

**Attachment “A”
Scope of Services**

**Preparation
of a
Solid Waste Management Plan
for the
Nassau County**

**S2L, Inc.’s Contract and Work Authorization Number: CM2685-WA10
S2L, Inc.’s Project Number: 19-866**

BACKGROUND

The Florida Solid Waste Management Act (“Act”) was enacted to provide comprehensive programs to promote recycling and reduce the volume of materials going to landfills. The Act has given Nassau County (“County”) the responsibility and power to provide for the operation of solid waste disposal facilities to meet the needs of all incorporated and unincorporated areas of the County. In addition, since the County’s population is currently under 100,000 people, the County is to provide its residents with the opportunity to recycle in lieu of attempting to achieve recycling goals set forth by the Act. Once above a population of 100,000, the Act directs the County to attempt to meet certain recycling goals.

In conformance with requirements of the Act, and after closure of the West Nassau Landfill, the County entered into agreements with two private disposal facilities in the State of Georgia to provide daily disposal capacity for the County’s waste. The County relies on its residents to retain franchise private waste companies to collect garbage, bulky waste materials, and recyclables within the unincorporated sections of the County for the delivery of waste to these private facilities. The County does not direct the waste companies as to where to deliver collected recyclable materials. For those unincorporated County residences that do not retain a private waste company, the County has provided a Citizen’s Convenience Recycle Center (CCRC) at the Waste Nassau Landfill for the disposal of garbage and certain bulky waste materials and the collection of recyclables. The County does not collect a fee for this service. The major cities within the County have entered into their own agreements with waste companies to collect and deliver waste to disposal and recycling facilities. The solid waste sub-element of the County’s Comprehensive Plan outlines these general approaches for the County’s current solid waste management system.

Nassau County continues to grow with its population expected to exceed 100,000 people within the next ten years. Additionally, growing issues with the collection of waste and recyclables within the unincorporated portions of the County have been encountered, and a better

understanding of future solid waste-related financial obligations will be of significant assistance to the County. A solid waste management plan will help the County guide existing and future solid waste management efforts and financial needs. The Plan will:

- Define and understand current waste management practices and the system in place.
- Identify problems and deficiencies with the current system.
- Identify opportunities for improvement in the current system.
- Set priorities for action to address problems and affect improvement.
- Measure progress toward implementing actions.
- Identify the resources needed and develop budgets and schedules.
- Revisit and modify priorities as the Plan develops.

S2L, Incorporated, in conjunction with professional associate Kessler Consulting, Incorporated (collectively known as “Consultant”) is to prepare a County Solid Waste Management Plan (“Plan”), and to update the solid waste sub-element of the County’s Comprehensive Plan.

The County will provide or make available the following information to the Consultant:

- Adopted FY2020 budget for solid waste programs and facilities.
- Sources and anticipated revenues.
- Historical revenues and expenses.
- Vehicle replacement cost.
- Solid waste disposal and processing quantities.
- Daily records of the type and quantity of waste at the recycling center and collection sites.
- Capital Improvement Plan including anticipated expenditures and schedule.
- Hauling/collection costs and revenues derived from each recycling center and collection site.

SCOPE OF SERVICES

Services to be provided by the Consultant for this Scope of Services include the following:

Task 1 – Existing Solid Waste Facilities and Future Operation Requirements

Consultant will address the status of the existing County’s solid waste management facilities and programs including future operations to meet regulatory requirements and service needs for the community. Information to be compiled and utilized is, for the most part, readily available from previous work efforts and will include addressing the following facilities and programs:

- Care of Closed Landfills:
 - West Nassau Landfill
 - Lofton Creek Landfill
 - Bryceville Landfill
- CCRC for Solid Waste Collection and Recycling (included in Task 2).
- Unmanned Recycling Collection Drop Off Centers (included in Task 2).

- Household Hazardous Waste Collection Program.
- Private Solid Waste Disposal Facilities.
- Storm Debris Management Sites.
- Litter Control.

