

# **REQUEST FOR PROPOSALS**

## **CITY OF SANDY, OREGON**

### **SANDY CLEAN WATERS & SANDY DRINKING WATER REINVESTMENT PROGRAM MANAGEMENT SERVICES**

#### **SECTION 1: INTRODUCTION AND BACKGROUND**

The City of Sandy (City) is soliciting proposals from consulting engineering firms to perform program management support services. The support services will include developing the required systems needed to successfully deliver multiple capital projects in the wastewater utility and drinking water utility. Services will be provided on an as-needed basis to supplement City staff. Specific work will be authorized by individual task orders. The support services will also include design management oversight/technical review of consulting engineering deliverables, financial services to apply for and administer loans and grant funding, communication services, and construction management. The successful prime firm will be excluded from performing design or construction services of the program projects.

Both water and wastewater programs consist of a series of parallel projects to be completed over the next five years including but not limited to 1) a new 24-inch drinking water pipeline and pump station from the City of Portland Lusted Hill Filtration Plant to the City; 2) Replacement/Expansion of the existing Alder Creek Drinking Water Treatment Plant; 3) Various Capital Improvements Program (CIP) water upgrades including new and retrofitted drinking water reservoirs; 4) Sandy River conveyance effluent pipeline and new outfall; 5) Sandy Wastewater Treatment Plant Phased Upgrades including capacity and reinvestment upgrades to liquids, solids, and recycled water, and biosolids systems, Capacity Management Operations and Maintenance (CMOM) program, and Collection System investigation and rehabilitation.

Sandy is located approximately 25 miles east of Portland, Oregon with a population of 12,612 (2020 U.S. Census).

#### **Wastewater Program (Sandy Clean Waters)**

The wastewater treatment system consists of a 2.9 MGD (maximum month wet weather flow) activated sludge treatment plant (placed in service in 1998, upgraded in 2022) with effluent filtration and UV disinfection. Effluent is permitted to be discharged to Tickle Creek (a tributary of the Clackamas River) only between November 1<sup>st</sup> and April 30<sup>th</sup>. Between May 1<sup>st</sup> and October 31<sup>st</sup>, Sandy produces Class B recycled water, which is all conveyed to a local ornamental nursery for irrigation.

The City is executing a large program to upgrade their wastewater collection and treatment facilities. The program, branded as the Clean Waters Program, will increase the protection of receiving stream water quality while planning for a growing community. The Wastewater

Facility Plan, prepared by MurraySmith, was adopted in 2019. The Facility Plan recommended a program that included four phases of expansion -Phase 1A (ongoing), Phase 1B, Phase 2 and Phase 3, which centered upon obtaining a second outfall on the Sandy River or alternative discharge and constructing a second wastewater treatment plant – a satellite MBR facility.

The City is currently facing the following challenges with their Wastewater Facilities:

1. Current facilities are close to capacity and must expand to accommodate growth
2. Regulatory restrictions
  - The current discharge into Tickle Creek is limited by the Three Basin Rule, OAR 340-041-0305
  - The City's National Pollution Discharge Elimination System (NPDES) Permit only allows discharge into receiving streams from November 1 to April 30
  - The City doesn't have a permitted alternative discharge
3. The existing infrastructure is aging
4. Cost escalation has impacted infrastructure project affordability

The City began implementing Phase 1A in 2019, with improvements made to the collection system and immediate needs improvements at the existing wastewater treatment plant (WWTP). The WWTP Immediate Needs construction project is anticipated to be complete by February 2023 followed by a stress test to establish re-rated treatment plant capacity. Collection system basins 6 and 7 rehabilitation (not originally in the facility plan) is anticipated to complete construction in winter of 2023. Rehabilitation of collection system basins 2 and 8 have been completed. The City is also on schedule to submit an NPDES permit application for a new outfall on the Sandy River in fall of 2022, although the outcome of the permit approval is unknown, and the timing of constructing the new outfall, if approved, would likely not be completed until 2028.

As the City began implementing Phase 1A, it began experiencing project cost increases. A reassessment of the future program estimates for Phase 1B (construction of the Satellite MBR Facility and new outfall system) revealed affordability concerns as currently conceptualized.

