

**REQUEST FOR PROPOSALS FOR  
Assessment of the  
Del Norte Solid Waste Management Authority**



FROM THE  
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**PROPOSALS DUE: 02 DECEMBER 2013**

*THIS REQUEST FOR PROPOSALS HAS BEEN PRINTED ON BOISE CASCADE  
ASPEN XEROGRAPHIC PAPER, WHITE, MINIMUM 30% POST-CONSUMER RECYCLED CONTENT*

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**REQUEST FOR PROPOSALS FOR  
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Del Norte Solid Waste Management Authority**

**I. PROJECT OVERVIEW**

The Del Norte Solid Waste Management Authority (hereinafter referred to as “DNSWMA” or the “Authority”) requests proposals from qualified professional consultants (“Proposers”) to prepare responses to questions posed by the Authority Board of Commissioners to assess the relative effectiveness of the Authority’s operations, specifically with reference to regulatory compliance and financial efficiency.

The selected Proposer will be expected to familiarize themselves with the history of the Authority within the context of applicable Federal and State laws and regulations pertaining to landfill closure and postclosure requirements, integrated waste management planning and implementation, joint powers authorities, transfer station permitting and operations, contracting and oversight of solid waste and recycling collection and disposal, and household hazardous waste facility permitting and management.

Proposals must be received at the following address by 4:30 P.M.  
on Monday, 02 December 2013:

**Attention: Jay Sarina, CAO  
County of Del Norte  
981 ‘H’ Street, Suite 210  
Crescent City, CA 95531**

**II. PROPOSAL PROCESS** Each Proposer is advised to verify that all parts of the RFP package have been received. Proposers are responsible for informing themselves with respect to all conditions that might in any way affect the cost or the performance of any of the work. Each Proposer is responsible for obtaining any and all information it deems necessary to make its proposal. The Authority does not assume any liability for actions taken pursuant to data contained in this RFP. Checking the accuracy and completeness of the information is the responsibility of the Proposer. Failure to do so shall be at the sole risk of the Proposer and no relief will be given for errors or omissions by the Proposer.

**A. Proposal Rules**

The following rules apply:

1. All proposals must be submitted in writing and in accordance with the requirements of this Request for Proposals.
2. All requests for information regarding this RFP and for historical information relating to the Del Norte Solid Waste Management Authority should be directed to:

Tedd Ward, M.S. - Acting Director / Program Manager  
Del Norte Solid Waste Management Authority  
Telephone: (707) 465-1100  
Fax: (707) 465-1300  
e-mail: [tedd@recycledelnorte.ca.gov](mailto:tedd@recycledelnorte.ca.gov)  
website: [www.recycledelnorte.ca.gov](http://www.recycledelnorte.ca.gov)

The RFP includes all items listed in the Table of Contents, the text of the RFP, the Exhibits, and addenda (if any) issued by the Authority.

3. Eight **copies** of the proposal must be mailed or delivered in a sealed package to the address below. **The package must be received at the Del Norte County offices by 4:30 p.m. on Monday, 02 December 2013.**

**Attention: Jay Sarina, CAO**  
**County of Del Norte**  
**981 'H' Street, Suite 210**  
**Crescent City, CA 95531**

The package must be clearly labeled on the outside and inside with the name of the Proposer submitting the proposal and the address stated above (with the words: "DNSWMA Assessment Services Proposal" on the package). One of the copies of the proposal must be unbound, single-sided and labeled 'Original.' This 'Original' copy will govern in the event of any inconsistency among copies of the proposal.

