



County of Fairfax, Virginia

To protect and enrich the quality of life for the people, neighborhoods, and diverse communities of Fairfax County

REQUEST FOR DETAILED PROPOSAL FOR Municipal Solid Waste Sorting and Advanced Recycling Facility Public-Private Education Facilities and Infrastructure Act of 2002 Project

A. Background

1. Process

Fairfax County (the County) received and accepted an unsolicited proposal under the provisions of the Public-Private Education Facilities and Infrastructure Act of 2002 (PPEA) for a public-private partnership to develop a Solid Waste Management Facility on County-owned property at the I-95 Landfill Complex in Lorton, VA.

In accordance with the [procedures adopted by Fairfax County](#) and the provisions of the PPEA, the County invited other interested firms to submit a competing unsolicited proposal for this project (Original Request for Proposal (RFP)) for simultaneous consideration. The Original RFP included the option to propose any of the following: Municipal Solid Waste (MSW) Sorting Facility, Advanced Recycling Facility, or a Combined MSW Sorting and Advanced Recycling Facility. Two additional firms submitted competing proposals. All three proposals were evaluated in accordance with the Original RFP, and interviews were conducted with each firm in January and February of 2023. In March of 2023 Anaergia and Freepoint were selected to provide a detailed (Phase II) proposal.

The Detailed Proposal (Phase II RFP) is to serve as an addendum to the Original RFP for the purposes of obtaining information beyond that provided in the initial proposals from Anaergia and Freepoint so that the County may gain a clear understanding of the proposed project team and their qualifications and experience with solid waste sorting, processing, and sale/marketing of organic and inorganic recyclables. It is also imperative for the proposer to clearly identify the financial obligations from, or benefits to, the County associated with this project.

At the conclusion of Phase II process, Fairfax County, in its sole discretion and for any reason, may or may not, choose to enter into an interim agreement or agreements with none, one, or more of the Proposers.

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2. Exiting Site and Operations

Fairfax County generates roughly 650,000 tons of municipal solid waste (MSW) per year. The County operates a 2,000 tons per day transfer station which congregates and transfers MSW to the I-95 Landfill Complex. Currently, the MSW is being processed at the energy from waste facility, Covanta Fairfax. Ash generated from Covanta Fairfax is landfilled at the I-95 Complex in an active ash monofil landfill. This site also contains a closed municipal solid waste landfill which was capped in 1996. As shown outlined in red on the attached map, an approximately 15-acre portion of the I-95 Landfill site is available for the project.

3. Project Goals

The County's vision and criteria for the Project includes creation of a facility that utilizes proven sorting technology to recover organic and/or inorganic recyclable/divertible materials and allow for the sale of recovered materials and/or conversion of those materials into basic hydrocarbon raw materials, feedstocks, chemicals, liquid fuels, waxes, lubricants, or other products through processes that include pyrolysis, gasification, depolymerization, reforming, hydrogenation, solvolysis, catalytic cracking, and similar processes.

B. Proposal Criteria

1. General

Questions regarding this document should be submitted to the attention of Kimberly Callahan, P3 Project Coordinator, Fairfax County, at the following e-mail address: Kimberly.Callahan@fairfaxcounty.gov.

Proposal submissions must be emailed to Kimberly Callahan, no later than 4 p.m., eastern daylight, November 6, 2023.

2. Trade Secrets / Proprietary Information

The following form (next page) is provided as a courtesy to assist proposers desiring to protect trade secrets and proprietary information from disclosure under the Virginia Freedom of Information Act. In order to receive protection, you must (a) invoke the protection prior to or upon submission of the data or other materials, (b) identify the data or other materials to be protected, and (c) state the reason(s) why protection is necessary. Each of these requirements must be met with respect to the information for which protection is sought.

