CITY OF Grand Junction COLORADO
PURCHASING DIVISION

CITY OF GRAND JUNCTION, COLORADO

****

CONTRACT

The CONTRACT is made and entered into this 10th day of April 2026, by and between the **City of Grand Junction**, a Colorado Home Rule municipality in the County of Mesa, State of Colorado ("City") and **Raftelis Financial Consultants, Inc.**, (the "Consultant").

WITNESSETH:

WHEREAS the City issued **RFP-5847-26-KF** for **Solid Waste and Recycling Cost-of-Service and Rate Study** (the "Services"); and

WHEREAS, the City has awarded the Contract to the Consultant, and the Consultant is ready, willing, and able to provide the Services in accordance with the Contract Documents.

NOW, THEREFORE, in consideration of the compensation to be paid to the Consultant, the mutual covenants hereinafter set forth and subject to the terms hereinafter stated, it is mutually covenanted and agreed as follows:

ARTICLE 1

Contract Documents: It is agreed by the Parties that the following instruments and documents, whether attached hereto or incorporated herein by reference, collectively constitute the "Contract Documents" or the "Contract." Taken together, these documents form the entire agreement between the Parties and are as fully binding as if set forth herein in full.

In the event of a conflict between Contract Documents, the order of precedence shall be as follows:

a. The body of this Contract Agreement
b. Solicitation Documents, including all Addenda: Solid Waste and Recycling Cost-of-Service and Rate Study (RFP-5847-26-KF)
c. Consultant's Response to the Solicitation
d. Service Change Requests (directing changed service(s) to be performed)
e. Field Orders
f. Change Orders
g. Amendments

ARTICLE 2

Definitions: The definitions set forth in the Solicitation shall apply to the Contract and all Contract Documents.

ARTICLE 3

Contract Services: The Consultant shall provide all professional services necessary to complete the Solid Waste and Recycling Cost-of-Service and Rate Study in accordance with the Scope of Services and Contract Documents. Services shall include, but are not limited to, project management, data collection and validation, financial and operational analysis, revenue requirement evaluation, cost-of-service allocation, rate design, development of analytical models and tools, reporting, meetings, and knowledge transfer.

The Consultant shall furnish all labor, supervision, administration, equipment, software, materials, travel, and incidentals required to fully perform and complete the Services in accordance with the level of effort, schedule, and deliverables set forth in the Contract Documents, and shall deliver all required work products in a form usable by the City for ongoing application and future updates, as described, set forth, shown, and included in the Contract Documents.

ARTICLE 4

Contract Time: Time is of the essence. The Consultant shall commence performance upon full execution of the Contract and shall diligently perform the Services in accordance with the project schedule and milestone dates, and level of effort set forth in the Contract Documents, unless otherwise modified by written amendment or Change Order approved by the City.

The Consultant shall coordinate its work and allocate sufficient personnel and resources to complete the Services within the timeframes established in the Contract Documents and within the Contract Price.

ARTICLE 5

Contract Price and Payment Procedures: The Consultant shall accept as full compensation for the performance and completion of the **Services** described in the Contract Documents a **not-to-exceed amount of Seventy-Four Thousand and 00/100 Dollars ($74,000.00)** (the “Contract Price”).

The Contract Price is based on the Consultant’s proposed rates and level of effort as set forth in the Contract Documents. The Consultant shall be solely responsible for managing its work to complete the Services within the Contract Price. No additional compensation shall be paid unless authorized by a written Change Order executed by the City.

Funds for the Contract Price have been appropriated by the Grand Junction City Council for the use and benefit of this Project. The Contract Price shall not be modified except by a written Change Order or another written directive of the City.

The City shall not issue a Change Order or other written directive requiring additional Services that would cause the aggregate amount payable under this Contract to exceed the amount appropriated for the Project unless and until the City provides written assurance that sufficient lawful appropriations have been made to cover such additional costs.

Payment shall be made in accordance with the invoice and payment provisions set forth in the Contract Documents, subject to the City's review and acceptance of Services.

ARTICLE 6

Contract Binding: The City and the Consultant each bind itself, its partners, successors, assigns, and legal representatives to the other party hereto in respect of all covenants, agreements, and obligations contained in the Contract Documents. The Contract Documents constitute the entire agreement between the City and the Consultant and may be altered, amended, or repealed only by a duly executed written instrument. Neither the City nor the Consultant shall, without the prior written consent of the other, assign or sublet in whole or in part its interest under any of the Contract Documents. Specifically, the Consultant shall not assign any monies due or to become due without the prior written consent of the City.

ARTICLE 7

Severability: If any part, portion, or provision of the Contract shall be found or declared null, void, or unenforceable for any reason whatsoever by any court of competent jurisdiction or any governmental agency having the authority thereover, only such part, portion, or provision shall be affected thereby and all other parts, portions, and provisions of the Contract shall remain in full force and effect.

IN WITNESS WHEREOF, City of Grand Junction, Colorado, has caused this Contract to be subscribed, sealed, and attested on its behalf; and the Consultant has signed this Contract on the day, and the year first mentioned herein.

The Contract is executed in two counterparts.

CITY OF GRAND JUNCTION, COLORADO

DocuSigned by:

By: Duane Hoff Jr. ____________ 4/10/2026

9F789E7D50F14BC...

Duane Hoff Jr., Date

Contract Administrator

Raftelis Financial Consultants, Inc.

Signed by:

By: Jennifer Porter ____________ 4/10/2026

51C37579EBB4407...

Jennifer Porter Date

Vice President

CITY OF Grand Junction COLORADO
PURCHASING DIVISION

Request for Proposal

RFP-5847-26-KF

Solid Waste and Recycling Cost-of-Service and Rate Study

Proposal Deadline

March 6, 2026, before 1:00 p.m. (Mountain Time)

Electronic Submission Only

Proposals Must Be Submitted Exclusively Through
BidNet Direct® – Rocky Mountain E-Purchasing System (RMEPS)
https://www.bidnetdirect.com/colorado/city-of-grand-junction

Important Notice

The City of Grand Junction does not control or administer vendor access to the BidNet® Direct system. Proposers are solely responsible for ensuring a successful submission. Technical assistance must be requested directly from BidNet at (800) 835-4603.

Virtual Solicitation Opening

All City solicitation openings will be conducted virtually.
For meeting access and participation details, refer to Section 1.9.

Purchasing Agent Contact

Kathleen Franklin
kathleenf@gjcity.org
970-244-1513

Table of Contents

Event and Details	Date
Solicitation Issued/Posted Published via BidNet® Direct – RMEPS	February 6, 2026
Non-Mandatory Virtual Pre-Proposal Conference Please refer to Section 1.5.	February 19, 2026 11:00 a.m. (Mountain Time)
Inquiry deadline No questions are accepted after the end of business on this date.	February 25, 2026
Final Addendum Issued (if applicable)	February 27, 2026
Proposal Submission Deadline Electronic submission via BidNet® Direct only	March 6, 2026 Before 1:00 p.m. (Mountain Time)
Evaluation of proposals Internal review by City-appointed committee	March 6-12, 2026
Interviews (if required) Virtual or in-person, by City invitation only	Tentative Interview Time Blocks • **Thursday, March 26, 2026**: 9:00 a.m. – 11:00 a.m. • **Friday, March 27, 2026**: 8:30 a.m. – 12:00 p.m.
Notice of Intent to Award (tentative) Subject to final evaluations and interview outcomes	April 6, 2026
Contract execution Contingent upon Council approval and funding availability	April 8, 2026]

Online Documents:

Solid Waste/Trash: https://www.gjcity.org/241/Solid-WasteTrash

Recycling Division: https://www.gjcity.org/1232/Recycling-Division

Section 1.0. Administrative Information & Conditions for Submittal

1.1. Americans with Disability Act (ADA) Compliance Mandate: Following HB21-1110. all documents produced and submitted in response to this solicitation must adhere to the provisions outlined in §§24-85-101, C.R.S., and subsequent sections, as well as the Accessibility Standards for Individuals with a Disability, as established by the Office of Information Technology under section §24-85-103 (2.5), C.R.S. Additionally, all documents must align with the State of Colorado's technology standards related to accessibility, including Level A.A. conformity with the latest iteration of the Web Content Accessibility Guidelines (WCAG) as integrated within the State of Colorado's technology standards.

1.2. Required Review: The Proposer is responsible for thoroughly reviewing all solicitation documentation to gain a comprehensive understanding of the scope, specifications, project requirements, and all associated rules, regulations, laws, conditions, instructions, and procurement policies related to the solicitation process and the Project or Work outlined in this Request for Proposal (RFP).

1.3. Issuing Office: This solicitation is issued by the City of Grand Junction, Colorado ("City"). The Purchasing Agent responsible for this procurement is:

Kathleen Franklin

kathleenf@gjcity.org

Except for pre-proposal or site visit meeting(s), all inquiries, concerns, clarifications, or communications regarding this solicitation—including those about the process, specifications, or project scope—must be submitted in writing to the Purchasing Agent. *Any communication directed to other City personnel may result in the disqualification of the Proposer's submission*.

1.4. Purpose: The City of Grand Junction, Colorado, is soliciting competitive proposals from qualified professional consulting firms to provide professional services to complete a comprehensive Cost-of-Service and Rate Study for the City's Solid Waste and Recycling Division ("Division"). The selected consultant shall apply professional judgment, technical expertise, and industry best practices to evaluate the Division's financial and operational structure and to develop cost-based, transparent, and defensible rate and fee recommendations.

Section 4.0 of this solicitation describes the project objectives, service delivery expectations, technical requirements, and applicable performance standards (Scope of Services). All services shall be performed in accordance with the requirements and the terms and conditions set forth in this solicitation and incorporated into any resulting contract.

1.5. Non-Mandatory Virtual Pre-Proposal Conference: Prospective Proposers are encouraged, but not required, to attend a non-mandatory virtual pre-proposal conference to gain a better understanding of the Scope of Services and the City's objectives. Proposers are expected to have reviewed the solicitation documents before the conference.

Meeting Details:
📅 **Date:** February 19, 2026
🕚 **Time:** 11:00 a.m. (Mountain Time)
📍 **Location:** Virtual via Microsoft Teams

Join Online:
https://teams.microsoft.com/meet/28015299930858?p=rskrixFfoFGXf6KRhk
Meeting ID: 280 152 999 308 58
Passcode: Da7vJ6pf

Join by phone:
+1 945-468-6551,,51836905# United States, Dallas
Phone Conference ID: 518 369 05#
Find a local number

1.5.1. Important Notes

- Attendance is not required to submit a proposal.
- Statements made during the virtual meeting shall not modify the solicitation.
- Only written addenda issued by the City shall be considered official and binding.

1.6. **The City:** The City will act by and through its authorized representative(s).

1.7. **Compliance:** By submitting a proposal, the Proposer affirms its commitment to comply with all terms, conditions, requirements, and instructions outlined in this solicitation, including any modifications made through addenda. Should a Proposer identify any ambiguity, omission, or conflict within the solicitation documents that might impact its/his/her understanding of the requirements, the Proposer must seek clarification from the Purchasing Agent before the inquiry deadline. Failure to do so shall not relieve the Proposer of its obligation to fulfill the requirements of the Contract.

1.8. **Controlling Authority:** The 2024 version of the City Procurement Policy is controlling.

1.9. **Submission:** Each Proposer shall prepare and submit a proposal following the requirements outlined in **Section 5.0—Preparation and Submittal of Proposals**. All proposals must adhere to the specified formatting, content, and submission guidelines outlined therein.