As a result of the affordability concerns the City procured services to perform a facility plan amendment with a revised capital improvement plan (CIP) for near-term and long-term wastewater system solutions. The facility plan amendment will determine if a more economical compliance solution is available than building the satellite treatment plant. In addition, the facility plan amendment will address compliance issues during the shoulder seasons of May and October, when discharge to Tickle Creek is prohibited, and irrigation is not needed/storage ponds are full; as well as address how the City can stay in compliance with upgrades to the existing treatment plant while building the long term effluent discharge solution in a 5 -10 year timeframe– either a Sandy River Outfall and/or alternative discharge. City Council will be awarding a contract for the Facility Plan Amendment in October 2022. The Facility Plan Amendment is scheduled for completion in June of 2023.

The City anticipates multiple phases of project improvements over the next five years which will be defined by the Facility Plan Amendment, including two phases of expansion and upgrades at the existing Wastewater Treatment Plant. These two phases of near-term expansion may include

an interim capacity upgrade targeting headworks, recycled water, and solids treatment for construction in 2024 to continue increasing treatment capacity as defined by the stress test re-rating, and the next major secondary treatment expansion, likely in 2025-2026.

### ***Wastewater Reference Documents Available to Proposers***

- Wastewater System Facilities Plan, MurraySmith, 2019
- Detailed Discharge Alternatives Analysis, MurraySmith, 2021
- Summary of Clean Water System Improvements, Leeway Engineering Solutions, 2022

### ***Funding***

The City currently has SRF loans for current construction projects occurring in Phase 1A – collection system basin 2, and 8 rehabilitation, and the immediate needs wastewater treatment plant upgrade. The City was also awarded \$14.7 million American Rescue Plan Act (ARPA) grant from the State Legislature that is administered by Business Oregon. The grant is allocated to collection system upgrades in basins 6 and 7, the facility plan amendment, design upgrades at the WWTP and program management services. The City is also completing loan applications for Water Infrastructure Finance and Innovation Act (WIFIA), a Congressionally directed EPA Grant, and additional CWSRF loan funding. Based on the latest available information, the upper limit of affordability for the Sandy Clean Waters Program based on rate studies and latest interest rates is a maximum of \$107 Million, which includes future escalation.

### **Drinking Water Program**

The City of Sandy has three developed sources of drinking water - Brownell Springs (0.12 million gallons per day (MGD) reliable senior water rights), Alder Creek (2.4 MGD reliable senior water rights), and a connection to the Bull Run as a wholesale water customer of the City of Portland Water Bureau (0.5 MGD minimum water purchase, max 3.0 MGD). The City also has undeveloped water rights on the Salmon River (16 MGD). Current water usage is average daily demand of 1.2 MGD and maximum daily demand of 2.1 MGD.

Currently the City water is a mix of Bull Run, Brownell Springs and Alder Creek. The Alder Creek water treatment facilities are at the end of useful life, and average production is 0.9 MGD, although the water rights exist for 2.4 MGD. Growth projections show in 30 years average daily demand will increase to 3.0 MGD and Maximum Daily Demand will increase to 6.0 MGD.

Similar to the City of Portland, the City has a bilateral compliance agreement with the Environmental Protection Agency (EPA) to complete upgrades for the treatment of *Cryptosporidium* by September 30, 2027. After this date, the current source of Bull Run water the City receives as a wholesale customer will either have to be treated by the City or the connection point must be changed to the new City of Portland filtration plant that is currently in the design phase.

The City is in the process of completing a Water System Master Plan with consulting engineer MurraySmith, and is expected to finalize the plan in Fall 2022. After a detailed evaluation of the options, in June 2022 the City elected to replace the existing drinking water plant at Alder Creek

to maximize reliable water production to 2.4 MGD and to construct a new 24-inch pipeline and pump station to purchase filtered, treated water from the new Portland Lusted Hill Filtration Plant. This option provides the lowest capital and lifecycle cost to the City while providing key drinking water system redundancy. Both projects need to be completed on or before September 30, 2027.

The city is also planning for several smaller projects from the Masterplan CIP that will upgrade and install new water reservoirs.

### ***Drinking Water Reference Documents Available to Proposers***

- Bull Run Water Supply Decision Re-Evaluation, MurraySmith, 2022
- Water Rate Model, FCS Group, 2022

### ***Funding***

The city has reserves to pay initial program management services and the City is submitting an SRF Loan application in September 2022 to help fund services. The City will need assistance applying for related grants as well as other sources of funding such as WIFIA. The drinking water reinvestment program is estimated to be \$88 million including escalation.

## **SECTION 2: SCOPE OF WORK**

The City seeks to enter into a Professional Services contract with a qualified and experienced firm that offers program management services for utilities. The anticipated services will focus on the strategic planning, management, coordination, and delivery of capital projects in the Water and Wastewater Capital Improvement Program. The services are anticipated to be on-going for multiple years.