- a) Submission of this form shall satisfy the invocation requirement with respect to data or other materials clearly identified herein.
- b) Identify the specific data or other material for which protection is sought. Suggested forms of designation include listing the submittal section, tab, or page numbers; attaching to this form a copy of the table of contents from your submittal with the relevant trade secret or proprietary contents

3. Facility Type and Ownership Structure

- a. To ensure that the County is able to obtain a facility that provides an optimal blend of waste sorting and processing functionality and cost effectiveness, the proposer must submit, for each section noted below, responses for each of the following facility type (each, a “Facility Type”):
 - i. A facility capable of sorting, recovering, and processing both organic and inorganic recyclable materials.
 - ii. A facility for the sorting and processing of either inorganic or organic recyclable materials as proposed in the Proposer’s initial proposal.
- b. Additionally, for each section noted below, the proposer must provide the financial details for each Ownership structure described below (each, an “Ownership Structure”) for each Facility Type:
 - i. County retains ownership of land, but ground leases land to proposer; proposer constructs facility at proposer’s expense and owns and operates facility for duration of ground lease.
 - ii. County retains ownership of land. Proposer builds facility for County at County expense, County owns facility. Proposer to propose operational structure consistent with publicly controlled operation of the facility.
- c. Each of the four Facility Type-Ownership Structure combinations will be evaluated as a separate proposal.

4. Project Team Information

- a. Provide an organizational chart and narrative description that identifies the proposed team structure, clearly delineating relationships among reporting roles. If a new partner has been added to the team since the Original RFP, clearly identify the structure of that organization and the relationship with the Proposer’s existing team. Any company or organization involved with the project, including design consultants, must be shown on the organizational chart. If any team member would be involved in less than all Facility Types and Ownership Structures, please specify which Facility Types and Ownership Structures each such team member would participate in.
- b. Identify the lead Project Manager, the County point of contact, and the role of each member of the team including, owner, company leadership, project management, design team, and potential facility operations staff.

- c. Summary qualifications and/or resumes of key project staff (including key staff of any partnership organizations) must be included as well as a description of their role on this project and relevant experience.

5. Conceptual Development Plan

For each Facility Type:

- a. Submit a conceptual development plan showing how the required facility components fit on the available site.
- b. Show location and dimensions of the facility, identifying both the sorting and processing components.
- c. Provide a basic layout of the interior equipment demonstrating how the waste moves through the facility.
- d. Location of roads, showing the on-site circulation of how the trucks access and exit the facility.
- e. Items (a) through (d) should be provided in a pdf that is legible for detailed review.

6. Description of Acceptable Materials

For each Facility Type:

- a. Provide a list of items that are not acceptable materials for the proposed processing technology.
- b. If there are preferred types of waste to be managed (e.g., residential, commercial, construction and demolition) please describe.
- c. Identify any steps/processes beyond delivery of the materials that may be required to prepare waste for processing.
- d. Confirm allowable contamination levels and process (if any) to manage contamination.

7. Description of Technologies

For each Facility Type:

- a. Provide any new information on the technology(ies) proposed for the Project.
- b. Describe the process/operation of any new technology proposed for the Project.
- c. Information on redundancy and back-up if equipment malfunctions. If redundancy of the system does not exist, provide other arrangements proposer has made to guarantee management of materials.

8. Project Operations

For each Facility Type:

- a. Provide additional detail on generation, composition, and management of process residuals i.e., materials remaining after sorting and/or processing of organic and/or inorganic recyclables.
- b. Confirm if there is an intention to obtain additional feedstocks for the proposed project.
- c. Provide a mass balance flow including the following:
 - i. Assumed inputs (tonnages) by waste type
 - ii. Projected outputs by by-product/commodity
 - iii. Party responsible for each output type

9. Product Marketing

- a. Describe the end products and markets for the materials.
- b. Describe any additional clean-up of materials required after processing prior to sending to end markets.
- c. Provide copies of existing/proposed agreements for end markets.
- d. Describe the long-term availability of markets for the products that result from anaerobic digestion. Describe seasonal impacts, such as management of digestate and liquid management during winter months and how they will be handled.
- e. Provide a list of potential markets for renewable natural gas (“RNG”), digestate and liquid management and status of discussions or arrangements with such potential markets.
- f. If current plans for digestate and liquid management have not been previously executed in Virginia please provide a description of a regulatory pathway or plan to obtain approval of those markets.
- g. Address potential concerns related to PFAS in digestate, and potential actions to mitigate or manage PFAS contamination.
- h. Provide a list of inorganic materials to be recovered and sold, and describe the long term availability of markets for these materials.
- i. Examples of existing/proposed agreements for RNG or other outlets for gas produced from anaerobic digestion.
- j. Examples of existing/proposed agreements with manufacturers of end-products, and/or other information on how Proposer is currently producing and marketing end use products.