To participate in the public **proposal opening**, please refer to the following virtual meeting information:

Solicitation Opening: RFP-5847-26-KF
Solid Waste and Recycling Cost-of-Service and Rate Study

Date/Time: March 6, 2026, 1:00 p.m. (America/Denver)

Please join the meeting from a computer, tablet, or smartphone:

https://meet.goto.com/303164765

Or join the meeting by phone.
Access Code: 303-164-765
United States: +1 (571) 317-3122

To join from a video-conferencing room or system:
Meeting ID: 303-164-765
Dial in, or type: 67.217.95.2 or inroomlink.goto.com
Or dial directly: 303164765@67.217.95.2 or 67.217.95.2##303164765

Get the app now and be ready when the meeting starts:
https://meet.goto.com/install

1.10. Public Disclosure Notice: Pursuant to the Colorado Open Records Act (CORA), all materials submitted in response to this solicitation shall be considered public records and may be subject to public disclosure, except for information specifically designated as confidential, proprietary, or trade secret by the Proposer, and only to the extent permitted by law.

Upon award and execution of a contract, the solicitation file—including all responsive proposals—shall be available for public inspection in accordance with CORA and upon receipt of an Open Records Request. This includes proposals submitted by the non-awarded Proposer(s).

Public disclosure is also subject to the applicable provisions of CORA in the event the solicitation or resulting project is canceled.

1.11. Public Disclosure Record: If the Proposer knows its employee(s) or subcontractors have an immediate family relationship with a City employee or elected official, the Proposer must provide the Purchasing Agent with the name(s) of that/those individual(s). The individual(s) must file a “Public Disclosure Record” and/or a statement of financial interest before conducting business with the City.

1.12. Collusion Clause: By submitting a proposal, each Proposer certifies that it is not involved in any collusive action(s) or activity(ies) that may violate applicable federal or state antitrust laws, rules, and/or regulations. Any proposal(s) found to have evidence or reasonable belief of collusion among the Proposers will be rejected. At its discretion, the City reserves the right to accept future proposals for the same service(s) or work from participants identified in such collusion.

1.13. Gratuities and Kickbacks: The Proposer(s) certifies that no gratuities, kickbacks, or contingent fees have been or will be offered, solicited, or paid in connection with this Proposal or any resulting Contract. This includes, but is not limited to, the offering or payment of commissions, gifts, or other considerations contingent upon a Contract's award. If the Consultant breaches this certification, the City reserves the right to terminate the Contract immediately without liability and may pursue all available legal remedies.

1.14. Ethics: Proposers shall not offer, give, solicit, or accept gifts, favors, or anything of value to or from any employee, official, or agent of the City that could influence, or appear to influence, the procurement process. Additionally, the Proposer(s) shall not enter into any business arrangement or financial relationship with any such individuals that may create a conflict of interest or undermine public trust. Any violation of this provision may result in disqualification from consideration, termination of the contract, and potential legal consequences.

1.15. Alteration or Withdrawal of the Proposal: Any modification, revision, or withdrawal of a proposal must be initiated by the Proposer and received by the City through the designated electronic submission platform prior to the proposal due date and time stated in the solicitation. After the designated deadline, no modifications, amendments, or withdrawals will be accepted. All proposals shall be considered final, complete, and binding upon the Proposer as of the submission deadline.

Submitted proposals shall remain firm, valid, and binding for **ninety (90)** calendar days following the proposal's due date and may only be withdrawn prior to the execution of a contract.

1.16. Multiple Offers: If a Proposer(s) submits more than one proposal, THE ALTERNATE PROPOSAL must be marked "ALTERNATE PROPOSAL." The City reserves the right to make the award in the City's best interest.

1.17. Exclusions: The City shall not consider any proposal submitted orally, by telephone, email, or facsimile. Only proposals submitted under the requirements outlined in this Solicitation shall be accepted for evaluation.

1.18. Contract Documents: The Contract Documents include this solicitation, the Proposer's submitted proposal and supporting documents, and any negotiations that are formally accepted by the City and memorialized in a written agreement. These documents collectively constitute a binding and enforceable Agreement ("Contract") between the City and the Proposer upon acceptance. The Contract represents the entire and integrated agreement between the City and the Proposer ("Parties") and supersedes all prior negotiations, representations, or agreements, whether written or oral. Any modifications or amendments to this Contract must be made through a duly executed Change Order or Contract amendment.

1.19. Questions Regarding Specifications or Scope of Work: All requests for clarification or interpretation of the Specifications or Scope of Services/Work must be submitted in writing via email to the Purchasing Agent no later than the inquiry deadline specified in the solicitation. The City is under no obligation to respond to inquiries received after the deadline. Any responses provided after the deadline shall be at the sole discretion of the City and, if issued, may be distributed by written addendum.

1.20. Acceptance of Proposal Content: The Proposal selected by the City, if any, shall be incorporated into and become part of the final Contract Documents. The successful Proposer's failure to accept or fulfill the obligations outlined in the Contract may result in the cancellation of the award, and such Proposer may be disqualified from future solicitations.

Upon execution of the Contract between the Proposer and the City, the Proposer may be referred to as the "Agency," "Consultant," "Contractor," or "Firm" as applicable.

1.21. Addendum: Official response to questions, clarifications, interpretations, corrections, modifications, or extensions to the proposal submission deadline shall be issued exclusively by the Purchasing Agent through a written addendum. The authority to issue the addenda is vested solely in the Purchasing Division.

All addenda will be distributed electronically through the BidNet Direct Rocky Mountain E-Purchasing System at https://www.bidnetdirect.com/colorado/city-of-grand-junction. The Proposer(s) are responsible for monitoring this platform for issued addenda.

The Proposer(s) must acknowledge receipt of all addenda on the completed Solicitation Response Form located in Section 7.0., which must be submitted with the proposal.

1.22. Exceptions and Substitutions: All proposals meeting the intent of this solicitation will be considered for award. A Proposer that takes exception to the stated specifications does so at the Proposer's risk. The City reserves the sole right to accept or reject any proposed exception(s), substitution(s), or alternative(s).

If the Proposer(s) wish to propose a substitution or alternative, it must:

1.22.1. Clearly state each exception in a designated section of its proposal, specifying the affected requirement.

1.22.2. Demonstrate how the proposed substitution or alternative meets or exceeds the stated intent and performance criteria of the original specification(s).

Failure to explicitly state exceptions shall be deemed an acknowledgment of full compliance with this solicitation and all its requirements. If awarded a Contract, the Proposer(s) shall be fully responsible for strict adherence to and performance following all terms, conditions, and specifications outlined in the Contract Documents.

1.23. Open Records or Confidential Material: All materials submitted in response to this solicitation shall become public records and, upon contract award, shall be subject to public inspection under the Colorado Open Records Act (CORA).

For the purposes of this provision, "**Proprietary or Confidential Information**" refers to information that is not generally known to competitors and provides a competitive advantage. The unrestricted disclosure of such information places it in the public domain, thereby eliminating any claim of confidentiality.

Proposer(s) seeking to designate specific information as confidential or proprietary must:

1.23.1. Clearly mark each page or section of the submission containing such information with the words "**Confidential Disclosure**."

1.23.2. Upload confidential information as a separate document; and

1.23.3. Provide a written explanation justifying the claim of confidentiality, specifying how disclosure would cause substantial harm to the Proposer's competitive position, consistent with CORA.

The City shall review all confidentiality requests. The final determination of whether materials qualify for confidential treatment rests solely with the City. If a confidentiality request is denied, the Proposer(s) can withdraw its proposal or remove the contested confidential or proprietary information before the proposal is made publicly available.

Notwithstanding the foregoing, the following materials shall not be considered confidential or proprietary under any circumstances:

- Cost or pricing information.
- The entirety of a proposal submission.

Failure to comply with these requirements may result in the information being deemed public and subject to disclosure under CORA. The City assumes no responsibility for protecting information not properly designated and submitted under this section.

1.24. Response Material City Ownership: All proposals submitted in response to this solicitation shall become the City's sole property upon receipt and will not be returned to the Proposer(s) except at the City's sole discretion. The City's rights are not affected by the selection, rejection, or disqualification of any proposal.

The City reserves the unrestricted right to use any concepts, ideas, or adaptations in any proposal received in response to this solicitation. This right extends to all proposals, regardless of the selection status, except where such use is expressly limited by properly designated and approved "Confidential Material" under Section 1.23.

Disqualification or non-selection of a proposal shall not limit or negate the City's rights under this provision.

1.25. Minimal Standards for Responsible Proposer(s): To be considered for an award, the Proposer(s) must affirmatively demonstrate its responsibility, qualifications, and capability to perform the work described in this solicitation. At a minimum, the Proposer must:

1.25.1. Demonstrate the ability to meet project schedules and contractual deadlines for services of similar scope and complexity. Proposers should submit documentation of comparable projects completed within the last two years, including:

1.25.1.1. A comparison of original schedules to actual completion dates

1.25.1.2. A brief explanation of methods used to manage timelines and mitigate delays

1.25.2. Provide evidence of a satisfactory performance record on projects of similar size, complexity, and scope.

1.25.3. Maintain a satisfactory track record of integrity, ethical practices, and regulatory compliance.

1.25.4. Be fully qualified and otherwise eligible to receive an award and enter a legally binding Contract with the City.

1.25.5. Ensure full compliance with the requirements outlined in Section 5.0. – **Preparation and Submittal of Proposals**.

1.26. Disqualification of a Proposer: A Proposal will not be accepted from, nor shall a Contract be awarded to, any person, firm, consultant, corporation, or entity that is in arrears to the City on any debt or Contract or that has defaulted—as surety or otherwise—on any obligation to the City, or that is otherwise deemed to be irresponsible or unreliable.

Proposers may be required to submit satisfactory evidence demonstrating its/his/her responsibility, practical knowledge of the Project, and possession of the necessary financial and other resources to complete the proposed Service/Work.

A Proposer and its Proposal may be disqualified for any of the following reasons, including but not limited to:

1.26.1. Submission of more than one Proposal for the same Service/Work by an individual, firm, consultant, contractor, corporation, or entity, whether under the same or different name; and

1.26.2. Evidence of collusion among Proposers. Any participant found to be engaged in collusion shall be disqualified from consideration for future service or work with the City until reinstated as a qualified Proposer.

1.27. Taxes: The City is exempt from State, County, and Municipal Taxes and Federal Excise Taxes; therefore, all fees shall not include taxes.

1.28. Sales and Use Taxes: The Consultant and all subcontractors must obtain sales and use tax exemption certificates from the Colorado Department of Revenue. Proposals shall reflect the removal of Sales and Use Tax on materials, fixtures, and equipment.

1.29. Federal Taxpayer Identification Certificate: Successful Proposer(s) new to conducting business with the City must furnish a completed standard “Federal Taxpayer Identification Certificate (W-9)” before the Contract is executed. Additionally, the City reserves the right to request a current W-9 from established business relationships as necessary.

1.30. Public Opening (Proposal Receipt Acknowledgement): The City will conduct a virtual proposal receipt acknowledgement immediately following the proposal submission deadline. Proposers, its authorized representatives, and other interested parties may attend.

To ensure transparency and procedural integrity, all proposals received through BidNet® by the submission deadline will be formally acknowledged during the session. In accordance with the nature of a Request for Proposals, only the names of the entities submitting proposals will be announced. No proposal content, scoring information, or pricing details will be disclosed at this stage of the process.

Section 2.0. General Contract Terms and Conditions

2.1. Acceptance of Terms: Submission of a proposal in response to this solicitation constitutes a binding offer by the Proposer, which shall be acknowledged in the Letter of Interest or Cover Letter. The individual signing the Letter must be legally authorized to bind the Proposer to contractual obligations. By submitting a proposal, the Proposer agrees to all requirements outlined in this solicitation, including compensation terms and compliance with all contractual, legal, and ethical obligations set forth herein.

