

5. SECTION B - SCOPE OF SERVICES

5.1. Background and Intent

5.1.1. Montgomery County, Maryland (“County”) is issuing this Request for Expressions of Interest (“REOI”) to solicit responses from organizations interested in accepting, processing, transporting and disposing acceptable solid waste¹ received at the County’s Shady Grove Processing Facility and Transfer Station (“TS”). It is the County’s intent to use this REOI to gather essential information needed to prepare a subsequent procurement solicitation, a Request for Proposals (RFP), and to develop a short-list of qualified bidders who are eligible to respond to the forthcoming RFP.

The REOI, therefore, represents a pre-qualification for waste companies, contractors, and other interested parties (Respondents) interested in supplying some or all of the TS services discussed in this REOI. Organizations that do not respond to this REOI will be ineligible to respond to the forthcoming RFP.

The County seeks to have these TS services provided to the County beginning no later than April 1, 2026. Favorable consideration will be given to the proposal(s) that can provide these services earlier than April 1, 2026.

This REOI does not constitute a commitment, implied or otherwise. The County will not be responsible for any costs incurred by Respondents to prepare and submit their response to this REOI.

5.2. Scope of Services/Specifications/Work Statement

5.2.1. Project Background

5.2.1.1. County Owned Solid Waste Management Facilities

The TS is one of several solid waste management facilities in the County. More information on Solid Waste Facilities located in the County can be found in [Appendix B](#).

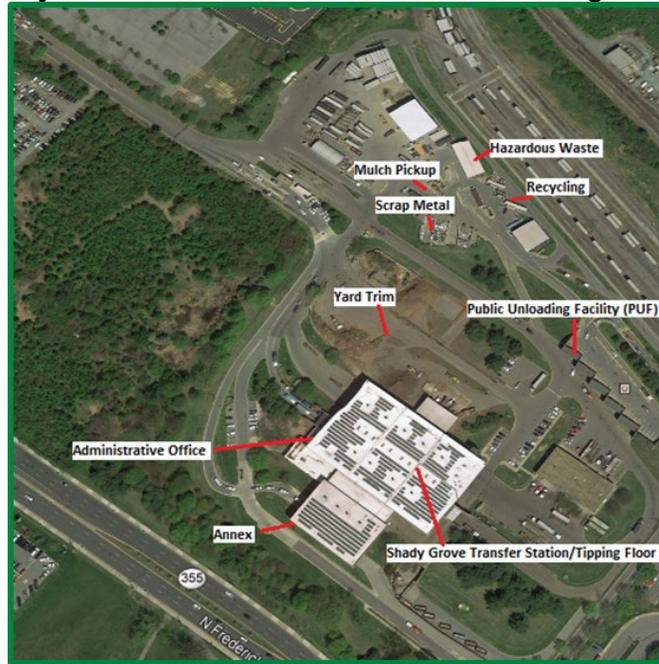
5.2.1.2. Shady Grove Processing Facility and Transfer Station (“TS”)

- 5.2.1.2.1. In operation since 1982.
- 5.2.1.2.2. ±43-acre parcel (*Montgomery County Tax Map GS13, Parcel P848*).
- 5.2.1.2.3. Physical address - 16101 Frederick Road, Derwood, Maryland 20855.
- 5.2.1.2.4. Two entrances
 - 5.2.1.2.4.1. Shady Grove Road for Commercial vehicles. Approximately 1,000 vehicles per day with loads greater than 500 lbs.
 - 5.2.1.2.4.2. Frederick Road (MD Route 355) for residential vehicles. Residential traffic to the Public Unloading Facility (PUF), which receives only residential municipal solid waste (MSW), can run between 1,000–2,000 vehicles per day with loads of less than 500 lbs.
- 5.2.1.2.5. In 1995, rail transportation of processible (e.g., combustible) waste from the TS to the Resource Recovery Facility (“RRF”) was initiated.
- 5.2.1.2.6. In 2008, the tipping building and tipping floor area were expanded. Additional TS improvements included:
 - 5.2.1.2.6.1. Site roads
 - 5.2.1.2.6.2. Installation of additional scales
 - 5.2.1.2.6.3. An enclosed small vehicle drop-off center was added to the tipping building.
- 5.2.1.2.7. The TS employs four compactors that compress processible waste into 40-foot intermodal containers at 25–27 tons per container. Full containers are driven to the rail yard for shipment to the RRF.