- k. Provide any specific requests for Fairfax County to assist Proposer with end use markets.
- l. Confirm that no hazardous wastes or by-products will be produced by the Project, or, if any waste or byproducts will be hazardous, describe type, volumes, and how the material will be managed.

10. Permitting

For each Facility Type:

- a. Include a list of all known local/state/federal governmental permits required to construct and operate the facility along with **estimated** approval times.
- b. Provide any experience with permitting similar facilities.
- c. Provide any specific assistance needed from Fairfax County to assist Proposer with permitting.

11. Project Schedule

For each Facility Type:

Provide a general project schedule, listing the duration (in number of months) for key milestones beginning at the initial selection (assume January 2024) through completion of the construction and start of operations, including the anticipated time required for required federal, state, and local permits.

12. Historical Financials

Provide pdf copies of proposer's (and any partnership company) audited financial statements for the past three years.

13. Financial Qualifications

Provide statements regarding the proposer's financial creditworthiness which can be verified, including the names and addresses of at least three (3) commercial or institutional credit references and a letter authorizing each credit reference to respond to inquiries from Fairfax County. At least two (2) of the references should be lending institutions.

14. Financing

For each Facility Type and Ownership Structure, provide a description of the strategy for financing the initial development and construction as well as the long-term operation of the facility. The financing plan should include at a minimum:

- a. The estimated sources and uses of funds for the Project.
- b. Planning-level cost estimates for the capital project (hard and soft costs).
- c. A detailed explanation of Proposer's anticipated capital funding program for the project, including expected arrangements with equity partners and lenders.
- d. An explanation of any outstanding financial covenants in your firm's existing debt and/or equity structures that would influence the project financing program.
- e. A description of funding commitments, guarantees, and/or other financial resources that demonstrate Proposer's ability to fund the Project.
- f. Discussion of the risks and benefits of the structure
- g. Long-term outlook for project financial viability.
- h. The proposed initial tipping fee based on a 20-year agreement.
- i. A description of how the tipping fee will (or will not) adjust if volumes adjust over time.
- j. Charges to the County if any.
- k. Description of the role of RNG, RINs and other carbon or renewable credits or offsets in the Project's revenue stream and overall economics, particularly as they affect pricing to Fairfax County.
- l. Discussion of anticipated revenue sharing to Fairfax County for end use products (RNG, Digestate, plastics, metals, etc.).
- m. All estimated fees and income that the Proposer, its partners, and affiliates receive from the Project should be clearly shown by material type.
- n. A 20-year operating proforma with line-item detail on projected revenues, expense, and cashflows – and with descriptions of all material assumptions (e.g. labor utilities, chemicals, transportation, maintenance, debt service).

C. Evaluation Criteria

The Fairfax County Selection Advisor Committee and Technical Advisory Committee (SAC and TAC) will evaluate the proposals based on the following criteria:

1. Technical/Operational:

- a. Proposer’s demonstrated experience in project development, permitting, design and construction, and operation of proposed facilities;
- b. Proposer’s demonstrated experience in marketing and selling the products (or similar products) to be produced;
- c. The proven commercial viability of the technology and the responsiveness of Proposer’s technical proposal;
- d. Feasibility of the Proposer’s conceptual design; and
- e. Proposer’s experience with permitting requirements and issues

2. Financial:

- a. Proposer’s demonstrated financial strength and ability to finance the capital costs, including construction and operation of the facility(s) proposed;
- b. The contractual terms and prices to be offered to or requested from Fairfax County;
- c. Project economics and funding; and
- d. Innovative ideas to reduce the expected initial or ongoing costs and environmental impacts of the project.

If you have any questions, or would like to schedule a site visit, please feel free to contact me at kimberly.callahan@fairfaxcounty.gov or at 703-324-9451.

Sincerely,

Kimberly Callahan, PE, Project Coordinator
Public Private Partnerships Branch