If the Proposer's submission deviates in any way from the City's stated requirements, such variations must be clearly and thoroughly identified in the proposal. Failure to do so may be deemed a waiver of the right to request modifications to the terms of performance, except as explicitly specified within this solicitation.

2.2. Execution, Correlation, Intent, and Interpretations: The Contract Documents shall be executed by duly authorized representatives of both the City and the Consultant. By executing the Contract, the Consultant represents that it has thoroughly reviewed and familiarized itself with the conditions, requirements, and constraints under which the Services will be performed, and that it has correlated its observations, technical understanding, and professional expertise with the requirements of the Contract Documents.

The Contract Documents are complementary, and what is required by anyone shall be as binding as if required by all. The intent of the Contract Documents is to include all labor, materials, equipment, services, and incidental items necessary for the proper execution and completion of the Scope of Services, whether or not specifically described.

2.3. Permits, Fees, and Regulatory Compliance: The Consultant shall be responsible for complying with all applicable federal, state, and local laws, statutes, ordinances, codes, rules, regulations, and lawful orders of any public authority having jurisdiction, including those of the City, in the performance of the Services. Unless expressly stated otherwise in the Contract, the Consultant shall be responsible for obtaining and maintaining any licenses or approvals required to perform the Services.

The Consultant shall promptly notify the City in writing upon discovery of any inconsistency or conflict between the Contract Documents and applicable legal or regulatory requirements. The City shall determine the appropriate course of action to resolve such inconsistencies in the City's best interest.

2.4. Responsibility for those Performing the Services or Work: The Consultant is fully responsible for the actions and omissions of its/his/her employee(s), subcontractors, and any other individual(s) performing any of the Services under the Contract.

2.5. Payment & Completion: As stated in the Contract, the Contract Sum represents the total amount payable by the City to the Consultant for performing the Services or Work under the Contract. Upon completion of the required deliverables, the Consultant shall submit a written notice confirming readiness for final inspection and a detailed invoice for payment. The City's Project Manager will promptly conduct an inspection, and when the Service(s) are found in compliance with the Contract and satisfactorily completed, payment shall be processed as outlined in the Contract Documents.

Partial payments may be issued based on the Consultant's progress and completion of work, as documented in a detailed invoice. The invoice must accurately reflect the extent and cost of the Services performed under the Contract.

All Services provided by the Consultant shall adhere to generally accepted professional practices and maintain a level of competency consistent with industry standards for similar Services. Additionally, all Services must fully comply with applicable laws, ordinances, and regulations.

2.6. Changes in the Services: The City may request changes to the Services within the general scope of the Contract, including additions, deletions, or other modifications. Such changes shall not invalidate this Contract but may require an equitable adjustment to the Contract Sum or Contract Time.

No change shall be deemed authorized, approved, or binding until memorialized in a written Change Order executed by duly authorized representatives of both Parties. The Consultant shall not proceed with any change to the Services until a fully executed Change Order is in place.

Adjustments to the Contract Sum or Contract Time shall be made only in accordance with the terms and conditions of the Contract Documents, and no claim for additional compensation or extension of time shall be valid absent an approved, executed Change Order.

2.7. Minor Changes in the Services or Work: The City may authorize minor changes to the Services that do not alter the Contract sum, extend the Contract time, or conflict with the intent of the Contract Documents.

2.8. Correction of Services or Work: The Consultant shall perform all Services and provide all deliverables in accordance with generally accepted professional standards, utilizing the degree of skill, care, and diligence ordinarily exercised by qualified professionals performing similar services. If any Services or deliverables fail to conform to the requirements of the Contract, the Consultant shall, at its sole expense, promptly correct such non-conforming Services or deliverables to the satisfaction of the City.

If the Consultant fails to correct the non-conforming Services or deliverables within a reasonable time after written notice from the City, the City may take appropriate corrective action and recover from the Consultant the reasonable costs incurred as a direct result of such failure, subject to the limitations and remedies set forth in the Contract.

2.9. Acceptance Not Waiver: The City's review, approval, or acceptance of any Services or deliverables, or payment for any Services or deliverables, shall not relieve the Consultant of its obligation to perform the Services in accordance with the Contract or to meet the applicable professional standards of care. No review, approval, acceptance, or payment by the City shall be deemed a waiver of any rights or remedies available to the City under the Contract, nor shall it constitute a waiver of any claims arising out of or related to the performance of the Services.

2.10. Change Order/Amendment: No oral statement or representation by any individual shall modify, change, or affect the terms, conditions, or specifications of the Contract. All amendments or change orders to the Contract must be executed in writing by the City's Contract Administrator. Such executed modifications are the sole method for altering the Contract and must comply with the City's established procedures.

2.11. Assignment: The Consultant shall not sell, assign, transfer, or convey the Contract resulting from this Solicitation, in whole or in part, without the prior written approval of the City.

2.12. Compliance with Laws: The Consultant shall comply with all applicable federal, state, local, and municipal laws, codes, regulations, ordinances, and requirements, as well as ethical standards, governing the Services performed under the Contract.

The Consultant warrants that it is fully qualified to perform the required Services and possesses all necessary corporate authority, skills, credentials, experience, and professional licenses, which shall remain in good standing as required by law throughout the duration of the Contract.

2.13. Debarment/Suspension: The Consultant hereby certifies that it is not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from providing Services.

2.14. Confidentiality: The Consultant shall keep confidential any non-public information disclosed by the City or obtained in connection with the performance of the Services, except as required by law. The Consultant shall take reasonable measures to safeguard such information and shall ensure that its employees, subcontractors, and agents comply with this obligation.

2.15. Conflict of Interest: No public official or employee of the City shall have any financial or personal interest, direct or indirect, in the Contract resulting from this solicitation. Any potential conflicts must be disclosed and addressed in accordance with applicable laws and the City's policies.

2.16. Cancellation of Solicitation: The City reserves the right to cancel this solicitation at any time or to reject any or all proposals, as a whole or in part, when deemed in the City's best interest.

2.17. Contract Termination: The Contract shall remain in effect until any of the following occurs: (1) Contract expires; (2) completion of Services; (3) final acceptance of Services; or (4) for convenience terminated by either party with a written *Notice of Cancellation* stating therein the reasons for such cancellation and the effective date of cancellation at least thirty days past notification.

2.18. Employment Discrimination: During the performance of any Services, the Consultant agrees to:

2.18.1. The Consultant shall not discriminate against any employee or applicant for employment because of race, religion, color, sex, age, disability, citizenship status, marital status, veteran status, sexual orientation, national origin, or any legally protected status except when such condition is a legitimate occupational qualification reasonably necessary for the normal operations.

The Consultant agrees to post notices in conspicuous places visible to employees and job applicants that state the provisions of this nondiscrimination clause.

2.18.2. All solicitations or advertisements for employees placed by or on behalf of the Consultant shall state that the Consultant is an Equal Opportunity Employer.

2.18.3. Notices, advertisements, and solicitations placed following federal law, rules, or regulations shall be deemed sufficient for meeting the requirements of this section.

2.19. **Immigration Compliance:** The Consultant certifies that it fully complies with the **Immigration Reform and Control Act of 1986** and all applicable federal, state, and local immigration laws. The Consultant shall not employ or subcontract with any individuals who are unauthorized to work in the United States during the performance of the Contract. Any violation of this requirement may result in the termination of the Contract and potential legal consequences.

2.20. **Failure to Perform:** If the Consultant fails to perform the Services in accordance with the requirements of the Contract, including timely delivery of Services, adherence to applicable professional standards, or compliance with coordination and reporting requirements, the City may provide written notice describing the deficiency and required corrective action. If the Consultant fails to cure the deficiency within a reasonable time, the City may pursue any remedies available under the Contract, including requiring correction of the Services, suspending performance, or terminating the Contract for cause.

Nothing herein shall limit the City's right to recover damages or costs incurred as a direct result of the Consultant's failure to perform in accordance with the Contract

2.21. **Failure to Enforce:** The City's failure at any time to enforce any provision of the Contract shall not be deemed a waiver of that provision or of any other rights under the Contract. Such failure shall not affect the validity of the Contract or any part thereof, nor shall it preclude the City from subsequently enforcing any provision in accordance with the terms of the Contract.

2.22. **Force Majeure:** The Consultant shall not be held liable for failure to perform its contractual obligations due to events beyond its reasonable control, including but not limited to acts of God, natural disasters, governmental actions, or other events beyond the reasonable control of the Consultant. This exemption shall not apply if the Contract specifies otherwise. The Consultant must provide the City with prompt written notice of any event that prevents performance and shall make all reasonable efforts to mitigate delays or disruptions caused by the force majeure event.

2.23. **Indemnification:** The Consultant shall defend, indemnify, and hold harmless the City, along with its officers, employees, insurers, and self-insurance pool, from and against any and all liabilities, suits, actions, claims, demands, damages, losses, or expenses of any kind, including attorney's fees, arising out of or related to any injuries, damages, or losses to persons or property caused by the negligent act, error, omission, or fault of the Consultant, its agents, employees, subcontractors, or suppliers in the execution or performance of the Contract.

The Consultant shall be responsible for satisfying any judgment, settlement, or associated costs incurred by or awarded against the City due to such claims. This indemnification obligation shall survive the termination or expiration of the Contract.

2.24. Independent Consultant: The Consultant is and shall remain an independent consultant in all respects under the Contract. Neither the Consultant nor its employees, agents, or subcontractors shall be considered employees, representatives, or agents of the City for any purpose.

The City assumes no liability for any negligence, misconduct, or other wrongful acts committed by the Consultant, its employees, agents, or subcontractors. The Consultant is solely responsible for all applicable taxes, including federal and state income taxes, unemployment taxes, Social Security contributions, and any other required withholdings.

Additionally, the Consultant is not entitled to any benefits the City provides to its employees, including but not limited to health insurance, retirement benefits, or Workers' Compensation coverage.

2.25. Services, Work Product and City Ownership: All reports, memoranda, analyses, models, calculations, data compilations, rate schedules, presentations, and other deliverables prepared or developed by the Consultant specifically for the City under this Contract (collectively, the “Work Product”) shall become the property of the City upon final payment. The City shall have the unrestricted right to use, reproduce, modify, publish, and distribute the Work Product for governmental purposes without limitation.

The Consultant shall retain ownership of its pre-existing materials, methodologies, tools, templates, and know-how used in the performance of the Services; however, the Consultant grants to the City a perpetual, non-exclusive, royalty-free license to use any such materials to the extent incorporated into the Work Product for the City’s internal and governmental purposes.

All information, data, and materials provided by the City to the Consultant shall remain the exclusive property of the City and shall not be used, disclosed, or distributed by the Consultant for any purpose outside the scope of this Contract without the City’s prior written consent, except as required by law.

2.26. Patents and Copyrights: The Consultant shall indemnify, defend, and hold harmless the City from and against any and all claims, demands, losses, liabilities, costs, and expenses, including attorneys’ fees, arising out of or related to any actual or alleged infringement of any patent(s), copyright(s), trademark(s), or other intellectual property right resulting from the performance of the Services or the use of the Work Product.

The City shall have no liability to the Consultant for any costs, expenses, or obligations arising from such intellectual property infringement claims. The Consultant shall promptly assume the defense of any such claim and shall resolve the claim in a manner acceptable to the City.

This obligation includes, but is not limited to, claims arising from the creation, use, or incorporation of derivative works or materials based on the intellectual property rights of others.