¹ Acceptable solid waste: materials remaining after dual-stream recycling and not classified as Hazardous Waste.

- 5.2.1.2.8. If necessary, processible waste is bypassed directly to other permitted disposal sites.
- 5.2.1.2.9. The TS receives approximately 2,100 tons per day of MSW via commercial and residential vehicles. Vehicles with less than 3-ton capacity account for 65% of the total vehicular traffic.
- 5.2.1.2.10. The TS is equipped with seven radioactivity detectors located throughout the TS complex.
- 5.2.1.2.11. The active TS Refuse Disposal Permit and current operations plan is included as [Appendix C](#).
- 5.2.1.2.12. The current TS equipment inventory is included as [Appendix D](#).
- 5.2.1.2.13. The current rail equipment inventory is included as [Appendix E](#).

Figure 1: Shady Grove Transfer Station and Processing Facility Site Plan



Source: Google Earth, Image Date 04/2018

- 5.2.1.2.14. The TS has an operating permit limit of 821,500 tons per year (TPY). The approximate annual acceptable waste composition is:
 - 5.2.1.2.14.1. 550,000 to 625,000 tons of MSW
 - 5.2.1.2.14.2. 40,000 to 60,000 tons of Construction and Demolition waste
 - 5.2.1.2.14.3. 80,000 to 90,000 tons of yard trim and natural wood
 - 5.2.1.2.14.4. 10,000 tons of scrap metal, electronics, and other recyclables
- 5.2.1.2.15. See [Appendix F](#) for the County’s Waste Material Flow Diagram for Calendar Year 2020.

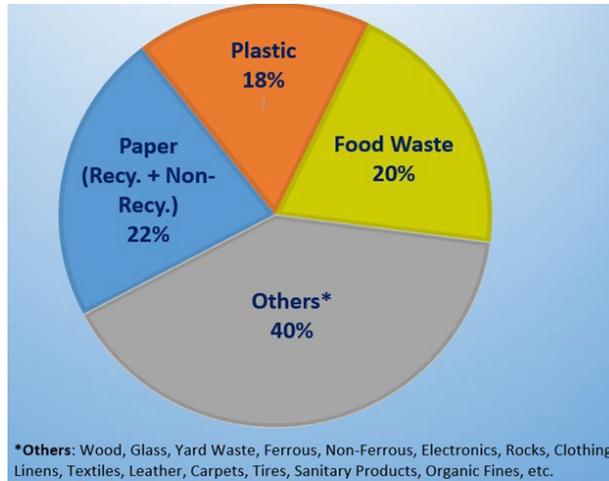
Table 1. Total Tons Received at TS, Tons Processed at RRF, Tons Landfilled

	2018	2019	2020	2021
Total Tons Received at Transfer Station	655,278	661,772	619,877	635,070
Total Tons Processed at RRF	613,850	607,553	548,758	577,579

5.2.1.3. Waste Composition

- 5.2.1.3.1. The County conducts regular waste composition studies. The current waste composition study data is shown in Figure 2.

Figure 2. Composition of County MSW



5.2.1.3.2. The actual tonnage of each commodity received may vary as may the composition of waste also change over time. The County’s waste disposed, and materials recycled by material type for Calendar Year 2020 can be found in [Appendix G](#).

5.2.1.4. Waste Collection

- 5.2.1.4.1. The County is currently divided into two solid waste collection subdistricts; Subdistrict A and Subdistrict B². The County contracts with Independent Collection Contractors for dual-stream collection of recyclables from all single-family homes not located in incorporated cities in the County.
- 5.2.1.4.2. The County’s Independent Collection Contractors collect solid waste from single-family homes in Subdistrict A. The County does not contract for the collection of recyclables or solid waste from multi-family properties or commercial businesses.
- 5.2.1.4.3. County collection contractors must deliver materials collected in the County to the TS or other County-designated facility. The County’s Independent Collection Contractors do not pay a tipping fee and are prohibited from billing County residences any disposal fees.
- 5.2.1.4.4. During the course of any contract arising out of this REOI, the solid waste collection subdistricts may change.

5.2.1.5. Current Waste Transportation System

- 5.2.1.5.1. Processible³ waste is shipped from the TS by rail to the RRF. The County currently utilizes double-stacked 40-foot containers on single well railcars for waste transport. Using the current railcars, the TS can accommodate trains with a maximum of 47 cars and 94 containers. The CSX Transportation, Inc. rail line to the RRF is a single track utilized by commuter, freight, and all MSW trains transporting waste to the RRF.

