal, we have broken into the following sections:

1. Project Approach
2. Scope of Work
 - Solid Waste Management Plan - Activities 1 through 5
 - The Rate Study - Activity 6
 - Project Management - Activity 7
3. Project Schedule and Budget
4. Closing

1 PROJECT APPROACH

SOLID WASTE MANAGEMENT PLAN

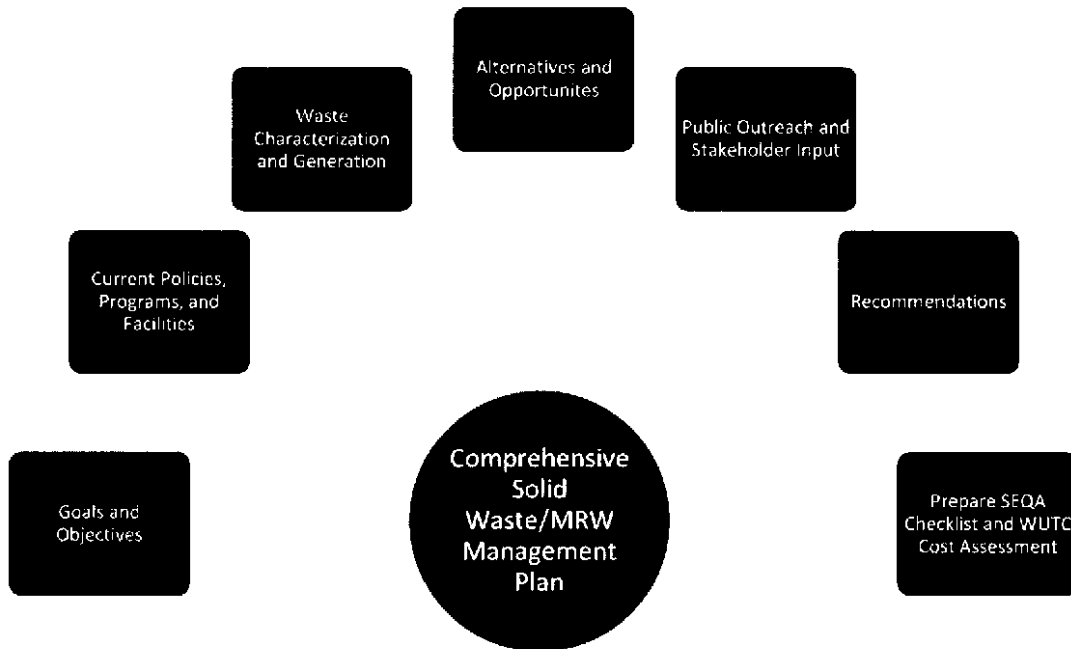
The Plan Update will be prepared to meet the requirements of all applicable federal, state and local regulations and guidelines, particularly chapter 70.A.205.045 RCW, the State Solid Waste Management Plan, and associated State Guidelines, and other local, state or federal policies, regulations or goals that affect solid waste management.

The Plan Update will be an integrated, long-term strategy for waste and materials management. The strategy will incorporate policies and programs that address the different segments of the waste stream and the different management approaches that must be taken to accomplish the County's goals and objectives. In addition to waste handling systems, the Plan Update will also include tools to accomplish its implementation.

Our overall approach to the project is depicted below, and described in detail in the following scope of work. The scope of work has been prepared based on the County's needs, and our experience



preparing solid waste plans for cities and counties in Washington State and across the United States.



The following scope of work will be undertaken to prepare a legally defensible, useful Solid Waste and MRW Management Plan for Yakima County.

RATE STUDY

We have developed an interactive modeling approach that allows input from your staff and decision makers as we develop a customized financial solution. The results are displayed in a simple format that allows for easy understanding and scenario testing. During meetings with County staff, we will display the models on a monitor or viewing screen, and work with key staff to create financial solutions that allow you to meet your financial goals and regulatory requirements while minimizing the impacts to your customers. The identified rates, fees, projected cash flows, and assumptions are then presented in workbooks of detailed schedules.