2.27. Governing Law: The Contract and/or any agreement(s) resulting from responding to this solicitation shall be deemed to have been made in, and shall be construed and interpreted by, the laws of the City of Grand Junction, Mesa County, Colorado. Any action arising under or related to the Contract shall be brought in the District Court, 21st Judicial District, Mesa County, Colorado. In the event of a conflict between the body of the Contract and any incorporated or referenced document, the provisions of this Contract shall govern and control.

2.28. Expenses: All costs incurred by the Consultant in preparing, submitting, and presenting a proposal in response to this solicitation shall be the Consultant's sole responsibility and shall not be reimbursed or charged to the City.

2.29. **Sovereign Immunity:** The City expressly reserves and asserts all rights, privileges, and defenses available under Colorado's Governmental Immunity Act, C.R.S. § 24-10-101 *et seq.*, as well as all applicable case law interpreting and construing the same. Nothing in this solicitation or any resulting contract award shall be construed as a waiver of the City's sovereign immunity.

2.30. Public Funds and Non-Appropriation of Funds: Payment for services under this Contract is contingent upon funds appropriated by the City's approved budget for the applicable fiscal year. Under Colorado law, public funds cannot be obligated or expended beyond the fiscal year for which a budget has been approved.

Accordingly, any contractual commitments extending beyond the fiscal year are subject to future budget approvals. This Contract shall include a non-appropriation-of-funds clause to ensure compliance with Colorado law. If funds are not appropriated for subsequent fiscal years, the City reserves the right to terminate the Contract without penalty or liability.

2.31. Performance of the Contract: In the event of a breach or default, the City reserves the right to enforce the terms of the Contract through any legal or equitable means deemed in the City's best interest. The City may pursue all available remedies as prescribed by law to ensure compliance with the contractual obligations.

2.32. Default: The City reserves the right to terminate the Contract if the Consultant materially breaches any of its obligations, including failure to perform services in a timely, competent, or professional manner; failure to comply with project requirements, administrative procedures, or reporting obligations; or violation of applicable laws, regulations, or contract terms.

Prior to termination, the City will provide written notice of the default and allow the Consultant a reasonable opportunity to cure the issue, unless the breach presents an immediate risk to public health, safety, or the City's operations.

If the Consultant fails to cure the default within the time specified in the notice, the City may take appropriate corrective action, including procuring substitute services from another provider, and may hold the Consultant responsible for any resulting costs, damages, or losses.

This remedy is in addition to, and does not limit, any other rights or remedies available to the City under this Contract, at law, or in equity.

2.33. Piggyback: Where permitted and appropriate, the City may allow cooperative use of this Contract. Contracts resulting from this solicitation are intended primarily for the use by the City. However, upon mutual written agreement between the awarded Consultant and one or more governmental entities, the Contract may be extended for use by such entities, subject to the same specifications, terms, conditions, and pricing established in the original agreement.

Each participating governmental entity shall execute its own contract with the Consultant, issue its own purchase orders, be invoiced directly, make its own payments, and provide any applicable tax-exemption documentation.

It is expressly understood that the City is not a party to, nor responsible for, any contract formed between the Consultant and any other governmental entity pursuant to this provision. The City assumes no liability for any obligations, costs, or damages incurred by any other entity utilizing this Contract.

2.34. Definitions: Unless otherwise stated, the following definitions shall apply throughout this solicitation and any resulting Contract. Additional terms may be defined within specific sections or added as necessary to clarify intent and ensure consistency in interpretation.

2.34.1. "Agency," "Consultant," "Contractor," or "Firm" refers to the individual, organization, business entity, or other legal entity identified in the proposal and throughout the Contract. This term includes the Consultant's authorized representatives, employees, subcontractors, and agents who are responsible for fulfilling the obligations under the Contract.

2.34.2. "City" means and refers to the City of Grand Junction, Colorado, including its departments, officials, employees, and authorized representatives.

2.34.3. The "Contract Sum" refers to the total amount payable by the City to the Consultant for the full and satisfactory completion of the required Services. This sum includes all materials, labor, equipment, services, and any other obligations specified in the Contract Documents.

The Contract Sum may be structured as a Fixed Lump Sum, Guaranteed Maximum Price (GMP), or a Not-to-Exceed amount, as defined in the Contract Documents. Any modifications to the Contract Sum shall be made in accordance with the Contract and must be duly authorized by both Parties.

2.34.4. "Contract Time" means the period during which the Consultant is obligated to perform the Services under this Contract, beginning on the effective date specified in the Notice to Proceed or other written authorization issued by the City, and continuing through the date of completion, expiration, or termination as set forth in the Contract Documents. Contract Time may be extended or reduced only by a duly executed written amendment or change order.

2.34.5. A "Deliverable" refers to any tangible or intangible work product, report, document, presentation, or other output the Consultant is required to produce as part of the Services. Deliverables must fully comply with all applicable accessibility laws and standards, including:

- The Americans with Disabilities Act (ADA)
- HB21-1110, requiring compliance with §§24-85-101, C.R.S., and subsequent sections
- The Accessibility Standards for Individuals with a Disability, established by the Colorado Office of Information Technology under §24-85-103(2.5), C.R.S.
- The State of Colorado's technology standards, including Level AA conformity with the latest iteration of the Web Content Accessibility Guidelines (WCAG)

All deliverables must adhere to these legal and technical requirements to ensure accessibility for individuals with disabilities.

2.34.6. “Key Personnel” refers to the designated individual(s) from the Consultant, Contractor, or Firm who are identified as essential to the successful execution and completion of the Services. These individuals possess specialized skills, knowledge, or experience critical to fulfilling the scope of services/work under the Contract. Any reassignment or replacement of key Personnel shall require prior written approval of the City, as provided in the Contract Documents.

2.34.7. “Proposer” refers to the individual or entity legally authorized by the Consultant, Firm, or Consultant to submit a proposal in response to this solicitation. This includes submitting pricing or fee proposals and making formal offers on behalf of the proposing entity.

2.34.8. “Project” or “Work” refers to the endeavor outlined in this solicitation that encompasses the required product, service, or deliverable specified in the Contract Documents.

2.34.9. “Services” include all labor, materials, equipment, and professional expertise necessary to complete the Work and fulfill the requirements outlined in the Contract Documents.

2.34.10. “Subcontractor” refers to any individual, entity, or organization with a direct contractual agreement to perform a portion of the Services under the Contract. The term “Subcontractor” includes the subcontractor’s authorized representatives.

Section 3.0: Insurance Requirements

At its own expense, the successful Consultant shall procure and maintain, for the duration of the Contract, comprehensive insurance policies with insurers rated A- or better by A.M. Best, authorized to do business in Colorado, and in forms acceptable to the City. Coverage shall be sufficient to satisfy all liabilities, claims, demands, and obligations arising out of the Consultant’s performance of Services under the Contract.

This insurance coverage shall meet or exceed any additional insurance requirements imposed by the Contract or by law. The Consultant’s failure to procure or maintain adequate coverage, in the required amounts, duration, or types, shall not relieve the

Consultant of any liabilities or obligations assumed under the Contract. Furthermore, the Consultant shall ensure that all such insurance remains in full force and effect throughout the term of the Contract.

The Consultant shall require and ensure that any subcontractors maintain insurance meeting these same requirements. The required coverage must be maintained continuously to address all liabilities, claims, demands, and obligations assumed by the Consultant under the Contract. To ensure continuous coverage, the Consultant shall obtain and maintain appropriate retroactive dates and extended reporting periods for any claims-made insurance policies. Unless otherwise specified in the Special Conditions, the minimum coverage limits shall be as follows:

(a) **Commercial General Liability**

ONE MILLION DOLLARS ($1,000,000) for each occurrence, and

TWO MILLION DOLLARS ($2,000,000) general aggregate.

The policy shall apply to all premises, products, and completed operations. It shall include coverage for bodily injury, broad-form property damage (including completed operations), personal injury (including coverage for contractual and employee acts), blanket contractual products, and completed operations. The policy shall contain a provision for severability of interest.

(b) **Professional Liability Errors and Omissions**

ONE MILLION DOLLARS ($1,000,000) per claim, and

TWO MILLION DOLLARS ($2,000,000) aggregate

Continuous coverage or an extended reporting period shall be maintained for at least five (5) years after services are completed.

(c) **Automobile Liability** with minimum combined single limits for bodily injury and property damage of not less than:

ONE MILLION DOLLARS ($1,000,000) for each accident

Concerning each of the Consultant's owned, hired, or non-owned vehicles assigned to be used in the performance of the Services.

(d) **Workers' Compensation and Employers' Liability**: At its own expense, the Consultant shall comply with all applicable State of Colorado Laws and Regulations concerning Workers' Compensation and other statutory insurance as required. Additionally, the Consultant agrees to indemnify and hold harmless the City of Grand Junction from any claims or liabilities arising from non-compliance with these requirements.

3.1. Additional Insured Endorsement

The **Commercial General Liability** and **Automobile Liability** policies shall name the City, its elected and appointed Officials, employees, and volunteers as Additional Insureds. Every required policy above shall be primary insurance, and any insurance carried by the City, its officers, or its employees, or carried by or provided by any insurance pool of the City, shall be excess and not contributory insurance to that provided by the Consultant. The Consultant shall be solely responsible for any deductible losses under any policy required above.

3.2. ACCORD Certificate of Insurance

Prior to commencing any Work, the Consultant shall provide ACCORD Certificates evidencing all required coverages and endorsements. Certificates shall:

- Reference the Solicitation title and number.
- Clearly identify all policy limits, effective dates, carrier information, and
- Include copies of all required endorsements.

The Consultant shall maintain current Certificates throughout the term of the Contract and shall provide updated certificates to the City upon renewal, replacement, or modification of any policy.

Proof of insurance must be submitted to and approved by the City before any on-site or remote-access work begins.

Section 4.0: Specifications and Scope of Services

4.1. Background: The City of Grand Junction is seeking proposals from qualified professional consulting firms to provide professional services for a comprehensive cost-of-service and rate study for the City's Solid Waste Division.

The Solid Waste Division is experiencing ongoing operational, regulatory, and policy changes, including, but not limited to, expanded recycling and organics programs, the operation of new or evolving processing infrastructure, and compliance with state and federal solid waste and recycling requirements. The City is also planning for the development and operation of a new Materials Recovery Facility (MRF), anticipated to come online in late 2026, and the implementation of Colorado's Extended Producer Responsibility (EPR) program, which is expected to provide new funding streams for eligible recycling-related costs. These changes create a need for a clear understanding of the costs of providing services, long-term financial sustainability, and equitable rate structures.

The purpose of this solicitation is to select a consultant that can apply professional judgment, technical expertise, and industry best practices to evaluate the Division's financial and operational structure and recommend cost-based, transparent, and defensible rates and fees. Proposers are encouraged to differentiate its approach, methodologies, and deliverables while meeting the City's overall objectives. Proposers should describe how its approach would account for phased implementation, uncertainty, or evolving regulatory guidance associated with the planned MRF and the Extended Producer Responsibility program.

4.2. Project Objectives: The objectives of this study include, but are not limited to:

- Developing an understanding of the costs associated with providing solid waste and related services.

- Evaluating revenue needs that are necessary to support operations, capital investment, and applicable fiscal policies.
- Establishing a defensible basis for allocating costs among customer classes and service types.
- Recommending rate and fee structures that promote financial sustainability, equity, and alignment with City goals.
- Providing tools, documentation, and knowledge transfer that support future rate-setting and decision-making.

4.3. Scope of Services: The consultant shall provide professional services necessary to complete a comprehensive cost-of-service and rate study. The tasks described below are intended to define the City's needs and desired outcomes, not to prescribe a single methodology. Proposers may propose alternative or enhanced approaches that achieve the stated objectives.