5.2.2. Scope of Services

- 5.2.2.1. The TS is owned by the County and is currently operated by Covanta under a contract with the Northeast Maryland Waste Disposal Authority (“Authority”). The Authority contract with Covanta expires in April 2026. The County is seeking

² To learn more the County’s solid waste collection, refer to Chapter 3 of the 10-Year Solid Waste Plan.

³ Processible Waste – waste acceptable for processing at the County RRF

information from parties interested in working with the County to provide any, all, or a combination of the following solid waste management services beginning no later than April 1, 2026:

- 5.2.2.2. Operation and Management of the County's TS, including the PUF.
- 5.2.2.3. Acceptance and processing of approximately 650,000 tons per year of acceptable waste, including approximately 600,000 TPY of MSW and 50,000 TPY of C&D. The County makes no guarantee as to an annual waste tonnage delivered to the TS or any final destination facilities, as it is the County's intention to divert as much waste as possible from landfilling over time; however, tonnage data indicate that the County has accepted over 600,000 TPY since 2018 (see Table 1).
- 5.2.2.4. Processing of acceptable waste at the TS, if applicable.
- 5.2.2.5. Loading of acceptable waste into intermodal rail containers or tractor-trailers, or both.
- 5.2.2.6. Transportation via intermodal rail or tractor-trailer and processing and/or disposal of acceptable solid waste.
- 5.2.2.7. Modifications and/or changes to TS buildings, waste handling processes, and systems to facilitate the Respondents preferred TS operational processes, waste loading, transportation method(s), and acceptable waste disposition.

NOTE: The following operations on the TS campus are not included in the REOI:

- Household Hazardous Waste Drop-Off
- Materials Recycling Facility
- Residential Drop-Off (Scrap Metal, Electronics, Oil, etc.)
- Scale House
- Yard Trim Acceptance and Processing

5.2.2.8. Acceptable Waste Disposition Technologies

5.2.2.8.1. The County continues its focus of waste reduction, reuse, recycling, and composting in its solid waste management strategy. For the acceptable waste that is not recycled or otherwise diverted, which currently includes approximately 600,000 TPY of MSW and 50,000 TPY of C&D delivered to the TS, the County favors the following disposal technologies:

5.2.2.8.2. Municipal Solid Waste

5.2.2.8.2.1. Material Recovery and Biological Treatment (MRBT)

5.2.2.8.2.2. MRBT is herein considered to be the process of sorting source-separated waste, recovering marketable materials, and biologically stabilizing the organic fraction of the residual waste with an anaerobic digestion process to minimize its post-burial impact in a Resource Recovery and Conservation Act (RCRA) Subtitle D-compliant landfill. All MSW residuals are buried in a RCRA Subtitle D landfill, subject to the same terms identified for landfills below.

5.2.2.8.2.3. Mixed Waste Processing (MWP)

5.2.2.8.2.4. MWP facilities, also known as one-bin solutions, may be proposed as a compliment to the existing County dual-stream recycling program and other current and future recycling and composting systems provided by the County. MWP residuals must be disposed of in a RCRA Subtitle D landfill.

- 5.2.2.8.2.5. Landfilling
- 5.2.2.8.2.6. All MSW landfills that receive County acceptable waste, including but not limited to residuals from MRBT or MWP operations, must:
- 5.2.2.8.2.7. be designed, and operationally compliant with, RCRA Subtitle D and the applicable regulations of its host state and local jurisdiction; and,
- 5.2.2.8.2.8. have or are slated to have an active gas collection and control system (GCCS) with a control device that achieves a methane destruction efficiency of 98% or the minimum destruction efficiency required by the governing regulatory entity, whichever is greater.
- 5.2.2.8.2.9. If any landfill to be used is owned by an entity other than the bidder/hauler, a capacity assurance agreement signed by the landfill owner must be provided to guarantee sufficient capacity to dispose the estimated acceptable MSW tonnage over the term of the contract.

5.2.2.8.3. Construction and Demolition Debris

- 5.2.2.8.3.1. The County prefers that C&D debris be recycled rather than landfilled and has adopted the International Green Construction Code (IGCC), which requires not less than 50% of non-hazardous construction waste to be diverted from disposal. C&D that is landfilled must be done so at a facility that complies with all applicable state and local regulations.