The specific services needed will be developed based on the identification of needs at the programs are further developed and coordinated with existing City resources. Services may include, but are not limited to:

- Reviewing the current programs;
- Developing a program management and execution plan;
- Program Work Breakdown Structure (WBS) development;
- Master Scheduling;
- Document Management Plans;
- Financial and Change Management Plans;
- Risk and Contingency Planning;
- RACI or other authority matrix planning;
- Performance reporting system development;
- Quality Assurance and Controls;
- CAD/BIM management;
- Defining Projects for design and construction;
- Developing standard contracts;
- Design and Construction Contract Management including Alternative Delivery;

- Design Technical Review;
- Permitting Planning and Support;
- Land use, ROW, and acquisition services;
- Coordination with other Agencies and Utilities (City of Portland Water Bureau, ODOT, Clackamas and Multnomah Counties)
- Community Engagement and Program Communications and support;
- Staff Augmentation for preparation of RFQs, RFPs, Council Packets and Staff Reports;
- Project Cost Estimate Preparation, Cost Estimate review; Value Engineering, and Alternative Delivery Construction Cost Negotiation/Review;
- Program Financing Strategy and support for loan and grant application preparation;
- Management, Documentation and Reporting of loan financing (SRF, WIFIA, Grants).
- Construction Management (Submittal Review, RFI, Change Order Management, Testing and Startup, Field and Factory Inspection, Closeout services (As-Builts, O&M Manual, Lessons Learned).
- City Engineering, Capital Delivery, Drinking Water and Wastewater/Sewer Utility Department staffing plans

Additionally:

1. Some projects may include state and federal funding. These projects shall have all appropriate documentation and procedural follow-up as to not disqualify the City from receiving reimbursement from the respective state or federal government. Projects designated as partially or completely funded using state or federal funds must be prepared in accordance with the policies and procedures of the appropriate entity or the respective government.
2. The Consultant shall be fully responsible for the safety and well-being of its employees and agents.
3. All documents prepared or obtained by the consultant as a result of this contract shall become the property of the city upon completion of each assignment or termination of this contract.
4. The Consultant will maintain, at its own expense, all permits and licenses necessary to perform this work in compliance with federal, state, and local laws.
5. The Consultant will obtain permission from the property owners involved for access to any public or private property for the purpose of the operations under this contract.

### ***Schedule and Funding***

The City's anticipated schedule includes the following milestones:

- CMOM and inspection of collection basins 5, 10, 1,3, 4, and 9 completed by **December 31, 2025.**
- Alder Creek Water Treatment Plant Replacement Upgrade completed **December 31, 2026**
- Phase 1B upgrades as redefined in the forthcoming WWTP Facility Plan Amendment completed by **December 31, 2026.** (The City anticipates two phases of construction to keep increasing capacity, one in 2024 and one in 2026).

- 24-inch Water Pipeline and Pump Station connection to Portland Lusted Filtration Plant completed **August 1, 2027**
- Sandy River Outfall and conveyance pipeline completed by **December 31, 2028**.

Funding for the Program Management Services will be from a combination of sources, initially from Water Fund reserves and Clean Water State Revolving Fund (CWSRF) and Water infrastructure Finance and Innovation Act (WIFIA) loan proceeds as well as other grant funds in the future for both water and wastewater programs.

### **SECTION 3: PROPOSAL FORMAT**

Interested and qualified firms are invited to submit a Proposal that demonstrates their experience in performing programs of this scale and complexity. To assist evaluation, it is desirable to format the proposal similar to the headings listed below. The submittal should be clear and concise.

Documentation should include the following information:

#### **1. Cover Letter**

- a. Project Title
- b. Full legal name of proposing business entity
- c. Structure of type of business entity
- d. Name(s) of the person(s) authorized to represent the PROPOSER in any negotiations
- e. Name(s) of the person(s) authorized to sign any contract that may result
- f. Contact person's name, mailing or street addresses, phone numbers and email address
- g. Introductory letter expressing interest in the project

#### **2. Firm Profile**

Describe the firm's overall experience with providing services related to wastewater and drinking water treatment, design, construction management and program delivery in the Pacific Northwest. The profile should demonstrate the firm's qualifications and ability to provide professional services as required to successfully complete the program. The program management firm will need to be experienced in navigating Oregon regulations such as meeting Oregon Health Authority and Oregon Department of Environmental Quality regulations and reviews as well as experience with ORS and AORs with regard to Design Build (OAR 137-049-0610(3)).