4. Each proposal must be typed or printed on 8 1/2" by 11" paper, double-sided, (except as noted above) or if larger paper is required, it must be folded to 8 1/2" by 11". Paper should be at least 30% post-consumer recycled content. Each page must be fully legible and numbered (preferably sequentially numbered rather than new numbers for each section).
5. Each proposal must include all information required by this RFP. The Authority will not be bound by, or responsible for, any other explanations or interpretations of the RFP package other than those given in writing as set forth in this paragraph. Oral instructions, interpretations, or representations will not be binding upon the Authority. If the Authority issues addenda to this RFP, each Proposal will include a signed Receipt of Addenda form, which will be issued with the addenda.
6. Partial or incomplete proposals may be deemed unacceptable. Any misrepresentation

or falsehood contained within a proposal may be grounds for disqualification. All requests to change, modify, or withdraw prior to the proposal due date must be in writing and bear the same name appearing on the proposal.

7. Proposals received after the required submittal date and time will be rejected and returned unopened. The Authority will not be liable or responsible for any late delivery of proposals. Unless specifically requested by the Authority for clarification, the Authority will not accept any clarifications, revisions or addenda to submitted proposals after the submission deadline. No telegraph, facsimile or telephone proposals or addenda to proposals are acceptable.
8. Proposals must be in U.S. dollars inclusive of all anticipated costs such as, but not limited to: insurance, equipment, temporary facilities, supervision, mobilization/demobilization, overhead, and taxes. All other direct and indirect costs associated with the work including, but not limited to: allowances for weather, lost time, absenteeism, holidays, equipment failure, travel time, lodging and/or per diem expenses, and any other applicable costs must also be included in proposal.
9. Prior to contract award for the work described herein, the Authority will conduct investigations as necessary to determine the performance record and ability of each Proposer to perform the work included herein. Upon request, the Proposer must submit additional information deemed necessary by the Authority to evaluate the Proposer's qualifications.

#### **B. Evaluation Process**

Each proposal will be evaluated by the Authority for completeness, compliance with the requirements of this RFP, and ability to perform the work requested. All determinations with regard to the evaluation of proposals will be at the sole discretion of the Authority.

The objective of the Authority is to obtain a qualified consultant at a reasonable cost to provide an assessment of the Authority as described in the scope of services. Toward this end, the Authority will consider all relevant factors, including, but not limited to:

•  
Cost;

- Qualifications & experience;
- References from clients;
- Availability, scheduling & proximity
- Proposed level of engagement with the Board and community

**The Authority is not obligated to select the lowest cost Proposal.** The final selection will be made by the Authority Board at a scheduled and noticed public meeting.

### **III. EXISTING CONDITIONS**

The following background information is provided for the convenience of potential Proposers. Each Proposer is responsible for obtaining any and all information it deems necessary to make its proposal. The Authority assumes no liability for actions taken pursuant to data contained herein. Checking the accuracy and completeness of the information is the responsibility of the Proposer.

#### **A. General Background on Del Norte County**

Del Norte County is the northwestern-most California county, comprising 1,008 square miles and total population of 29,547 (2009, CA Department of Finance) (including 2,000 to 3,500 prisoners in Pelican Bay State Prison) occupying approximately 11,244 housing units (2008, CA Department of Finance). Del Norte County is home to Redwood National and State Parks as well as the Smith River Recreation area. Over 75% of the County land area is publicly owned, primarily as State and National Parks and Forests. The County is predominantly rural with a local economy based on government, services (including Sutter Coast Hospital), fishing and tourism. There is one incorporated city: Crescent City, population 7,680 (2009, CA Dept. of Finance), though nearly half the County population lives in the greater Crescent City area. The City and immediate surrounding area has a population density of about 3,300 persons per square mile; the remainder of the County has an average density less than 25 persons per square mile. Other significant community centers include Fort Dick, Hiouchi, Gasquet, Klamath, Klamath Glen, and Smith River.

Historically, Del Norte's population on average has been underemployed, less affluent, and less educated compared to the rest of the State. For example, nearly 16% of Del Norte's population is below the poverty rate compared to approximately 14% statewide, and for people under the age of 18, over 20% live in poverty. An average person in Del Norte makes less than 70% of the average Californian. Twenty-nine percent (29%) of Del Norte's residents have not completed high school, compared to 24% as the State average. In 2000, 24% of Del Norte's non-prison population was Hispanic, Native American, Black, or Asian, and this percentage is expected to increase in coming years.