2 SCOPE OF WORK

ACTIVITY 1 PROJECT INITIATION

At the outset of the project, key SCS Project Team personnel will meet with County Staff to discuss the approach for the Updated Plan. This meeting and its outcome will set the framework for the Plan Update – both the process and the project outcomes. As part of this task, the SCS Project Team will:

- Review existing Plan goals and objectives with County staff, and with the SWAC and other stakeholders at a SWAC meeting.
- Identify important issues and areas of concern to be addressed in the Plan Update, and prioritize the list based on input from stakeholders.

- Identify which programs and policies from the 2017 Plan were implemented and which were not, and identify areas that need expansion, updating, and other necessary changes.
- Provide suggestions for revised goals and objectives.

ACTIVITY 2 BACKGROUND RESEARCH AND INITIAL PLANNING

The purpose of this task is to develop an inventory of the available information pertaining to the solid waste system. We seek to gain an understanding of the existing policies, programs, and facilities, and the goals and objectives moving forward. We will use this information to identify future alternatives that will be evaluated in the Planning process. For this task, the project team will:

- Prepare and submit a short questionnaire to County and Cities staff and SWAC members requesting information on the existing solid waste system policies, programs, and facilities.
- Review data from the County, Cities, and the Department of Ecology regarding disposal, diversion and recycling.
- Review the County's existing Comprehensive Plan regarding population projections
- Review other State, County, and City documents that may impact or be impacted by the updated Plan.
- Work with County staff and the SWAC to develop criteria that will be used to evaluate alternative strategies. The criteria will support the plan goals and objectives, and will incorporate the State's Solid Waste Plan goals into the overall decision-making framework.

ACTIVITY 3 EXISTING CONDITIONS AND NEEDS ANALYSIS

For this task, the Project Team will undertake the following:

- Prepare a current waste generation analysis and projections.
- Evaluate existing promotion and education, waste reduction, recycling and organics programs, and identify needs and strategies for policy, program, and facility enhancements.
- Evaluate the adequacy of current disposal and transfer facilities and collection systems to meet existing and future needs, and identify strategies for these facilities and systems.
- Evaluate existing construction, demolition and landclearing debris and building management program elements, and identify needs and alternative strategies.
- Review disaster debris management policies and programs, and identify needs and alternative strategies.
- Identify additional programs to meet the County's goals and objectives, and state requirements for handling MRW and other special waste types.
- Summarize existing administration and enforcement programs, and identify future needs.
- Prepare a 20-year implementation schedule.

Activity 3.1 - Waste Stream Characterization and Projections

The purpose of this task is to provide updated estimates and projection for waste generated in Yakima County, including trends in generation, recycling, and disposal; waste generation forecasts for the 6- and 20-year planning periods; and waste composition. Estimates and projections will be based primarily on existing data from the Yakima County 2015 Waste Characterization Study and the Department of Ecology. Primary tasks include:

- Review historic data from Yakima County and Department of Ecology regarding disposal, diversion, and recycling.
- Obtain County population projections from the Washington State Office of Financial Management.
- Prepare waste composition estimates using the 2015 Yakima County Waste Characterization Study
- Obtain recycling and diversion quantity data from Ecology's annual recycling survey.
- Estimate composition and quantities of overall countywide disposal, recycling, and generation.
- Describe historic trends in disposal, recycling, and generation.
- Prepare 6- and 20-year waste generation projections.

Activity 3.2 – Waste Reduction and Recycling

The purpose of this task is to review existing waste reduction and recycling programs and to recommend strategies to meet the priorities established in RCW 70A.205.005 to reduce the amount of waste generated, provide incentives and mechanism for source separation, and establish recycling opportunities for the source separated waste..

Primary tasks include:

- Review information on existing residential and commercial waste reduction, recycling, and food waste programs and incorporate updates from the County, municipalities, certificated haulers, and permitted solid waste facilities. Information is expected to include:
 - Current data on the types and quantities of materials collected and processed by municipal and certificated hauler collection programs or by permitted solid waste facilities.
 - Current policies and incentive programs designed to reduce waste generation and increase diversion.
- Review designated recyclable materials, and assess the viability of recycling markets available to Yakima County.
- Review and identify key waste reduction and recycling issues, needs, and opportunities and new regulatory policies that support waste reduction and recycling.
- Identify opportunities to improve or expand current waste reduction and recycling, programs by considering:

- Materials that are currently disposed in large quantities.
- Materials for which there are viable markets available to Yakima County.
- The generators of those materials.
- The current recycling infrastructure.
- Identify waste reduction and source separation strategies
- Assess the Plan's impact on the costs of solid waste collection, in conformance with the guidelines established by the WUTC
- Finalize recommendations after review by the County's project team to ensure that proposed alternatives are responsive to needs of and conditions in Yakima County.