4.3.1. Task Area 1 – Project Management and Coordination

- Establish a clear project management approach, including communication protocols and coordination with City staff.
- Develop and maintain a project schedule identifying major milestones, review points, and deliverables.
- Identify information and data needs and coordinate data collection with City staff.

4.3.2. Task Area 2 – Data Review and Assessment

- Review and assess available operational, financial, and customer data relevant to the Solid Waste Division.
- Evaluate data quality, consistency, and suitability for analytical purposes.
- Identify key assumptions, limitations, and data gaps, and recommend approaches to address identified gaps or limitations.

4.3.3. Task Area 3 – Financial and Cost Analysis

- Analyze operating and capital costs associated with providing solid waste, recycling, organics, and related services.
- Evaluate and identify major cost drivers and assess how such cost drivers relate to service levels, activity, and customer characteristics.
- Consider current operations as well as planned future conditions, including changes associated with the anticipated MRF and EPR program funding.
- Develop an analytical framework that supports understanding of cost causation and cost allocation.

4.3.4. Task Area 4 – Revenue Requirement Evaluation

- Assess the overall revenue necessary to support the Solid Waste Division operations, capital investment, reserves, and applicable fiscal policies.

- Services shall include evaluation of the adequacy of existing revenues relative to identified needs.
- Analyze alternative financial or policy scenarios, as appropriate, to illustrate potential impacts on rates and revenues.

4.3.5. Task Area 5 – Cost of Service Evaluation

- Allocate costs to customer classes and service types using appropriate, defensible methodologies.
- Identify fixed and variable components of service costs, as applicable.
- Evaluate the cost implications of regulatory requirements, recycling and diversion programs, and processing or disposal arrangements.

4.3.6. Task Area 6 – Rate and Fee Development

- Develop rate and fee structures designed to recover identified revenue requirements.
- Evaluate alternative rate design concepts and alignment with City objectives, customer equity, and operational considerations.
- Prepare multi-year rate projections that illustrate anticipated impacts over time.
- Provide comparative or benchmarking information, where appropriate, to place proposed rates in context.

4.3.7. Task Area 7 – Reporting and Deliverables

- Prepare clear, well-documented technical memoranda or reports describing methodologies, assumptions, analyses, and findings.
- Provide summary materials suitable for use by City staff and decision-makers.
- Deliver analytical tools, models, or worksheets used in the study in an electronic format usable by City staff.
- Deliver all calculation tools, financial models, and worksheets developed for the study in an electronic format usable by City staff. Tools shall be structured to allow City staff to update key data inputs and assumptions for future adjustments, including changes in costs, service levels, customer counts, and other relevant variables, without requiring additional consultant support. Models shall be clearly documented and designed to support the longevity of the study and future cost or rate adjustments.

4.3.8. Task Area 8 – Collaboration and Knowledge Transfer

- The Consultant shall participate in meetings with City staff to discuss project progress, preliminary findings, and recommendations.
- Support City staff in understanding study results and implications.

- Provide reasonable assistance related to presentation materials or stakeholder communication, as requested by the City.

4.4. City Responsibilities: The City will provide the Consultant with reasonable access to available data, records, and documentation relevant to the Solid Waste and Recycling Cost-of-Service and Rate Study. The City will also make City staff reasonably available for coordination, data clarification, and review meetings, and will provide timely feedback and policy direction at key project milestones to support efficient completion of the Services.

4.5. Final Products and Ownership: All final work products, including reports, models, analyses, data files, and supporting documentation prepared for the City under this Contract, shall become the property of the City of Grand Junction in accordance with the Contract. All deliverables shall be provided in electronic formats that are usable and compatible with the City's systems.

4.6. Project Schedule: Proposers shall submit a project schedule that reflects its recommended approach, sequencing of tasks, and level of effort. The schedule shall identify key milestones, deliverables, review points, and anticipated completion dates. The City anticipates that the study will be completed within a reasonable timeframe following contract execution, subject to data availability, coordination with City staff, and timely review at identified milestones.

4.7. Special Conditions/Provisions:

4.7.1. Questions Regarding the Solicitation Process or the Scope of Services:

All questions regarding this solicitation shall be submitted in writing by email only to:

Kathleen Franklin, Purchasing Agent
City of Grand Junction
kathleenf@gjcity.org

4.7.2. Non-Mandatory Virtual Pre-Proposal Conference: Prospective Proposers are encouraged, but not required, to attend a non-mandatory virtual pre-proposal conference to gain a better understanding of the Scope of Services and the City's objectives. Proposers are expected to have reviewed the solicitation documents before the conference.

Meeting Details:
Date: February 19, 2026
Time: 11:00 a.m. (Mountain Time)
Location: Virtual via Microsoft Teams

Join Online:
https://teams.microsoft.com/meet/28015299930858?p=rskrixFfoFGXf6KRhk
Meeting ID: 280 152 999 308 58
Passcode: Da7vJ6pf

Join by phone:
+1 945-468-6551,,51836905# United States, Dallas

Phone Conference ID: 518 369 05#
[Find a local number]

4.7.2.1. Important Notes

- Attendance is not required to submit a proposal.
- Statements made during the virtual meeting shall not modify the solicitation.
- Only written addenda issued by the City shall be considered official and binding.

4.7.3. Estimated Level of Effort:

Proposers shall provide an estimate of the total labor hours required to complete the Services, broken down by task or task area and by labor classification, consistent with the Scope of Services. These estimates shall reflect the proposed approach and level of effort and are provided for evaluation and planning purposes only.

Proposers shall also identify its assumptions regarding City staff participation necessary to support the Services, including an estimate of City staff time by role or function and by major task area. City staff hour estimates are for informational purposes only and shall not be construed as a commitment by the City to provide a specific level of staff support.

4.7.4. Key Staff Reassignment: Key Personnel identified in the Proposal shall be assigned to the project and shall not be reassigned or replaced without the prior written approval of the City. If a change in Key Personnel is necessary, the Consultant shall notify the City in writing and shall propose replacement personnel with qualifications and experience comparable to those of the individual being replaced. No reassignment or replacement shall be effective without the City's written approval.

4.7.5. City Staff Coordination and Deliverable Review: If the City determines that an unreasonable amount of City staff time is required due to incomplete or substandard deliverables, the City may require corrective action at no additional cost to the City and may withhold payment until acceptable deliverables are received, in accordance with the Contract.

4.7.6. Price Proposal Requirements: Proposers shall provide pricing information sufficient for the City to evaluate the proposed level of effort, staffing approach, and reasonableness of costs associated with performing the Services. Pricing shall be proposed as an **all-inclusive not-to-exceed (NTE) amount** and shall reflect all costs necessary to fully fulfil the Scope of Services described in this solicitation.

Proposers shall include, at a minimum, the following pricing details within the proposal narrative:

- **Rate Schedule:** Identification of all proposed labor classifications (e.g., Project Manager, Senior Consultant, Financial Analyst, Rate Specialist, Data Analyst, Administrative Support) and corresponding fully burdened hourly rates.

- **Task-based Level of Effort:** An estimate of consultant labor hours by labor classification and by major task or task area, consistent with the Scope of Services, including a summary of estimated hours and associated costs for each task.

The proposed pricing shall be comprehensive and inclusive of all costs required for successful completion of the Services, including but not limited to:

- Professional labor, supervision, and internal quality control
- Project management, coordination, and meetings
- Data review, analysis, modeling, and documentation
- Preparation of technical memoranda, reports, presentations, and supporting materials
- Travel, meetings, and related expenses (if applicable)
- Software, tools, and analytical models necessary to perform the Services
- Any other costs required to fully perform the Services in accordance with the Scope of Services

The **total not-to-exceed (NTE) amount** shall be submitted **only** using the **Solicitation Response Form provided in Section 7.0**. The City shall not be responsible for any costs incurred beyond the authorized NTE amount unless expressly approved.

The City shall not be responsible for any additional costs beyond the agreed pricing, including but not limited to taxes, shipping charges, insurance, interest, penalties, termination payments, attorney fees, or liquidated damages, unless otherwise specified in the Contract Documents.

All fees and pricing submitted in response to this solicitation shall be considered subject to negotiation at the City's sole discretion.

4.7.7. **Not-to-Exceed Compensation Limit:** Compensation under the Contract shall not exceed the total not-to-exceed (NTE) amount authorized in the Contract Documents. The Consultant shall be responsible for managing its work, costs, and time to remain within the authorized NTE amount.

The City shall not be responsible for work performed or costs incurred beyond the NTE amount unless such increase is authorized in advance and in writing through a duly executed Contract Amendment or Change Order. Verbal communications or informal correspondence shall not be construed as authorization to exceed the NTE amount.

The Consultant acknowledges that the NTE amount is based on the successful completion of the Scope of Services and required deliverables, not on estimated labor hours. The Consultant shall complete the Services as agreed, regardless of whether actual labor hours exceed the Proposer's original estimates.

Underestimation of effort shall not constitute grounds for additional compensation or relief from performance obligations.

4.7.8. Contract: A binding Contract shall consist of the following components: (1) This RFP, including all Exhibits, Attachments, and any Addendum(s) thereto; (2) The Proposer's response (Proposal); (3) Any written clarifications, if applicable, and (4) the City Purchasing Division's acceptance of the proposal, as evidenced by a formal "Notice of Award."

4.7.8.1. The Contract represents the entire agreement between the parties. Performance shall be governed exclusively by the terms, specifications, and requirements set forth in the Contract, as well as all applicable federal, state, and local laws. No other agreements, representations, or understandings shall be valid or binding unless expressly incorporated into the Contract.

The City's terms and conditions shall take precedence in the event of a conflict between documents.

4.7.8.2. Any change to the Contract, whether by modification or supplementation, must be accomplished by a formal Contract Amendment in writing and executed by a duly authorized representative of the Consultant and the City Contract Administrator or by a modified Purchase Order/Contract before the effective date of such modification. The Proposer expressly and explicitly acknowledges and agrees that no verbal agreement, informal communication, or other unauthorized document shall constitute a valid amendment to the Contract.

4.7.9. Project Manager: The City's Project Manager, or designee, shall serve as the City's primary point of contact for administration of the Contract and shall be responsible for coordinating reviews, communications, and acceptance of deliverables in accordance with the Contract.

During the performance of the Contract, all notices, submittals, and other communications directed to the **City** shall be delivered to the City's designated representative as follows, unless otherwise directed in writing by the City:

Kyle Coltrinari
General Services Manager
City of Grand Junction
General Services
333 West Ave Unit C
Grand Junction, CO 81501

4.7.10. Contract Administrator: The Contract Administrator shall be responsible for all matters related to the administration of the Contract, including issuances of amendments, modifications, change orders, or interpretation of the Contract. All such inquiries shall be directed to:

Duane Hoff, Jr., CPPB
Contract Administrator

Email: duaneh@gjcity.org
Phone: (970) 244-1545

The Contract Administrator serves as the City's primary point of contact for contract administration. This role does **not** include technical oversight or acceptance of Services or deliverables, which shall remain under the authority of the designated Project Manager.

4.8. Contract Term: The Contract shall become effective upon execution by both parties and shall remain in effect through the successful completion of the Scope of Services and acceptance of all required deliverables, unless earlier terminated or amended in accordance with the provisions of the Contract.