#### **B. General Background on the Del Norte Solid Waste Management Authority**

The Del Norte Solid Waste Management Authority is a joint powers authority of

the County of Del Norte and the only incorporated city, Crescent City. Commissioners include two members from the Del Norte County Board of Supervisors appointed by the Chair, two members from the Crescent City Council appointed by the Mayor, and one public Commissioner appointed by the other four. Formed in 1992, the most recent adopted amended joint powers agreement describes the purposes of this agency as:

- A) Planning, siting, permitting, developing, constructing, maintaining, managing and providing gate attendants for public disposal sites, transfer stations, and/or sanitary landfills, and planning for and securing the services of necessary non-disposal processing facilities or other options related to recovering discarded resources and processing those materials to increase their value;**
- B) Preparing, implementing, and providing related monitoring, reporting, updates and revisions for programs of a Regional Agency Integrated Waste Management Plan as required under the California Integrated Waste Management Act of 1989 as amended (California Public Resources Code commencing with section 40050), including programs related to used motor oil, oil filters, and household hazardous wastes and other materials and products banned from mixed waste disposal;**
- C) Defining and monitoring the service standards for collections of discards in the incorporated and unincorporated area of County and the ability to grant franchises for waste hauling and/or collection and processing of mixed recyclable materials, in its discretion;**
- D) Exercising all setting and controls on maximum rates to be charged to the public for discard collections services, and solid waste and recycling services in Del Norte County, and other appropriate powers reasonably necessary to carry out the purpose of this Agreement, including securing disposal capacity for Del Norte County residents, agencies, and businesses as required under Public Resources Code sections 41701 and 41703;**
- E) Developing, adopting, and implementing Ordinances and programs to control and prosecute illegal dumping and blight in Del Norte County associated with solid waste accumulation and storage; and**
- F) Post-closure maintenance, monitoring, reporting and remediation related to the Crescent City Landfill as required by relevant Orders from the Regional Water Quality Control Board, North Coast Region, the California Department of Resources Recycling and Recovery (CalRecycle) the North Coast Air Quality Management District.**

### **C. Recent Background**

After approximately 20 years, the former Authority Director retired in July 2013. The Authority Board of Commissioners requests the assistance of a qualified consultant to assess operations and make recommendations to improve the efficiency and effectiveness of the planning, programs and services administered and/or provided by the Authority.

## **IV. SCOPE OF SERVICES**

All work performed by the selected Proposer (“Consultant”) and its employees pursuant to the agreement entered pursuant to this RFP will be performed promptly and diligently and in a manner consistent with the standards of care, diligence and skill exercised by recognized environmental engineering and consulting firms for similar services, and in accordance with all regulatory and good management standards, and in a good, safe and workmanlike manner. Consultant will be responsible to ensure that all work performed by its employees is performed to the standards set forth in this RFP and that such work complies with requirements of appropriate governmental agencies and applicable law.

All services will be performed by Consultant personnel. Consultant is expected to be familiar with all current applicable laws and regulations. Any expenditures of time or materials to become familiar with such federal or state laws and/or regulations are not billable to any task described in this RFP.

The Authority requests (but does not require) that deliverables produced under this scope of services use the following Windows-compatible software: Microsoft Office or Corel WordPerfect. The Authority requests proposals for a professional services consultant to provide the following services:

1. **Cash Controls and Procedures.** Evaluation and recommendations regarding the Authority’s cash controls and procedures including, but not limited to:
  - a. The processing of deposits.
  - b. The recovery procedures for checks and commercial accounts, including checks with insufficient funds.
  - c. The accounting for cash on hand.
  - d. Are the Authority’s cash controls and procedures consistent with professional practices, and are there recommendations for improvement?
  - e. Accounts payable procedures
2. **Staffing.** Evaluation and recommendations regarding Authority staffing patterns and staffing needs, including but not limited to:

- a. What mandatory solid waste management functions must be performed by the Authority considering *current* local, state and federal requirements?
  - b. Does the Authority have the staff and expertise appropriate to complete these functions? Recommendations for changes as necessary or appropriate.
  - c. Evaluation of staff workloads and duplication of tasks. Please explain if duplication is necessary or unnecessary.
4. **Day-to-Day Operations.** Evaluation of day to day operations and recommendations for increased efficiencies including, but not limited to:
- a. Are regulatory requirements being met in a timely and comprehensive manner? If not, explain.
  - b. Are the activities of the Franchisees and other contractors being evaluated and monitored to assure compliance with their respective contracts and regulatory requirements? If not, explain.
  - c. Are there any suggestions for improvements at the Transfer Station?
  - d. Is the Transfer Station Operations contract being managed in compliance with existing regulatory requirements? If not, explain.
5. **Director Position.** Evaluation of the Director position, and recommendations regarding recruitment and hiring of same including, but not limited to:
- a. Should the Director position be filled as full time, or are there other staffing alternatives that would improve efficiencies while assuring compliance with legal obligations and responsiveness to the Commission?
  - b. Create a job description for the Director.
  - c. Recommendation of an appropriate salary range for the Director based on the revised description.
5. **Small Volume Transfer Stations.** Evaluation and recommendations regarding the small volume container site transfer stations in the Klamath and Gasquet communities, including, but no limited to:
- a. What, if any, problems or shortcomings exist in the Authority's Klamath and Gasquet sites?
  - b. Which of any above identified problems or shortcomings can be resolved without significant additional cost to the Authority?
  - c. What are the liability and disposal concerns, if any, if one or both of these sites are closed?
  - d. Is it feasible for either the Gasquet or the Klamath small volume transfer station be owned and operated by a private company? What would be the cost to the consumer in relationship to the current costs?

6. **Organizational Structure.** Evaluation and recommendations regarding the structure of the JPA, including, but not limited to:
- a. How does the current JPA structure compare to inter-governmental solid waste management policy, management, and operational structures in equivalent California jurisdictions with equivalent solid waste management requirements?
  - b. Is this JPA the most effective and efficient entity for managing solid waste in Del Norte County? If not, what alternatives (including replacement by private enterprise) would likely result in more efficient and effective management and direction of required solid waste-related functions?
  - c. Would elimination of the JPA save the rate-payers money? If so, how? If not, why not?
  - d. If the JPA were to be dissolved, what would be the most efficient entity(ies) to continue to meet the separate regulatory obligations of the City and County?
  - e. Could the JPA function effectively in a manner similar to other Del Norte JPA's [*i.e.*, Executive Director and part-time clerical staff, supported by contractors][see Local Transportation Commission, Redwood Coast Transit Authority, Airport Board]?
  - f. If so, what functions would have to be performed by City or County staff?
  - g. Is it likely that such a configuration could meet the current operational, regulatory, policy and reporting requirements as a savings [after contracting costs] to rate-payers?
7. **Potential alternatives to JPA.** Discussion regarding joint or unilateral dissolution notwithstanding recommendations regarding the continuance of the JPA. Based upon the JPA members (City or County) may choose to unilaterally or jointly withdraw from the agreement causing dissolution. Please evaluate and make recommendations regarding the following:
- a. What would be the best alternative for service delivery and solid waste management?
  - b. How would the members be assured that the mandated functions would be accomplished by this alternative? Consider necessary staffing and expertise to carry out the mandates previously the responsibility of the JPA.
  - c. Who would be responsible for policy development, regulatory compliance and reporting, rate setting and enforcement?
  - d. Who would be responsible for the cash management and accounting requirements and procedures?
  - e. Would the City and the County be responsible for separate rate-setting and enforcement?
  - f. If the Authority were to be dissolved, where should the Director's

- functions be carried out?
- g. What would be the anticipated cost savings (if any) compared to the current JPA?