Task 2 – Benchmarking Existing Collection and Recycling Operations

The purpose of this task is to conduct an operational and financial analysis of County-provided collection, recycling, and related disposal services. The accuracy of this analysis will depend on the timely provision of information by the County, private haulers, and incorporated cities. Anticipated task activities are as follows:

- Obtain information regarding County solid waste operations for the last three years, including but not limited to CCRC operations and tonnages; revenues, expenditures, and year-to-date budget data; staff information (headcount, salary, work allocation, and hours worked); processing, disposal, and other service contracts; processing, disposal, and other service fees; equipment replacement schedule; capital improvement plans; and other related information.
- Survey private haulers providing collection services within the County to obtain information as available, including but not be limited to the number of customers serviced, types and tonnages of materials collected, disposal and processing facilities utilized, and other related information.
- Survey the incorporated cities within the County to obtain information, including but not limited to collection operations, contracts, and service rates: number of customers receiving collection service; anticipated service changes; and other relevant information.
- Compile and analyze the information provided to develop a concise summary of collection and recycling operations within the County and the revenues and costs associated with these operations.

Task 3 – Evaluation of Potential Improvements to Collection and Recycling Operations

The purpose of this task is to identify potential changes in the County's solid waste system that might enhance collection services, increase recycling, or otherwise improve system operations. Based on discussions with County staff, certain scenarios will be selected for analysis to evaluate the cost/benefit and commitment of resources required for the County to implement changes. This analysis is intended to support an informed decision by the County regarding which, if any, system changes to pursue. Anticipated task activities are as follows:

- Based on the results of Task 2, compile a preliminary list of potential system changes for review and discussion with County staff. System options will likely include but not be limited to collection licensing/franchising options, vendor requirements, future operational needs, and options for convenience and recycling centers in the County. Consultant will work interactively with County staff to define up to three scenarios for further operational and financial analysis.
- Survey up to five other Florida counties that are comparable to the County in terms of location, demographics, and types of collection services, and that have implemented one or more of the system changes under consideration. Examples of the information to be sought include demographics (population, number of households, housing types), collection and recycling

services (types of service, collection method and frequency, households served), processing and disposal (facilities utilized, tonnages, fees), financial information, and other relevant information. Prepare a tabular comparison matrix of the relevant information regarding the counties surveyed.

- Based on Consultant's knowledge and information obtained from the County surveys, analyze the operational and financial implications of the three scenarios identified by County staff. Consultant will establish equipment and operational assumptions and achievable performance metrics for each scenario. Consultant will discuss these assumptions and metrics with County staff and refine them as needed. The results of the analysis will be projected over a 10-year period.

Task 4 – Solid Waste Funding Mechanisms

Consultant will identify potential options for funding future solid waste operations.

Consultant will evaluate the adequacy of existing funding to meet the current expenses of the solid waste system. The Consultant will then compile and summarize future expenses identified in the Plan, such as proposed system improvements, landfill post-closure activities, recycling operations, and other liabilities. Various mechanisms that might be used to fund these expenses will be identified and the advantages and disadvantages of each will be discussed. Based on discussions with County staff, the Plan will provide a recommended approach(es) to meet existing and future funding needs. Anticipated activities include the following:

- Compile a list of solid waste funding mechanisms available to local governments in Florida, along with the advantages and disadvantages of each.
- Discuss these options with County staff to identify those options considered most feasible to the County for further consideration.

Task 5 – Potential Impacts of Existing and Proposed State Legislation

Consultant will provide information and guidance regarding potential implications and impacts of existing and proposed State solid waste legislation to the County. Anticipated activities include the following:

- Compile a concise summary of the solid waste legislative requirements that will be placed on the County once it exceeds a population of 100,000 residents.
- Review any proposed or pending solid waste legislation and prepare a summary of the potential implications for the County. To the extent available, Consultant will also provide an indication of the likelihood of any proposed legislation being enacted and, if enacted, the effective date.

Task 6 – Solid Waste Management Plan and Comprehensive Plan Element Development

Consultant will compile the results of all tasks and analyses into the broader Plan including the development of short-term (5 years) and long-term (20 years) solid waste recommendations. Once the recommendations have been developed, the Nassau County Comprehensive Plan's Solid Waste Sub-element will be revised.