Tentative Calendar of Events:

Event and Details	Date
Solicitation Issued/Posted Published via BidNet® Direct – RMEPS	February 6, 2026
Non-Mandatory Virtual Pre-Proposal Conference Please refer to Section 1.5.	February 19, 2026 11:00 a.m. (Mountain Time)
Inquiry deadline No questions are accepted after the end of business on this date.	February 25, 2026
Final Addendum Issued (if applicable)	February 27, 2026
Proposal Submission Deadline Electronic submission via BidNet® Direct only	March 6, 2026 Before 1:00 p.m. (Mountain Time)
Evaluation of proposals Internal review by City-appointed committee	March 6-12, 2026
Interviews (if required) Virtual or in-person, by City invitation only	Tentative Interview Time Blocks • **Thursday, March 26, 2026**: 9:00 a.m. – 11:00 a.m. • **Friday, March 27, 2026**: 8:30 a.m. – 12:00 p.m.
Notice of Intent to Award (tentative) Subject to final evaluations and interview outcomes	April 6, 2026
Contract execution Contingent upon Council approval and funding availability	April 8, 2026]

Note: *All dates listed above are tentative and subject to change at the City's sole discretion. Any updates or changes will be communicated via a written addendum posted to BidNet® Direct.*

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Section 5.0: Preparation and Submittal of Proposals

5.1. Submission Requirements

Proposals must be submitted electronically via BidNet® Direct Rocky Mountain E-Purchasing System:

https://www.bidnetdirect.com/colorado/city-of-grand-junction

- The platform offers both free basic registration and paid subscription options. Free registration may require up to twenty-four (24) hours for activation; Proposers are encouraged to register and upload proposals well in advance of the submission deadline.
- For registration instructions, refer to the BidNet Electronic Vendor Registration page on the BidNet® Direct website.
- The City does not control or administer the vendor's access to BidNet Direct. Proposers are solely responsible for ensuring a successful electronic submission.
- Technical assistance must be requested directly from BidNet® at (800) 835-4603 before the proposal deadline.
- Late submissions will not be accepted under any circumstances.

5.2. Proposal Format and Submission Requirements

Proposals shall be submitted as one (1) complete, **searchable PDF document** not to exceed **forty (40) pages**, excluding the required **Solicitation Response Form (Section 7.0)**.

**NOTE: ** Pages exceeding the forty (40) page limit will not be reviewed or scored.

5.3. Cover Letter

Proposers shall submit a cover letter summarizing the Proposer's interest in the project, relevant qualifications, and understanding of the Scope of Services. The cover letter shall include:

- A summary of the Proposer's experience and capacity to perform the Services
- The name and the contact information of the primary point of contact
- Identification of the individual(s) authorized to bind the Proposer
- The signature, printed name, and title of a duly authorized representative

Submission of a proposal constitutes certification that the Proposer agrees to comply with all requirements and conditions of this solicitation.

5.4. Solicitation Response Form

Proposers shall complete and submit the Solicitation Response Form provided in Section 7.0 as part of its proposal. Only the completed form is required; do not return the entire solicitation document unless indicating exceptions, proposed modifications, or marked changes to the terms and conditions.

5.5. Price Proposal

Proposers shall describe their pricing structure and assumptions within the proposal narrative, consistent with Section 4.0. Detailed pricing, including the total not-to-exceed (NTE) amount, shall be submitted exclusively using the Solicitation Response Form provided in Section 7.0.

5.6. Capacity, Credentials, Experience, and References

Proposers shall demonstrate its capacity, qualifications, and experience to successfully perform the professional consulting services required for a **Solid Waste and Recycling Cost-of-Service and Rate Study**. At a minimum, Proposers shall address the following:

- **Relevant Experience:** Experience providing cost-of-service studies, rate analyses, revenue requirement evaluations, or similar financial, operational, or utility rate consulting services for municipal solid waste, recycling, utilities, or other public-sector enterprise services of comparable scope and complexity. Experience with evolving regulatory frameworks, enterprise funds, or long-term financial planning is desirable.

- **Key Personnel:** Identification of key personnel proposed for the project, including roles, office locations, relevant experience, and availability.

- **Project Organization and Approach:** Description of the proposed project team structure, roles and responsibilities, lines of communication, and identification of any proposed subconsultants and respective roles, if applicable.

- **Relevant Project Experience and References:** A minimum of three (3) references for projects completed within the past five (5) years that are similar in scope and complexity to the Services described in this solicitation. Relevant projects may include municipal cost-of-service studies, rate studies, financial modeling, utility or enterprise fund analyses, or comparable public-sector consulting engagements

  For each referenced project, provide:

  - Client name, organization, and reference contact information

  - Project description and scope of services performed
  - Key personnel involved
  - Project duration and completion date
  - Description of challenges encountered and how they were addressed

- **Team Experience and Collaboration:** Description of the team's experience working together on similar projects, including coordination, communication, and quality control practices.

- **Problem-Solving and Risk Management:** Examples demonstrating the Proposer's ability to address data limitations, policy uncertainty, stakeholder concerns, or other challenges commonly associated with cost-of-service and rate studies.

The City will use the information provided in this section to evaluate the Proposer's qualifications, experience, reliability, and demonstrated ability to deliver professional services comparable to those required under this solicitation.

5.7. Strategy and Implementation Plan

Proposers shall submit a clear and well-organized description of their proposed approach to performing the **Cost-of-Service and Rate Study** in accordance with the requirements set forth in Section 4.0 (Scope of Services). The work plan shall demonstrate the Proposer's understanding of the City's objectives and present a structured, defensible methodology for completing the Services.

The strategy and implementation may be presented as a narrative or another suitable format, and shall address, at a minimum, the following:

- **Overall Approach:** Description of the Proposer's methodology for conducting the study, including project initiation, data review and validation, analytical methods, rate development, and reporting.
- **Cost and Rate Framework and Assumptions:** Description of how costs will be analyzed and allocated, how revenue requirements and rate structures will be developed, and how key assumptions, uncertainties, or future conditions will be addressed.
- **Project Management and Coordination:** Description of communication protocols, coordination with City staff, meeting cadence, and quality control practices.
- **Project Schedule:** A proposed schedule identifying major milestones, deliverables, and review points, consistent with the anticipated project timeframe.

- **Value-Added Considerations:** Any optional tools, methodologies, benchmarking, scenario analysis, or decision-support elements that enhance the usefulness, transparency, or long-term applicability of the study.

The City will evaluate this section to assess the Proposer's approach, understanding of the project, and ability to deliver clear, defensible, and actionable results consistent with the City's objectives.

5.8. Legal Proceedings and Litigation

Proposers must disclose any legal proceedings, lawsuits, or regulatory actions involving the Proposer, its employees, or any subcontractors who may be involved in performing services/work under this Contract. This includes:

- All pending or current litigation, including the status of each case
- Any matter filed, settled, or adjudicated within the past five (5) years

For each case, provide:

- A brief description of the underlying issue
- The status or outcome

Failure to disclose relevant legal proceedings may impact the evaluation process.

5.9. Additional Data (Optional)

Proposers may submit additional information relevant to their qualifications and ability to successfully perform the **Cost-of-Service and Rate Study**. This section is optional and may include, as applicable:

- Specialized experience or expertise directly related to municipal cost-of-service or rate studies
- Tools, methodologies, or decision-support resources that enhance transparency or long-term usability of the study
- Knowledge transfer, documentation, or staff support approaches that benefit future rate-setting efforts
- Other distinguishing qualifications that directly support the objectives of this solicitation

Information provided in this section should be relevant and concise. Marketing materials or information unrelated to the Scope of Services will be disregarded.

Section 6.0. Evaluation Criteria and Factors

6.1. Overview

An evaluation committee appointed by the City will review and evaluate all proposals received in response to this RFP. Proposals will be evaluated based on the Proposer's demonstrated qualifications, relevant experience, proposed approach, capacity to perform the Services, responsiveness to the requirements of this RFP, and overall value to the City.

The evaluation process is intended to identify the proposal that best meets the City's needs and objectives.

6.2. Evaluation Summary

Proposals will be evaluated and ranked according to the evaluation criteria categories and respective weightings identified in this Section. In conducting its evaluation, the City reserves the right to:

- Accept or reject any proposal, or any portion thereof.
- Waive informalities or minor irregularities in proposals.
- Consider the Proposer's past performance on similar projects, including work performed for the City or other public agencies.
- Request clarification or additional information from one or more Proposers; and
- Make an award, if any, in the best interest of the City.

Where applicable, the City may evaluate proposed pricing, fee structures, or cost methodologies independently or in combination with other evaluation factors to determine overall value. The City's determination of best value and any resulting award shall be made at the City's sole discretion.

6.3. Scoring Criteria

The City will evaluate proposals using the evaluation criteria categories and relative weights identified in this Section. Each Evaluation Committee member will independently evaluate and score qualitative criteria using a numeric scale of one (1) to ten (10), where:

- 1 represents an unsatisfactory response that fails to meet the requirements of the RFP; and
- 10 represents an exceptional response that fully meets or exceeds the requirements of the RFP

Raw scores for each qualitative criterion will be multiplied by its respective weights to determine weighted category scores. The sum of all weighted qualitative category scores will constitute each Proposer's total qualitative score.

To promote fairness and consistency across evaluations, the City may apply a curved scoring methodology. Under this approach, the highest total qualitative score among all Proposers will serve as the benchmark for qualitative scoring. All other Proposers' total qualitative scores may be proportionally adjusted relative to that benchmark prior to calculation of final composite scores.

6.3.1. Evaluation Criteria and Weighted Values (Qualitative – 90%)

Evaluation Category	Weight	Description
Responsiveness to RFP Requirements	5%	Completeness, organization, clarity, and compliance with all RFP instructions, submission requirements, and required formats.
Understanding of the Project and City Objectives	20%	Demonstrated understanding of the City's Solid Waste and Recycling operations, project objectives, constraints, and desired outcomes for the Cost-of-Service and Rate Study.
Qualifications, Experience, and References	20%	Relevant experience performing municipal cost-of-service and rate studies of comparable size and complexity. Includes qualifications and availability of Key Personnel, organizational capacity, and reference performance.
Strategy & Implementation	30%	Feasibility, clarity, and effectiveness of the proposed approach and work plan for performing the Services. Includes proposed methodology, work plan, schedule, coordination, quality control, and risk management strategies.
Value to the City	15%	Overall value offered to the City, including the usefulness of deliverables, transparency, decision-support value, knowledge transfer, and alignment with City objectives.

The City may consider optional or value-added elements proposed by a Proposer as part of this evaluation. The inclusion or exclusion of such elements shall not, by itself, render a proposal non-responsive unless explicitly required by this RFP.

6.3.2. Score Normalization Method

Following completion of individual evaluations, the City will aggregate the weighted qualitative scores from all Evaluation Committee members to determine each Proposer's total qualitative score.

The highest total qualitative score will establish the benchmark and be assigned the maximum available qualitative score of ninety percent (90%). All other Proposers' qualitative scores may be proportionally adjusted relative to that benchmark using the same ratio.

The resulting normalized qualitative scores will be used to calculate final composite scores.

6.3.3. Fee or Pricing (10%) – Formula-Based Scoring

The NTE Pricing Proposal will account for ten percent (**10%)** of the total evaluation score. Pricing will be evaluated using a formula-based method as follows:

(Lowest Fee ÷ Proposer's Fee) × Maximum Fee Points = Weighted Fee Score

The Proposer submitting the lowest not-to-exceed cost will receive the maximum available points for this criterion. All other proposals will be scored proportionally.

To receive full consideration, pricing must be:

- Complete, itemized, and consistent with the Scope of Work.
- Reasonable, balanced, and reflective of the services proposed; and
- Submitted in the format and manner required by this RFP.

Failure to follow the required pricing instructions or formats may result in a reduction in scoring or in the rejection of the Fee or Pricing Proposal.

6.4. Shortlisting Proposers

The City may use the process outlined in this Section to identify a shortlist of Proposers for further consideration. The City reserves the right to modify, waive, or discontinue any step in this process if determined to be in the City's best interest.