## **V. PROPOSAL REQUIREMENTS**

The Authority invites proposals from persons and companies qualified to provide the requested services described herein. The contents and pricing structure of the selected proposal and this Request for Proposals will form the initial basis for negotiating an Agreement for the selected Contractor. The contents of each proposal should address each of the following topics:

### **A. Project Schedule**

Proposer must provide on the form attached as Exhibit A an expected commencement date for work and an anticipated completion date for the draft report and final report. The Authority would like the selected Proposer to begin work December 11, 2013.

### **B. Qualifications**

#### **1. Experience**

Proposals must demonstrate the capacity for the Proposer to complete the Scope of Services. This includes demonstrating work experience that would enable Proposer to provide these services. Proposals should highlight experiences related to California local government agencies and/or joint powers authorities responsible for managing closed landfills, transfer station operations, integrated waste management planning and implementation, and franchise collection procurement and oversight services.

#### **2. Organization Chart, and Resumes of Personnel**

Proposals must provide a complete resume of all personnel that will provide services as well as a listing of the services that he or she will provide. The Authority reserves the right to terminate the contract if the personnel described in the proposal are different than those designated to perform the work tasks for this project.

#### **3. References**

Proposals must include at least three references. References should include a brief description of the work completed by the Proposer, the start and end-dates of those projects or dates of employment, worksite address, and names and phone numbers and e-mail addresses of contact persons, agencies, or businesses who can comment on the referenced work activities and deliverables. The references provided should

demonstrate Proposer's experience and knowledge regarding the fields of California local government, joint powers authorities and planning and administering integrated waste management programs.

#### 4. Conflict of Interest Exclusion

Proposing persons or companies that have current or former service or employment affiliations with the Authority, Authority contractors, employees, or Commissioners since the year 2000 must describe that affiliation, and related activities, duration, and compensation. Proposals from companies with current service relationships with Authority contractors will not be accepted. Affiliations that may raise concerns regarding the impartiality of a proposer may be grounds for disqualification of their proposal.

### **C. Approach**

Proposals must describe any unique, creative, or more effective aspects of the Proposer's approach to completing each of the tasks in the Scope of Services. This section of each proposal will explicitly confirm that the Proposer has adequate professional background with laws and regulations pertaining to integrated waste management in California, and will review the documents provided so Proposer will not make any recommendation that would conflict with any current law, regulation, agreement, contract, or memorandum of understanding of the Authority without specific recommendation(s) on additional necessary changes to address such conflict. This section of the proposal will describe how the Proposer intends to maintain regular contact with staff and the Board of Commissioners, including the amount of time the consultant intends to spend in Del Norte County to meet with Commissioners and/or staff of the Authority or to conduct research related to this project, and to attend Authority meetings to present results. The Authority reserves the right, at its discretion, to include or exclude additional proposed optional services from Proposer in the negotiated agreement for the services described within this RFP.

### **D. Price Proposal & Project Schedule**

Exhibit A must be completed and a Billing Rate Sheet attached describing the hourly rates for all project personnel and services, which will be the basis for submitted invoices and/or Change Orders for the duration of this project. The total project budget will be a not-to-exceed amount for these services, regardless of the hours worked unless a Change Order to the agreement is adopted by the Authority Board.

## **VI. EXHIBITS AND FORMS**

All documents of this RFP, including Exhibits, are included in the CD-ROM included with this RFP.