Activity 3.3 - Organics

The purpose of this task is to evaluate the existing policies, programs, and infrastructure for organics management in the County, including yard debris, wood waste, food waste, and agricultural waste. As part of this section of the Plan Update, we will develop a wasted food reduction and food waste diversion plan.

Primary tasks under this analysis will include:

- Review existing information on yard debris drop-off and composting, and curbside collection programs.
- Review processing facilities in the County
- Review markets for compost materials
- Review the State wasted food reduction and food waste diversion plan
- Identify opportunities to prevent and reduce the wasting of edible food by residents and businesses

Activity 3.4 - Contamination Reduction and Outreach

SCS will develop a contamination reduction and outreach plan that meets the new requirements described in RCW 70.95.090(10). To develop a plan that is tailored to the unique needs and conditions of Yakima County, we will work with the County to identify key contaminants through communication with regional recycling processors, including Central Washington Recycling, Basin Disposal, and others, to gather input on top contaminants of concern and their impacts on the recycling system in the County. This will include the costs of contamination on recycling processing and impacts on commodity values and marketability of recyclables collected in Yakima County. We will also draw on data recently compiled in Washington on top contaminants in residential recycling streams, and other available data to develop required elements (b), (c), and (d) of the recycling contamination reduction and outreach plan.

We will also gather input from local recycling collectors Yakima Waste Systems and Basin Disposal on the impacts of contamination on the collection system and on the primary sources of contamination, including available information about specific cities or customer types where high levels of contamination in recycling have been observed. We will use these discussions to understand and document contamination reduction efforts conducted to-date by local collectors and

explore the feasibility of implementation of various actions to determine which strategies will be most appropriate for Yakima County to include in its plan.

Based on these conversions, we will refine the list of actions appropriate for implementation in the County. In consultation with the County as well as local collectors, we will draft a recycling contamination reduction and outreach plan that describes the actions to be taken along with a timeline and other details on how outreach is to be conducted. It will include the required elements of:

- A list of actions for reducing contamination in recycling programs for single-family and multiple-family residences, commercial locations, and drop boxes.
- A list of key contaminants identified for Yakima County.
- A discussion of problem contaminants and their impact on the collection system.
- An analysis of costs and other impacts associated with contaminants to the recycling system; and
- An implementation schedule and details of how outreach is to be conducted.

Activity 3.5 - Other Policies, Programs, and Infrastructure Needs and Strategies

The purpose of this task is to evaluate the existing policies, programs, and infrastructure that are part of the existing solid waste system in the County, and identify future needs and alternatives to meet those needs. Based on the results of the waste generation analysis, and waste reduction, recycling and organics assessments, we will complete the following:

- Evaluate the adequacy of current disposal facilities and collection systems to meet existing and future needs, and identify options for disposal and collection.
- Review existing moderate risk waste policies, programs, and facilities.
- Identify additional programs to meet the County's goals and objectives, and state requirements for handling special waste, Construction Demolition and Landclearing debris, and disaster debris.
- Summarize existing administration and enforcement programs, and identify future needs

Activity 3.6 - Implementation Plan and Budgetary Requirements

The purpose of this task is to establish an implementation schedule of the recommended policies, programs, and facilities, and to use that schedule to develop a preliminary budget for implementation. Towards that end, the following will be undertaken:

- Prepare implementation schedule for short- and long-term phases.
- Request information from the County and Cities to be incorporated into the budget process.
- Utilizing WUTC guidelines, identify the costs and funding sources for the various programs to be implemented, including facility fees, grants, and other mechanisms.

- Prepare a 20-year implementation schedule.
- Prepare a WUTC cost assessment.

ACTIVITY 4 PUBLIC AND AGENCY PARTICIPATION PROCESS

SCS understands that the Plan Update must be communicated to key stakeholders for review and acceptance at regular intervals throughout the project's timetable. Meetings with municipal and SWAC representatives are the forum at which significant community/public issues will be identified and considered in the draft Plan Update, and ultimately in the Final adopted plan.