5.2.2.8.4. Bridging Solutions

- 5.2.2.8.4.1. The County favors disposal options that reduce the amount of landfilled waste. However, the County also recognizes that technologies that recover recyclable materials from MSW, such as MRBT or MWP, are capital-intensive and often have long lead-times. Respondents may not be able to bring such technologies online on or before April 1, 2026. Accordingly, a suite of parallel or sequential disposal approaches may be proposed to the County for the disposal of acceptable waste received at the TS. Such an approach should provide continuity of solid waste management while also aiming to divert more waste from landfill disposal. For example, a Respondent may propose to begin the contract term by disposing MSW at a RCRA Subtitle D landfill and, later in the contract term, divert a considerable amount of the acceptable waste to a MWP facility.

5.2.2.8.5. Exclusions

The following activities are viewed unfavorably by the County and should be excluded from Respondent submissions, as they will be deemed ineligible and will not receive consideration for inclusion in the RFP.

- 5.2.2.8.5.1. Incinerating waste, including, but not limited to mass-burn, pyrolysis, gasification, plasma arc, solvolysis, hydrothermal decomposition, depolymerization, chemical recycling, or any sort of waste-to-fuels technology with the exception of anaerobic digestion for the organic fraction of MSW.
- 5.2.2.8.5.2. Repurposing of the TS that would require either significant downtime during normal operations or would displace ancillary solid waste management activities at the TS including the MRF, yard trim acceptance and processing, resident recycling drop-off, and household hazardous waste drop-off.
- 5.2.2.8.5.3. Expanding the footprint of waste acceptance and handling at the TS and/or PUF onto adjacent, non-County owned parcels unless

respondent proposal includes the purchase of property adjacent to the County owned footprint.

- 5.2.2.8.5.4. Expanding the rail yard unless respondent proposal includes the purchase of property adjacent to the County owned footprint.
- 5.2.2.8.5.5. Disincentivizing existing source-separation programs.
- 5.2.2.8.5.6. Waste processing or disposal locations, not including the TS site, that contain any of the following within a 5-mile radius:
 - 5.2.2.8.5.6.1. Population greater than 20,000 persons;
 - 5.2.2.8.5.6.2. Non-Hispanic White population less than 57.8% in the 2020 Census; and,
 - 5.2.2.8.5.6.3. Median household income less than \$35,000 per year.
- 5.2.2.8.5.7. While not necessarily exclusionary, respondents are strongly encouraged to propose an existing waste disposition facility that meets the criteria. Respondents who are unable to provide existing waste processing or disposal locations that conform with the criteria above must, however, provide both qualitative and quantitative analyses demonstrating that their proposed waste disposition locations do not have a disproportionately high or adverse impact on disadvantaged communities. Any newly proposed waste disposition facilities must meet the criteria described above.

5.2.2.8.6. Available Quantities

- 5.2.2.8.6.1. In the event that the County is able to divert MSW for recycling or reuse, such as organics composting or MRBT, the respondent should identify the cost impacts associated with any reduction in estimated MSW volume in excess of -25%. The County reserves the right to renegotiate the unit disposal cost if MSW quantities exceed +25% of the estimated quantities.

5.2.2.8.7. Term

- 5.2.2.8.7.1. See Section C, Performance Period

5.2.3. Response Content

- 5.2.3.1. See Section E, Submissions.

6. SECTION C - PERFORMANCE PERIOD

6.1. TERM

- 6.1.1. As a result of this and succeeding solicitations, the County anticipates issuing a contract with a 10-year initial term with two (2) 5-year renewal options, at the County's discretion; however, Respondents may propose a different term. It is expected that the notice-to-proceed (NTP) associated with the contract will be issued no later than April 1, 2026, and/or depending upon the selected bidder's earliest availability to perform the work scope but no later than April 1, 2026, with a preference for those available sooner.

6.2. PRICE ADJUSTMENTS

- 6.2.1. Prices quoted are firm for a period of two (2) years after execution of the contract. Any request for a price adjustment after this 2-year period is subject to the following:
 - 6.2.1.1. Approval or rejection by the Director, Office of Procurement or designee
 - 6.2.1.2. Submission in writing to the Director, Office of Procurement and accompanied by supporting documentation justifying the Contractor's request. A request for any price adjustment may not be approved unless the contractor submits to the County sufficient justification to support that the Contractor's request is based on its net increase in costs in delivering the goods/services under the contract.