Consultant shall meet with County staff, Public Works Director, and County Manager to discuss the draft report, receive comments (including any comments from the Planning Department), and finalize as a draft for Board of County Commissioners (Board) to finalize and adopt.

Task 7 – Presentation to the Board of County Commissioners

Once the County's Public Works Director and County Manager have agreed that the Plan is ready to be presented to the Board, the Consultant will prepare a PowerPoint presentation summarizing the solid waste programs, future costs, conclusions, and recommendation of the Plan and required revisions to the Comprehensive Plan Solid Waste sub-element. It is expected that the County's Public Works Director and County Manager will review and approve the presentation prior to scheduling a Board Meeting.

Consultant will prepare for and assist the Public Works Department staff with the presentation to the Board. At this meeting, the Consultant, with the assistance of the Public Works Department staff, will respond to questions from the Board, and the general public. The result of the meeting is expected to be the adoption of the Plan.

SCHEDULE

Work under the Scope of Services provided above will begin upon receipt of the signed Work Authorization. The draft Plan report for County review will be submitted within 180 days from receipt of the Work Authorization so that corrections and finalization can be made prior to submittal to the Board. The period to prepare the Board presentation and placing it on the Board's agenda is assumed to be up to 90 days, then another 45 days to finalize the Plan and solid waste sub-element based on Board comments and acceptance. Total Work time is expected to be 315 days.

COST ESTIMATE

The cost estimate to conduct the Work as described in the above listed Scope of Services is \$129,817.61. A detailed breakdown for each task in conjunction with the estimated labor hours, contract labor rates, and expenses are included in the attached Exhibit 1 for the Consultant. Costs incurred will be invoiced on a time and material basis. The County will be notified when the overall project budget is nearing its limit.

December 16, 2019

EXHIBIT 1

S2Li No. 19-866

Total Project Costs

County No. CM2685-WA08

S2Li Fee Estimate

Preparation of a Solid Waste Management Plan

Nassau County, Florida

LABOR		LABOR CATEGORY AND RATE								TOTAL HOURS	SUBTOTAL LABOR
		Project Dir./ Principal	Regional Manager/ QC Officer	Principal Engineer	Senior Engineer	Project Engineer	Associate Engineer/CADD	Field Technician	Office Manager		
TASK	DESCRIPTION	\$250.00	\$232.25	\$190.26	\$137.09	\$97.92	\$74.21	\$52.38	\$76.24		
1	Existing Solid Waste Facilities and Future Operation Requirements	2	13		40	4	4		8	71	\$10,301.29
2	Benchmarking Existing Collection and Recycling Operations	2	8							10	\$2,358.00
3	Evaluation of Potential Improvements to Collection and Recycling Operations	4	24							28	\$6,574.00
4	Solid Waste Funding Mechanisms	2	24							26	\$6,074.00
5	Potential Impacts of Existing and Proposed State Legislation	4	8							12	\$2,858.00
6	Solid Waste Management Plan and Comprehensive Plan Element Development	16	40			26			16	98	\$17,055.76
7	Presentation to the Board of County Commissioners	8	40	0	0	16	0	0	16	80	\$14,076.56
	SUBTOTALS:	38	157	0	40	46	4	0	40	325	\$59,297.61

EXPENSES		Field Vehicle	Lab Testing (est.)	Equipment Rental (est.)	Parts (est.)	Kessler Consulting (Attachment)					SUBTOTAL EXPENSES including Subconsultants
TASK	DESCRIPTION										
	All Tasks	\$ -	\$ -	\$ -		\$70,520.00					\$ 70,520.00
	SUBTOTALS:	\$ -	\$ -	\$ -	\$ -	\$ 70,520.00	\$ -	\$ -	\$ -	\$ -	\$ 70,520.00

COST SUMMARY				
TASK	DESCRIPTION	SUBTOTAL S2Li LABOR	SUBTOTAL EXPENSES	TASK TOTAL
TOTALS		\$59,297.61	\$ 70,520.00	<u>\$ 129,817.61</u>



December 4, 2019

Omar Smith
Vice President, S2Li
8029 Ridge Valley
Woodstock, Georgia 30189-7047

via electronic delivery

RE: **Scope of Work – Subconsultant Services for Nassau County Solid Waste Management Plan**
KCI Project Number 99-90

Dear Mr. Smith:

Kessler Consulting, Inc. (KCI) is pleased to submit this proposed Scope of Work to provide S2L, Incorporated (S2Li) with solid waste management expertise and assistance.