To facilitate communication among the principal parties concerned with the project, we will work with County staff to ensure that materials are distributed to members of the SWAC in a timely manner for review prior to meetings. In order to facilitate adoption by all participating jurisdictions, we recommend the County and cities conduct study sessions to familiarize everyone with the process in order to complete the Plan Update. SCS will prepare a presentation for use by local representatives for their study sessions as needed.

The SWAC meetings will generally cover the following topics:

- Plan process, goals, and objectives.
- Existing conditions and projections.
- Alternative strategies.
- Selection of strategies/scenarios.

SCS will document notes from public meetings regarding the Plan Update.

ACTIVITY 5 PREPARATION OF DOCUMENTS

Activity 5.1 - Preliminary Draft Plan

The Preliminary Draft Plan will be submitted for review and comments by County staff and the SWAC. Following incorporation of comments into the Preliminary Draft Plan, we will produce the revised Preliminary Draft Plan for submittal to the County. Upon receipt by the County, the revised Preliminary Draft Plan will be made available by the County to all participating jurisdictions for a 30-day review period. At the end of the 30-day review period, the SEPA process will be initiated.

Following public commentary, we will further revise the Preliminary Draft Plan, as necessary. The Preliminary Draft Plan will then be submitted to Ecology for review and comment. One electronic version of the Preliminary Draft Plan for submittal to Ecology will be provided to the County.

Activity 5.2 - Draft Plan

We will revise the Preliminary Draft Plan and WUTC Cost Assessment based on comments received from Ecology and the WUTC, respectively. The Final Draft Plan will include a summary of comments received, responses to comments, and changes made to the Draft Plan. At this stage, all participating jurisdictions must adopt the Final Draft Plan. After the local adoption process is complete, the Final Draft Plan must be submitted to Ecology for final review and approval. SCS will

prepare the Final Draft Plan for submittal to Ecology. One electronic version of the Final Draft Plan for submittal to Ecology will be provided to the County.

Activity 5.3 - SEPA Checklist

We will assist the County in preparing the SEPA checklist. The following will be undertaken by SCS:

- Evaluate the draft Plan Update's likely environmental impacts and identify necessary changes or mitigation measures for incorporation into the draft Plan Update to reduce the likely impacts identified.
- Prepare the SEPA environmental checklist, following the guidelines established under the SEPA.
- Assist in determining whether to issue a determination of non-significance (DNS), DNS with mitigation conditions (MDNS), or significance/scoping notice (DS/Scoping). The latter would begin the Environmental Impact Statement (EIS) process, which is not considered part of this scope of work.

ACTIVITY 6 RATE STUDY

We will begin our study by scheduling a kickoff meeting with the County to discuss key issues, near and long-term goals, and metrics that you consider to be most important to your financial performance. At this meeting, we will also distribute our data request, discuss the items required for our analysis, and establish the platform we will use for data transfer. We will identify the key members of our team and the County who will be involved in the process and discuss the project schedule for interactive work sessions with County staff, meetings with the County Commission and public, and final deliverables.

Once we begin to receive the data, we will perform an in-depth review of your historical and budgeted expenses, debt service schedules, capital project plan, regulatory and policy restrictions, and the current tipping fee schedule. We will also review other data provided by County staff and remain in contact if we need clarification on the data prior to our first interactive work session.

Activity 6.1 - Revenue Sufficiency Analysis

The revenue sufficiency analysis will determine the long-term financial sustainability of the County's landfill operations, including a financial management plan and associated plan of rate adjustments. We will accomplish this by reviewing the financial data provided, available operating, capital, and debt service reserves, and financial policies and reserve requirements dictated by policies of the landfill or County.

We will also consider growth in the County and determine how this will affect the waste streams and volume/tonnage projections. We will apply escalation factors to costs/revenues and identify other issues or questions affecting financial performance to be discussed with the County during our first interactive meeting. Our model will utilize the above-mentioned data and assumptions to create projections of revenues, operating expenses, capital spending, and fund balances.