Compliance Review

All proposals will undergo an initial review to confirm compliance with the mandatory requirements of this solicitation.

The City's Purchasing Agent may request written clarifications from Proposers to resolve minor ambiguities, confirm understanding of the proposal, or verify compliance with submission requirements.

Evaluation and Scoring

Proposals will be evaluated and scored by the City's Evaluation Committee in accordance with the criteria and weighting outlined in Section 6.3. Individual evaluator scores will be compiled into a consolidated Evaluation Matrix to assist the Committee in establishing rankings and identifying the most qualified Proposers.

6.5. Experience and Reference Checks

The City reserves the right to conduct reference checks for one or more of the highest-ranked Proposers to verify qualifications, past performance, and reliability. Reference checks may include, but are not limited to, inquiries regarding:

- Performance on projects of similar size, scope, and complexity.
- Adherence to schedules, budgets, and contractual requirements; and
- Responsiveness, professionalism, and quality of work.

The City may contact references provided by the Proposer and/or other sources known to be familiar with the Proposer's performance. The City may also request additional supporting materials or work samples, and, if applicable, conduct site visits, for the purpose of verifying information contained in the proposal and further evaluating the Proposer's qualifications and capabilities.

6.6. Interviews or Presentations (if requested)

At the City's discretion, one or more Proposers determined to be the most responsive and competitive may be invited to participate in interviews or presentations. Interviews may be conducted in person or virtually and are intended to further evaluate the Proposer's qualifications, proposed approach, and ability to successfully perform the Work.

The City reserves the right to determine the number of Proposers invited to interview and to adjust interview thresholds based on the quality of proposals and the level of competition. Shortlisted Proposers will be notified in writing. Interview dates and times will generally align with the Tentative Calendar of Events and may be modified as needed.

If conducted, interviews or presentations may be used to further assess or clarify the Proposer's:

- Understanding of the City's needs and objectives.

- Proposed approach, methodology, and work plan.
- Key personnel and organizational capacity; and
- Overall value to the City.

Participation in an interview or presentation does not guarantee an award

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6.7. Negotiations

The City reserves the right to conduct negotiations with the highest-ranked Proposer following completion of the evaluation process. Negotiations with lower-ranked Proposers may occur only if negotiations with higher-ranked Proposers are unsuccessful and formally concluded.

As part of negotiations, the City may request revisions to the Proposer’s submission, which may include:

- Clarifications, refinements, or revisions to the proposed scope, approach, or deliverables
- Adjustments to pricing, fees, or cost assumptions, including requests for Best and Final Offers (BAFOs); and
- Other modifications necessary to align the proposal with the City’s objectives

All negotiations will be conducted at the City’s sole discretion and in a manner determined to be most advantageous to the City.

6.8. Award

The City reserves the right to exercise full discretion in the evaluation and award process, and may take the following actions, at its sole discretion and in accordance with applicable law:

- Award the Contract in whole or in part or make multiple awards if deemed in the City’s best interest, including designating primary and secondary Consultant.
- Reject any or all proposals and waive any informalities, technicalities, or irregularities.
- Accept, reject, or negotiate portions of one or more proposals.
- Consider a Proposer’s past performance with the City or other public agencies; or
- Decline to make any award if, in the City’s judgment, no proposal offers sufficient value to justify a contract.

Any award recommendation is subject to final approval by the appropriate City authority.

6.9. Contract Execution

The selected Proposer shall be required to execute the contract within the timeframe specified after the award notice. Failure to timely execute the Contract may result in the withdrawal of the award and the selection of the next-highest-ranked proposer, or cancellation of the solicitation.

Any award is contingent upon funding availability, completion of all required approvals, and successful negotiation of final contract terms.

6.10. Notice of Intent to Award & Protest Procedures

The City may issue a Notice of Intent to Award prior to final contract execution.

Any formal protest must be submitted in writing within a specified timeframe following the Notice of Intent to Award, following the City's Procurement Policy.

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Section 7.0. Solicitation Response Form

RFP-5847-26-KF "Solid Waste and Recycling Cost-of-Service and Rate Study"

The proposer must submit the completed, dated, and signed form.

1) **Total Cost for Services as Described, Not-to-Exceed:** ***$*** ____________________

Total Not-to-Exceed Cost Written:

____ **dollars**

The City reserves the right to accept any portion of the services to be performed at its discretion.

The undersigned has thoroughly examined the entire Solicitation and submitted the proposal and schedule of fees and services attached hereto.

This Proposal is firm and irrevocable for ninety (90) days after the time and date set for receipt of proposals.

The undersigned Proposer hereby acknowledges and agrees to the terms and conditions outlined in this solicitation. By submitting this Proposal, the Proposer certifies that it is fully prepared, willing, and able to perform and provide the services/work described herein, should the City accept and award the Contract.

The undersigned Proposer acknowledges the City's sole discretion to reject any Proposal, waive informalities or irregularities, and take any action deemed in the City's best interest.

By submitting this Proposal, the Proposer certifies— and, in the case of a joint Proposal, each participating party certifies independently— that the Proposal has been developed and submitted without collusion, consultation, communication, or agreement with any other Proposer or competitor regarding any aspect of the Proposal, including pricing, terms, or strategy.

By submitting this Proposal, the **Proposer** certifies that:

- The prices in the Proposal have not been knowingly disclosed to any other Proposer and will not be disclosed before the award.
- No attempt has been made, nor will be made, to induce any other person or entity to submit or refrain from submitting a Proposal in a manner that restricts competition.

- The individual signing the Proposal is a duly authorized agent of the Proposer and has the legal authority to bind the Proposer to all representations, supporting documentation, and fees/prices provided in the Proposal.

- Direct purchases by the City of Grand Junction are tax-exempt from Colorado Sales or Use Tax. The City's tax-exempt identification number is **98-903544**. The undersigned certifies that no Federal, State, County, or Municipal tax will be added to the above-quoted prices

- The City of Grand Junction payment terms shall be Net 30 days.

- A prompt payment discount of _______ percent of the net amount will be offered,

  to the City if the invoice is paid within ___________ days of receipt.

RECEIPT OF ADDENDA

The undersigned Proposer acknowledges receipt of all Addenda issued for this Solicitation, including modifications to the Specifications and Contract Documents.

- **Total number of Addenda received: __________**

The Proposer is solely responsible for ensuring that all Addenda have been received, reviewed, and acknowledged as part of the Proposal submission.

Additionally, the Proposer must submit:

- A letter signed by the entity's Owner or a Statement of Authority delegating authorization to act on behalf of the Proposer.

- A completed and current IRS Form W-9 before contract execution.

Proposer Information and Authorization

Entity Name: ____

Authorized Agent Name & Title: ____

Authorized Agent Signature: ____

Telephone Number: ____

Email Address of Agent: ____

Business Address: ____

City, State, ZIP Code: ____

Date: ____

The remainder of this page has been intentionally left blank.

Subcontractor Disclosure

The undersigned Proposer intends to subcontract the following portion(s) of Services/Work:

Name, address, city, and state of Subcontractor	Description of Service(s) to be performed	Est. Value & % of Service(s)

The **Proposer** certifies that all listed subcontractors are qualified to perform the specified services and will comply with all applicable contract requirements.

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Section 8.0. Appendices

Appendix A Operational Snapshot (For Reference Only)

A.1. Purpose and User information

This Operational Snapshot is provided for general informational purposes to assist proposers in understanding the overall scale and nature of the City of Grand Junction's Solid Waste and Recycling operations. The information presented reflects current conditions as of the date of this solicitation and is subject to change. The City does not guarantee the accuracy or completeness of this information, and it shall not be relied upon as a representation of existing or future conditions. The selected consultant shall be responsible for reviewing, validating, and refining all data following contract award.

A.2. Customer Base (Approximate)

The City currently provides solid waste and recycling services to an estimated:

- Residential customers: approximately 21,500
- Commercial customers: approximately 700

Customer counts are approximate and may vary due to development activity, service changes, or policy decisions.

A.3. Staffing Overview (Approximate)

The Solid Waste and Recycling functions operate with an estimated 36 full-time equivalent (FTE) positions, allocated as follows:

Solid Waste Division – 17 FTE

- Drivers: 13
- Maintenance: 1
- Administration: 3

Recycling Division – 19 FTE

- Drivers: 7
- Maintenance: 8
- Administration: 4

Staffing levels are provided for general context only and do not represent an assessment of operational adequacy or efficiency.

A.4. Fleet and Equipment Overview (Approximate)

The City operates 21 vehicles, all City-owned (no leased vehicles). The fleet currently includes:

- 12 automated side-loader vehicles
- 5 front-loader vehicles
- 4 rear-loader vehicles

The City does not currently own roll-off collection vehicles. Fleet information does not include vehicles that have been ordered but are not yet in service, including electric vehicles (EVs).

Fleet composition, condition, and replacement timing are subject to ongoing operational and capital planning decisions.

A.5. Services Overview

The City provides comprehensive solid waste and recycling services to residential and commercial customers within City limits. Services include, but are not limited to:

- Curbside collection of solid waste and recyclables
- Operation of a public recycling drop-off facility
- Management and operation of a municipal Materials Recovery Facility (MRF), where recyclables are sorted, baled, and marketed to end users

The City is also developing a regional MRF, anticipated to become operational in late 2026, that will expand processing capacity and serve a broader service area.

A.6. Public Information and Reference Materials

The following publicly available resources may be provided for general reference:

- City of Grand Junction – Solid Waste/Trash Services webpage
- City of Grand Junction – Recycling Division webpage
- City Limits area map (attached)
- Materials Recovery Facility (MRF) overview information
- Dual Stream Recycling & Yard Waste Composting program information

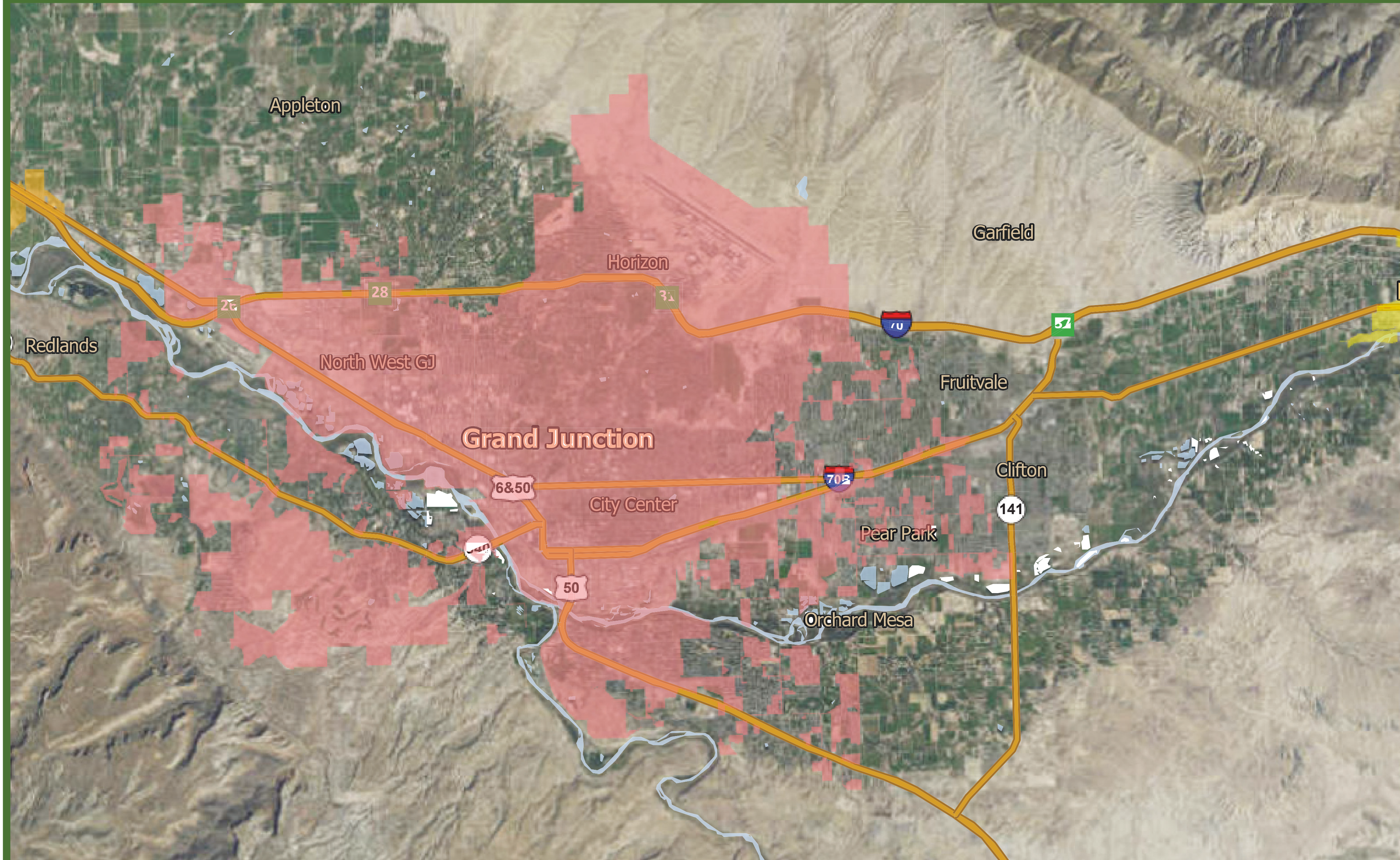
These materials are provided for informational purposes only and shall not be relied upon as a complete or definitive representation of current or future operations.