Background

Nassau County (County) has contracted with S2Li to provide technical assistance in evaluating the County's existing solid waste management system and in developing a Solid Waste Management Plan with short-term (less than 5 years) and long-term (up to 20 years) recommendations. S2Li has engaged KCI to assist with certain aspects of this planning process as more specifically defined in the proposed scope of services below.

Scope of Services

KCI proposes to assist with benchmarking existing collection and recycling operations and finances, identifying and evaluating potential improvements to these operations, identifying options for funding solid waste operations, and explaining potential impacts of existing and proposed State solid waste legislation.

Task 1 – Benchmarking Existing Collection and Recycling Operations

The purpose of this task is to conduct an operational and financial analysis of County-provided collection, recycling, and related disposal services. The accuracy of this analysis will depend on the timely provision of information by the County, private haulers, and incorporated cities. Anticipated task activities are as follows:

- Participate in a project kick-off call.
- Obtain information regarding County solid waste operations for the last three years, including but not limited to Citizen Convenience Center (CCC) operations and tonnages; revenues, expenditures, and year-to-date budget data; staff information (head count, salary, work allocation, and hours worked); processing, disposal, and other service contracts; processing, disposal, and other service fees; equipment replacement schedule; capital improvement plans; and other related information.¹

¹ KCI has obtained a limited amount of this information through its assistance to the County with annual solid waste reporting to the Florida Department of Environmental Protection.

- Survey private haulers providing collection services within the County to obtain information as available, including but not be limited to number of customers serviced, types and tonnages of materials collected, disposal and processing facilities utilized, and other related information.
- Survey the incorporated cities within the County to obtain information, including but not limited to collection operations, contracts, and service rates: number of customers receiving collection service; anticipated service changes; and other relevant information.
- Compile and analyze the information provided to develop a concise summary of collection and recycling operations within the County and the revenues and costs associated with these operations.

Task 2 – Evaluation of Potential Improvements to Collection and Recycling Operations

The purpose of this task is to identify potential changes in the County’s solid waste system that might enhance collection services, increase recycling, or otherwise improve system operations. Based on discussions with County staff, certain scenarios will be selected for analysis to evaluate the cost/benefit and commitment of resources required for the County to implement changes. This analysis is intended to support an informed decision by the County regarding which, if any, system changes to pursue. Anticipated task activities are as follows:

- Based on the results of Task 1, compile a preliminary list of potential system changes for review and discussion with County staff. System options will likely include but not be limited to collection licensing/franchising options, vendor requirements, future operational needs, and options for convenience and recycling centers in the County. KCI will work interactively with S2Li and County staff to define up to three scenarios for further operational and financial analysis.
- Survey up to five other Florida counties that are comparable to the County in terms of location, demographics, and types of collection services, and that have implemented one or more of the system changes under consideration. Examples of the information to be sought include demographics (population, number of households, housing types), collection and recycling services (types of service, collection method and frequency, households served), processing and disposal (facilities utilized, tonnages, fees), financial information, and other relevant information. Prepare a tabular comparison matrix of the relevant information regarding the counties surveyed.
- Based on KCI’s knowledge and information obtained from the county surveys, analyze the operational and financial implications of the three scenarios identified by County staff. KCI will establish equipment and operational assumptions and achievable performance metrics for each scenario. We will discuss these assumptions and metrics with S2Li and County staff and refine as needed. Results of the analysis will be projected over a 10-year period.

Task 3 – Solid Waste Funding Mechanisms

KCI will identify potential options for funding future solid waste operations.