During our first interactive meeting, we will discuss the preliminary results with key staff and review the data and assumptions used in the analysis. We will present the results using a simple, graphical interface and work with staff to develop a long-term financial management plan. As part of this process, we will identify possible scenarios and test the sensitivity of the financial outcomes to these

variables. The model allows us to test the impact of project costs, timing, and funding sources. Where necessary, the model can calculate the amount and timing of borrowing. With each scenario considered, we can review the annual revenue adjustments that would be required to satisfy the revenue requirements over the projection period and maintain the County's credit rating while minimizing the impact to the County's ratepayers. Together, we will develop the schedule of recommended tipping fee adjustments for presentation to the Commission.

Activity 6.2 - Cost of Service Analysis

Once the revenue sufficiency analysis is complete, we will analyze the County's costs to accept waste at the landfill and discuss your customer types and the various streams of waste and items you accept at the landfill. We will look at the costs of facility operations and the costs of providing collection and disposal of solid waste to the County's residents and businesses by examining each line item in the sanitation budget.

We will distribute workbooks and work with County staff on allocating employee labor and vehicle/equipment usage to each of your waste streams. Using this labor and vehicle/equipment allocation, input from staff, and other data provided, we will allocate the line item budget to each class/service you provide. Where possible, items will be directly allocated. Where items cannot be directly allocated, they are indirectly allocated using various allocation factors such as work hours, salaries, number of accounts, number of containers, cubic yards of waste, or tonnage. If an item cannot be directly allocated and staff has specific information that is helpful in allocation of costs, we will base the allocation on staff input. Lastly, costs that are general or administrative overhead costs are allocated on a weighted basis.

We will then compare the costs to accept and process each waste type to the revenues generated by each respective waste type. The outcome of this analysis then becomes the basis for calculating your updated tipping fees.

Activity 6.3 - Calculate Updated Tipping Fees

We will examine the County's current tipping fees and load the current fees and revenue requirements into our tipping fee model and perform a detailed tonnage data analysis. Our project team will develop alternate tipping fee recommendations that comply with best practices for ratemaking and reflect your cost to provide services. Then we will meet with County staff in another meeting to discuss the recommendations and test alternatives.

We will discuss the basis of the recommendation and test the sensitivity of your revenues to changes in waste streams and demand characteristics. The goal is to develop fees that will be easy to understand and implement while also reflecting your cost to provide services.

Activity 6.4 - Calculate Miscellaneous Service Charges

To the extent necessary will review the landfill's current miscellaneous service charges, such as those for handling large items or processing returned checks, and discuss the staff and/or equipment time, and other direct or indirect expenses associated with providing these services. As part of this process, we will make recommendations for additional fees, surcharges, or cost reimbursements that the County should consider to recover the costs of services provided.

We will input the relevant labor rates, vehicle costs, equipment usage, and other relevant items into our miscellaneous service charge model and create a preliminary fee schedule at full cost recovery.

During a call or virtual meeting with County staff, we will discuss the assumptions and calculations and finalize the updated fee schedule.

We will create schedules of your current and updated fees and distribute for your review, make adjustments as required, and finalize your updated fee schedule.

Activity 6.5 - Tipping Fee Comparisons

For the tipping fees calculated, we will conduct a survey of comparable Washington entities to determine the County's charges relative to these other municipalities. We will discuss the results of these surveys in meetings with County staff and include them in presentations to the Commission and public and in our reports.

Activity 6.6 - Presentation of Results

Once all of the analyses are complete, we will provide the County with detailed schedules containing all of the assumptions and detailed projections used in developing the analysis. These schedules will also be included in the draft report. The schedules and draft report will be distributed to the County for review and comment. Upon receiving comments from County staff, we will adjust our analysis and/or report as required and distribute the final schedules and report.

We will attend a public meeting with the County Commission and present the findings of our analysis, screenshots of the model results, and recommendations in a PowerPoint presentation. At this meeting, the detailed models used to develop the plan of rate adjustments will be available if the Commission has questions regarding the data or assumptions used. Prior to public meetings, we will provide the presentation for review by County staff.

ACTIVITY 7 PROJECT MANAGEMENT

We approach projects recognizing that there are established review procedures, procurement methods, and chains of command within client organizations. Our clients frequently have customers within their own organization whom they must seek to satisfy. There are frequently required interactions with the public to consider. Given these aspects we approach a project as though we are a part of your client organization. We seek to identify the needs of the stakeholders and to be sensitive to those needs.