#### **3. Program Approach**

- a. Include a statement describing the members of the Firm to be providing the program management services for the City and how they will work with other team members involved including design professionals, construction managers, City staff, etc.

- b. Describe experience launching and conducting program management support services.
- c. Propose an approach for starting program management support services to assist the City in strategy, long term planning, delivery, and creating controls with projects currently being executed.
- d. Include a program schedule for meeting the program milestones along with a discussion of scheduling considerations, including deviations or enhancements. Project schedule shall identify duration and completion dates for all major milestones, including council dates and city review periods. Project schedule shall identify the project design critical path and expectation of City involvement and review.

4. **Team Qualifications**

The City wishes to engage a team that has the ability to provide quality work in a timely manner; a commitment to collaborative project delivery; and the resources, capacity and capabilities to deliver the work. The consultant team and Project Manager must have a demonstrated record of successfully delivering drinking water and wastewater infrastructure programs of similar nature and scope.

Information for the proposed team including subconsultants should include the following:

- a. Organization chart including key personnel, roles, level of commitment, and responsibilities. Any proposed subconsultants shall be identified, including subconsultants specialties and key personnel and assigned task(s).
- b. Bios for “Key Personnel”. Bios should include a description of the experience and qualifications and a brief resume. Confirm the availability and commitment of named key personnel, and indicate their home office location. Full resumes may be included in the proposal appendices.
- c. Three references for the Project Manager. Please include client’s name, address, email and telephone number.
- d. Describe any special or unique capabilities of the Consultant such as, technical innovations, synergistic projects, special relationships, community outreach, financial assistance, cost effectiveness, national experts, etc.

5. **References.**

Provide three examples of relevant experience. Include the proposed team members that worked on these past projects. Provide the contact information (name, title, email address, and phone numbers) for Owner/Agency project staff on these projects.

6. **Signature Page** (1 page maximum)

The proposal shall be signed by a representative authorized to bind the team and shall expressly state the proposal is valid for 90 days. The signature page must also a statement that the firm is licensed to perform engineering services in the State of Oregon and a

certified statement that the firm is not disbarred, suspended, or otherwise prohibited from professional practice by any federal, state or local agency.

**7. Appendices.**

Resumes - Include resumes that reflect the education, registrations, and experience of key staff including subconsultants.

**Limitations**

Concise responses with relevant information as outlined in the Submission Requirements section above will be more useful than extensive submittals with elaborate graphics and corporate boilerplate. The following are submissions limitations:

- Sections 1-6 are limited to a total of 20 pages.
- Section 7 is limited to a total of 15 pages.
- The limitation does not apply to covers or dividers unless they are used to convey project information. Any 11-inch x 17-inch page will be counted as two pages. A two-sided 8½ x 11 page counts as two pages.
- Pages beyond these page limitations will not be evaluated.
- Pages shall be numbered in consecutive order.
- The proposal text shall be legible: Arial font, minimum size of 11 points is preferred.

**SECTION 4 PRE-PROPOSAL MEETING**

No formal pre-proposal conference will be held.

**SECTION 5 PROPOSAL REVIEW AND SELECTION**

The selection of the engineering firm for this project will be accomplished through the following general timeline for this RFP. The anticipated schedule may be changed as needed.

Advertisement of RFP	August 15, 2022
Deadline for Proposal Submission	September 9, 2022
Interviews (optional)	September 27, 2022
Notice of Intent to Award	October 3, 2022
Anticipated Council Award Date	January 9, 2023
Notice to Proceed	January 12, 2023

The Request for Proposal (RFP) will be evaluated by the City Staff and a committee. During the evaluation process, evaluators reserve the right, where it may service the City of Sandy’s interests, to request additional information or clarification from potential firms, or to allow corrections of errors or omissions.

The City reserves the right to request an interview from the top two to three firms.



The City will negotiate a contract with the highest-ranked firm to arrive at a mutually acceptable (fair and reasonable) scope of work and fee for services. If the City and firm are unable to reach such an agreement, negotiations will cease and negotiations will begin with the firm chosen as the next highest-ranked and so on until an agreement is reached.

Any and all costs incurred for the preparation of a proposal in response to this solicitation shall be the sole responsibility of the firm or firms submitting the RFP. The City of Sandy reserves the right to accept or reject any RFP. However, the City intends to use this solicitation and the process herein described as the preferred method of evaluating responses and of negotiating with short-listed Respondents. The City of Sandy also reserves the right to select the firm that best meets its needs and serves the interests of the City.