KCI will evaluate the adequacy of existing funding to meet current expenses of the solid waste system. The Project Team will then compile and summarize future expenses identified in the Plan, such as proposed system improvements, landfills, landfill closures, recycling operations and other liabilities. Various mechanisms that might be used to fund these expenses will be identified and the advantages and disadvantages of each will be discussed. Based on discussions with County staff, the Plan will provide a recommended approach(es) to meeting existing and future funding needs.

Anticipated activities include the following:

- Compile a list of solid waste funding mechanisms available to local governments in Florida, along with the advantages and disadvantages of each.
- Discuss these options with S2Li and County staff to identify those options considered most feasible to the County for further consideration.

Task 4 – Potential Impacts of Existing and Proposed State Legislation

KCI will provide information and guidance regarding potential implications and impacts of existing and proposed State solid waste legislation to the County. Anticipated activities include the following:

- Compile a concise summary of the solid waste legislative requirements that will be placed on the County once it exceeds a population of 100,000 residents.
- Review any proposed or pending solid waste legislation and prepare a summary of the potential implications to the County. To the extent available, KCI will also provide an indication of the likelihood of any proposed legislation being enacted and, if enacted, the effective date.

Task 5 – Solid Waste Management Plan and Comprehensive Plan Element Development

KCI will compile the results of all tasks and analyses into a Technical Memorandum for discussion with S2Li and County staff, as well as for incorporation into the broader Solid Waste Management Plan to be compiled by S2Li. KCI will also participate in development of short-term and long-term solid waste recommendations and presentation of study results and recommendations to the Public Works Director, County Manager, and Board of County Commissioners (BCC). Finally, KCI will assist S2Li in development and documentation of necessary revisions to the Nassau County Comprehensive Plan's Solid Waste Element.

Anticipated task activities include the following:

- Prepare and submit a draft Technical Memorandum that benchmarks the County's existing collection and recycling operations (Task 1 results), identifies and evaluates potential improvements to those operations (Task 2 results), identifies various solid waste funding mechanisms (Task 3 results), explains potential impacts to the County of existing and proposed State solid waste legislation (Task 4 results), and provides preliminary short-term and long-term recommendations for consideration by County staff.
- Participate in half-day work session with S2Li and County staff to discuss the draft memorandum and to identify short-term and long-term recommendations related to future collection and recycling operations and infrastructure for inclusion in the Solid Waste Management Plan.
- Revise and finalize the Technical Memorandum based on the work session discussions.
- Review and provide comments on the draft Solid Waste Management Plan compiled by S2Li.
- Review and provide comments on the draft Solid Waste Comprehensive Plan Element revisions compiled by S2Li.
- Prepare draft PowerPoint slides related to KCI's work for incorporation by S2Li into the presentation to the Public Works Director, County Manager, and BCC.
- Prepare for and participate in meetings with the Public Works Director and County Manager to review the draft Plan and recommendations to be presented to the BCC.

- Revise relevant portions of the Solid Waste Management Plan and PowerPoint slides as needed following each meeting.
- If requested, assist in presenting the study results and recommendations to the BCC.

Deliverables

- Draft and final Technical Memorandum.
- Comments on the draft Solid Waste Management Plan developed by S2Li, and up to three rounds of revisions based on comments by County staff, Public Works Director, and County Manager.
- Draft PowerPoint slides for incorporation by S2Li into a presentation, and up to three rounds of revisions based on comments by County staff, Public Works Director, and County Manager.
- Participation in up to five meetings, including a half-day work session with County staff, briefing with the Public Works Director, briefing with the County Manager, and presentation to the BCC, as well as conference calls as necessary.

Compensation

Because of the nature of this project and the potential variability in the level of effort required, KCI proposes to conduct the Scope of Work outlined herein on a time-and-materials basis for an amount not to exceed \$70,520 billed at the contracted labor rates.

We would be happy to discuss the proposed Scope of Work and revise it as necessary to meet the County's needs and objectives. KCI appreciates the opportunity to submit this proposal and looks forward to working with S2Li and Nassau County on this important project.

Sincerely,

Kessler Consulting, Inc.



Mitch Kessler
President