Exhibit A: RFP Project Schedule, Price Proposal Form

Exhibit B: DNSWMA Background Documents

## EXHIBIT A: Request for Proposals Project Schedule & Price Proposal Form

Request for Proposals Mailed & Distributed	25 October 2013
Proposals Due:	02 December 2013
Anticipated contract start date: Wednesday	11 December 2013

### Project Schedule

**Commencement Date: Anticipated to be 11 December 2013**

**Draft Report: Commencement Date + 45 days**

**Final Report: 15 days after comments on Draft are received**

Topic Area	Price Proposal
1. Cash controls & procedures	
2. Staffing	
3. Day to day operations	
4. Director	
5. Small volume transfer stations	
6. Organizational structure	
7. Potential alternatives to JPA	
Draft Report	
Final Report	
<b>TOTAL NOT TO EXCEED</b>	

***Please attach a rate sheet indicating billing rates for all personnel and services to be used as part of this project. Prices may be shifted between topic areas, but the 'Total Not To Exceed' amount may only be adjusted by a Change Order to the Agreement.***

## **EXHIBIT B:DNSWMA Background Documents**

*The following documents are provided on the enclosed CD-ROM.*

### **A. Organization**

1. First Amended Joint Powers Agreement
2. DNSWMA By-Laws
3. Resolution Adopting By-Laws
4. DNSWMA Organizational Charts for 2011 and 2012
5. Job Descriptions for Authority staff positions
6. Memorandum of Understanding between Del Norte Solid Waste Management Authority and SEIU Local 1021 (March 2011)

### **B. Finances**

1. **Documents related to the California Infrastructure Bank (I-Bank)**
  - a. Summary of I-Bank Loan Documents
  - b. Facility Lease
  - c. Facility Sub-Lease
  - d. Site Lease
  - e. Site Sub-Lease
2. **Documents related to DNSWMA Audits**
  - a. FY 2011/12 Audit Report
  - b. FY 2011/12 Audit Communications
  - c. FY 2010/11 DNSWMA Audit Report
  - d. FY 2009/10 DNSWMA Audit Report
  - e. FY 2008/09 DNSWMA Audit Report
  - f. FY 2007/08 DNSWMA Audit Report
3. **Documents related to DNSWMA Rates**
  - a. Regional Rate Comparison
  - b. FY 2013/14 Rates at the Del Norte County Transfer Station
  - c. FY 2013/14 Rates at the Klamath and Gasquet Transfer Stations
  - d. FY 2013/14 Rates for Recology Del Norte Customers
4. FY 2012/13 DNSWMA Approved Budget and Actual Expenditures
5. FY 2013/14 DNSWMA Approved Budget
6. Summary of Authority grants since 1992
7. Summary of 2012 gross revenue from Gasquet and Klamath small volume transfer stations

### **C. Agreements**

1. Approved Contract between DNSWMA and Hambro/WSG
2. Approved Contract between Hambro/WSG and the Dry Creek Landfill
3. Approved Covenant between DNSWMA and Dry Creek Landfill
4. Approved Contract between DNSWMA and Recology Del Norte

5. Approved Contract between Recology and Julindra Recycling

#### **D. Compliance**

1. DNSWMA Compliance history 1977 – 1995
2. Semi-annual Monitoring Report for the Crescent City Landfill (July 2013)
3. Regional Water Quality Control Board Order 97-90
4. Electronic Annual Report to CalRecycle for FY 2012/13
5. Authority Director's Reports for August, September and October 2013

#### **E. Plans**

1. Del Norte County Transfer Station Hazardous Materials Business Plan
2. DNSWMA FY 2013/2014 Work Priorities

#### **F. Ordinances**

1. Adopted Ordinance 2008-01, Solid Waste and Recycling Responsibility
2. Adopted Ordinance 2008-02, Nuisance Abatement
3. Adopted Ordinance 2008-03, Administrative Citation
4. Adopted Ordinance 2009-01, Enforcement Officer
5. 2012 Solid Waste Task Force Report on Ordinances

#### **G. Prior Assessments**

1. 1995 Report from Special Finance Committee on DNSWMA
2. April 2011 Second Ad Hoc Report
3. June 2011 DNSWMA Response to Ad Hoc Report
4. Minutes from DNSWMA Assessment meeting of June 2013
5. Minutes from DNSWMA Assessment meeting of July 2013