We have decades of experience providing practical and effective solid waste engineering services for our public sector clients and their projects. Our approach to project management utilizes a small project team and controlled execution of tasks which are developed and approved in a close relationship with you. Our approach consists of the following elements:

- Utilization of key SCS personnel, managed by a single point of contact with the Client, the Project Manager.
- Commitment of key personnel for the entire project.
- Assignment of specific, well defined tasks to personnel.
- Consistent and continuous application of an independent Quality Management System throughout the project.

As an added benefit we seek continual improvement and have adopted the following strategies to ensure your satisfaction is realized for every project.

- Make certain that SCS team members understand your "issues" from *your* point-of-view.
- Keep you informed of progress, problems, and anything else that could even mildly be a concern.
- Solicit the ideas from your staff before proposing solutions, then try to include as many of your ideas as possible, without compromising the project's integrity.
- Embrace the concept that the County and SCS are partners, not patients, by establishing a relationship based on mutual respect and trust.
- Provide alternative solutions and recommendations.
- Establish a check and balance procedure to ensure the relationship between the client and the project manager is working.

Compensation control is accomplished first by establishing a reasonable Compensation in sufficient detail so that each team member knows what resources are available to accomplish the work. Expenditures are then tracked monthly and compared to the Compensation to evaluate performance-to-date. Shortfalls or excesses are noted and contingency plans made to ensure the work is completed within the Compensation.

Management of the maximum allowable project Compensation is accomplished by preparing a schematic level cost estimate and then updating the estimate as the project proceeds. Shortfalls or excesses are brought to your attention to guide in decision making. Because SCS has a great deal of experience in scoping and completing solid waste projects, we are able to give accurate indications of cost for individual scope elements as they come up. This allows for "on-line" decision making without waiting for a complete cost estimate revision.

3 PROJECT SCHEDULE AND BUDGET

We understand the County will need to adopt an updated solid waste management plan and rates of service in January 2022. Assuming a start date of March 2021, we anticipate completing the Preliminary Draft Plan within six months, or by September 2021. The Final Draft will be submitted within two months of receipt of comments from Ecology and the WUTC, by December 2021.

The proposed budget to complete the scope of work contained in Section 2 is included as Exhibit 1. The budget includes all labor and direct costs associated with completion of the scope of work. For cautionary purposes, we have assumed attendance at SWAC meetings will be virtual. If the COVID-19 situation changes during the course of the project, we can discuss options for in-person attendance at these meetings. Additional budget will need to be allocated to account for in-person meetings.

We expect the proposed fees presented below to be a not-to-exceed amount to provide the requested services. Changes in scope requested by you could result in an increase (or decrease) in our fee estimate. This budget will not be exceeded without prior approval by you. This scope of work will be performed on a time and materials (T&M) basis and Yakima County will be invoiced monthly.

Exhibit 1. Project Budget


Activity	Description	Hours	Fee
1	Project Initiation	32	5,400
2	Background Research	56	9,400
3	Existing Conditions and Needs Analysis	272	46,200
4	Meetings	48	10,600
5	Document Preparation	160	26,700
6	Rate Study	398	60,200
7	Project Management	48	9,500
TOTAL		1,014	168,000

4 CLOSING

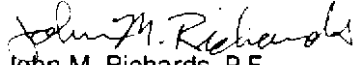
We appreciate the opportunity to submit this proposal to Yakima County. Following your review of this proposal, we can schedule a meeting to discuss any questions you may have.

We look forward to working with you.

Sincerely,


Michelle P. Leonard
Sr. Vice President
SCS Engineers


Vita Quinn, MBA
Director of Management Services r
SCS Engineers


John M. Richards, P.E.
Vice President
SCS Engineers

**BOARD OF YAKIMA COUNTY COMMISSIONERS
AGREEMENT**

Agreement Number

BOCC Agreement

Task 7

034 - 2021

Master/Original Contract Agreement

Yakima County, WA

BOCC226-2017

BOARD OF COUNTY COMMISSIONERS

Ron Anderson, Chairman

Amanda McKinney, Commissioner

LaDon Linde, Commissioner

DATED: FEB 23 2021

Attest:

Julie Lawrence, Clerk of the Board
Linda Kay O'Hara, Deputy Clerk of the Board

Approved as to Form:



Deputy Prosecuting Attorney