**Selection Criteria**

The City will evaluate responses per ORS 279C.110. The selection of the engineering firm for this project will be accomplished through a one-step process with an optional interview as follows:

1. An Evaluations Committee (Committee) will be appointed to evaluate the proposals received. For the purpose of scoring proposals, each committee member will evaluate each proposal in accordance with the requested information listed in Section 3.

The committee will require a minimum of ten (10) working days to evaluate and score the proposals. At any point during the evaluation process, the City is permitted, but is not required, to seek clarification of a proposal. However, a request for clarification does not permit changes to the proposal.

Evaluation will be based on the criteria given in Table 1.

**Table 1: Written Proposal Scoring Criteria**

<b>Criterion</b>	<b>Maximum Points</b>
Cover Letter	<b>0</b>
Firm Profile	<b>20</b>
Program Understanding and Approach	<b>30</b>
Team Qualifications	<b>30</b>
References	<b>20</b>
Signature Page	<b>0</b>
<b>Total Possible Points</b>	<b>100</b>

1. Optionally and at the discretion of the selection committee, the city will invite up to three of the top-ranked Respondents for an interview. The interview will be for the purposes of distinguishing teams with close total scores from the project proposals and will be based on criteria given in Table 2.

**Table 2: Interview (optional) Scoring Criteria**

Criterion	Maximum Possible Points
Project Team and Approach	<b>100</b>
Total Maximum Points Available for Interview and/or Presentation	<b>100</b>

The City will award the Project contract to the Respondent with the highest total sum of points awarded for project proposal and interview (if conducted) (200 points maximum).

Unsuccessful firms will be notified as soon as possible. The City has the right to reject any or all proposals for good cause in the public interest, and the Procurement Officer may waive any evaluation irregularities that have no material effect on upholding a fair and impartial evaluation and selection process.

**Sample Form of Contract and Protest Procedures**

A sample Professional Services Agreement is attached to this document. This is intended to demonstrate the basic framework of the Agreement between the City and the selected candidate and not the final form of Agreement between the parties.

A protest, (if any) of the evaluation, ranking, and selection process shall substantially conform to those procedures described in OAR 137-048-0240.

**Proposal Due Date**

To be considered, (4) identical hard copies and one digital copy of the Proposal must be physically received by the City by **2:00 PM on September 9, 2022.**

**Submission Location**

<p><i>If by mail:</i></p> <p>City of Sandy Jennifer Coker, PE Public Works Director 39250 Pioneer Boulevard Sandy, OR 97055</p>	<p><i>If delivered:</i></p> <p>City of Sandy Jennifer Coker, PE Public Works Director 39250 Pioneer Boulevard Sandy, OR 97055</p>
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Telephone, facsimile, or electronically transmitted proposals will not be accepted. Proposals received after the specified date and time will not be given further consideration. If the current emergency persists, the plan for proposal submittal may change by addendum.

### **Cost of Submittal**

Consultants responding to this solicitation do so at their own sole expense. The City is not responsible for any costs associated with submitting responses to this solicitation.

### **Point of Contact**

Any questions, clarifications, or requests for general information on this RFP should be directed by **EMAIL ONLY** to the point of contact. Please include the following in the subject line: *RFP – Program Management Services*. All Questions must be submitted by September 2, 2022, for a response.

#### **City of Sandy**

**Jennifer Coker, PE  
Public Works Director  
39250 Pioneer Boulevard  
Sandy, OR 97055**

**E-mail: [jcoker@ci.sandy.or.us](mailto:jcoker@ci.sandy.or.us)**

At the City's sole discretion, communications with members of the evaluation committee, other city staff, or elected City officials for the purpose of unfairly influencing the outcome of this RFP may be cause for the Proposer's proposal to be rejected and disqualified from further consideration.

The City has the right to reject any or all proposals for good cause in the public interest, and the Procurement Officer may waive any evaluation irregularities that have no material effect on upholding a fair and impartial evaluation and selection process.

### **SECTION 6 ATTACHMENTS**

Attachments are found at the following link: <https://www.ci.sandy.or.us/rfps>

1. Sample Professional Services Agreement
2. Wastewater System Facilities Plan, MurraySmith, 2019
3. Detailed Discharge Alternatives Analysis, MurraySmith, 2021
4. Summary of Clean Water system Improvements, Leeway Engineering Solutions, 2022
5. Bull Run Water Supply Decision Re-Evaluation, MurraySmith, 2022