A.7.Proposer Responsibility

Proposers shall use this Operational Snapshot solely to inform its understanding of the City’s general operating environment. The selected Consultant shall be responsible for confirming, validating, and supplementing all operational, financial, and customer data as part of the Scope of Services described in this solicitation.

Appendix A. City Limits Map

ArcGIS Web Map



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Printed: 1/7/2026

1 inch equals 2 miles

Scale: 1:108,480

CITY OF Grand Junction COLORADO GEOGRAPHIC INFORMATION SYSTEM

CITY OF Grand Junction COLORADO
PURCHASING DIVISION

ADDENDUM NO. 1

Date: February 23, 2026
From: City of Grand Junction Purchasing Division
To: All Proposers
RE: *Solid Waste and Recycling Cost-of-Service and Rate Study, RFP-5847-26-KF*

Proposers responding to the above-referenced solicitation are hereby advised that certain requirements have been **clarified, modified, or supplemented** as of the date of this Addendum, as outlined below.

Please take note of the following:

1. **Question:** What is the City's ideal or preferred schedule for the project?

   Answer: The City anticipates completion of the Cost-of-Service and Rate Study by mid–third quarter 2026 in coordination with pursuing funding through Circular Action Alliance (CCA) and EPR.

2. **Question:** The RFP describes expanding organics program. Can the City elaborate on what your thoughts are for the expanded organics program?

   Answer: Currently, approximately forty percent (40%) of residential customers receiving automated collection service, transitioning from dual-stream to single-stream recycling in March, also have access to seasonal yard waste collection. The seasonal yard waste program operates from April through October with weekly collection.

   The City's long-term objective is to expand seasonal yard waste collection to the remaining sixty percent (60%) of residential customers who currently receive multi-stream recycling service. However, expansion of this program is contingent upon Mesa County's ability to accept increased yard waste volumes at the regional composting facility.

   The City has participated in a feasibility study with Mesa County regarding potential expansion of composting capacity and intends to coordinate closely with the County as planning progresses. If regional processing capacity is expanded, the City's preference would be to move toward citywide seasonal yard waste collection.

   From a financial perspective, any expansion would include evaluation of associated tipping fees, operational costs, and rate impacts. The City anticipates that the selected consultant will analyze these costs as part of the cost-of-service and rate evaluation and, as appropriate, develop rate scenarios that reflect potential expansion of yard waste services.

3. **Question:** Can the City explain how many processing or disposal agreements are currently in place, and with which entities materials are delivered?

Answer: The City currently utilizes both Mesa County and Republic Services for solid waste disposal and recycling processing.

Solid Waste Disposal:
The City disposes of solid waste at two facilities:

- Mesa County landfill; and
- Republic Services' transfer facility.

At present, approximately eighty percent (80%) of solid waste tonnage is delivered to Mesa County, and approximately twenty percent (20%) is delivered to Republic Services' transfer facility. These percentages are approximate and may vary based on operational conditions.

Recycling Processing:
As of February 20, 2026, all recyclable materials collected from the Drop-Off Center, dual-stream, and multi-stream programs are processed at the City's municipal campus located at 333 West Avenue.

Beginning in March 2026, the City will convert its dual-stream collection areas to single-stream recycling. At that time:

Approximately seventy percent (70%) of recyclables will continue to be processed at the City's on-campus facility (333 West Avenue) through the multi-stream collection program and Drop-Off Center.

Approximately thirty percent (30%) of recyclables—those collected through the new single-stream program—will be delivered to Republic Services for processing.

The City anticipates directing 30% of single-stream material to the Republic facility from March through December 2026. Once the City's new MRF becomes operational in late 2026, all single-stream materials will be processed at that facility.

As the City transitions from dual-stream to single-stream recycling and advances plans for a new regional MRF, these processing allocations are expected to change.

All percentages provided are approximate and subject to adjustment based on operational, contractual, and infrastructure developments.

4. **Question:** For organic material (yard waste), is the City operating under a contract with the processing facility, or does it pay published rates?

Answer: The City currently delivers yard waste to the Mesa County composting facility. There is no separate long-term processing contract for organics; the City pays the applicable published tipping fee set by Mesa County.

Charges are assessed on a per-load basis (i.e., the cost per truck), consistent with the County's established rate structure. These rates are subject to change in accordance with Mesa County's adopted fee schedule.

5. **Question:** Is bulk waste (e.g., couches, appliances, large items) collected through a separate bulk collection program, or is it handled as part of regular refuse routes?

   Answer: Bulk waste is handled as a ‘special pickup.’ Customers must request a special pickup, and collection is scheduled accordingly.

   These special pickups are typically coordinated with regular routes rather than through a dedicated bulk collection route.

6. **Question:** Can the City provide an overview of its commercial services and what those services include?

   Answer: The City provides both residential and commercial solid waste and recycling services. The commercial side is limited; services may expand or evolve as the new MRF becomes operational.

   Commercial Solid Waste:
   The City currently provides commercial trash collection services.

   Commercial Recycling:
   Commercial recycling services are currently offered in a multi-stream format. The City also operates dedicated commercial cardboard-only collection routes.

   With the anticipated startup of the new Materials Recovery Facility (MRF), the City plans to transition commercial recycling from multi-stream to single-stream, consistent with residential recycling service.

   Organics/Composting:
   Composting or yard waste collection is provided only to residential customers. Commercial organics collection is not currently offered.

7. **Question:** Is the commercial solid waste market open (i.e., are front-load and roll-off services subject to competition from private haulers)?

   Answer: Yes. The commercial solid waste market is open.

8. **Question:** Does the City compete for commercial solid waste and recycling business?

   Answer: Yes. All commercial solid waste and recycling services operate within an open market. The City competes with private haulers for commercial customers.

   For residential services, approximately sixty percent (60%) of the City is within a mandatory service area where residents are required to utilize City-provided collection services. The remaining approximately forty percent (40%) of residential customers are not within the mandatory service area and may obtain collection services from the City or private haulers.

This addendum amends the original solicitation for the referenced project as outlined above. All other terms and conditions of the solicitation remain unchanged.

Proposers must acknowledge receipt of this addendum by completing the acknowledgment section on the **Solicitation Response Form** (Section 7.0).

Thank you for your attention to this matter.

Respectfully,

Kathleen Franklin
Senior Buyer/Purchasing Agent
City of Grand Junction

CITY OF Grand Junction COLORADO
PURCHASING DIVISION

ADDENDUM NO. 2

Date: February 26, 2026
From: City of Grand Junction Purchasing Division
To: All Proposers
RE: *Solid Waste and Recycling Cost-of-Service and Rate Study, RFP-5847-26-KF*

Proposers responding to the above-referenced solicitation are hereby advised that certain requirements have been **clarified, modified, or supplemented** as of the date of this Addendum, as outlined below.

Please take note of the following:

1. **Question:** Is a PowerPoint, along with the presentation to the City Council, included in the scope? If yes, will the presentation be virtual or in person?

   Answer: A formal PowerPoint presentation or presentation to the City Council is not included in the Scope of Services.

2. **Question:** When was the City's most recent cost of service or rate study for solid waste and/or recycling completed?

   Answer: The City has not conducted a comprehensive cost-of-service and rate study of the scope identified in this solicitation.

3. **Question:** Was the prior study conducted by City staff or by an external consultant? If external, which firm performed the work?

   Answer: No prior study.

4. **Question:** Has the City identified a budget or anticipated not-to-exceed range for this project?

   Answer: The City is not disclosing the project budget or anticipated not-to-exceed amount at this time. Proposers are expected to submit pricing reflective of the Scope of Services described in the solicitation. All pricing will be evaluated in accordance with the criteria set forth in the RFP.

5. **Question:** Task 6 - please provide the expected number of years for forecasted costs/rates (5-year, 10-year, etc.).

   Answer: The RFP requires preparation of multi-year rate projections; however, a specific forecast duration has not been identified. Proposers should recommend an appropriate projection period based on industry best practices, the City's objectives, anticipated growth, and planned operational changes, including the development and expansion of the Materials Recovery Facility (MRF). Proposers shall clearly describe the assumptions underlying the recommended forecast period, including assumptions related to customer growth, service demand, capital investment, and implementation of the new MRF.

The recommended projection period should be sufficient to evaluate near-term and mid-term financial impacts associated with the MRF and related program changes.

6. **Question:** Task 2 - What other partners is the City planning to accept materials from at the regional MRF?

   Answer: Planning for the regional MRF is ongoing. At this time, the City has not finalized specific partner agreements or identified a definitive list of participating jurisdictions or entities. The intent of the regional facility is to provide expanded processing capacity and serve a broader service area; however, the final mix of participating partners and ultimate throughput levels has not yet been determined.

   Proposers should assume that participation and capacity utilization may evolve over time and should identify any assumptions made regarding facility throughput, regional participation, and associated cost or revenue impacts in their proposals.

7. **Question:** Task 8 - Does the City anticipate requesting support to prepare presentation materials and attend one or more City Council meetings?

   Answer: Please refer to the response to Question 1 above for clarification.

8. **Question:** Task 8 - Does the City want a training session(s) and/or user guide to support staff use on the detailed usage of the model inputs, assumptions, and outputs as a deliverable?

   Answer: Please refer to Sections 4.3.7 and 4.3.8, which require delivery of clearly documented models and tools usable by City staff, as well as collaboration and knowledge transfer sufficient to support staff understanding of the study results and future use of the model. The City has not prescribed a specific training format or required a standalone user guide.

   Proposers may recommend an appropriate knowledge transfer approach (e.g., training session(s), written documentation, or other methods) to ensure City staff can effectively use and update the model after project completion.

9. **Question:** 4.7.6 - Please clarify our understanding, the Rate Schedule and Task-Based Level of Effort (with estimated hours and associated costs for each task) should be included in the proposal narrative/submission outline Section 5.5 Price Proposal?

   Answer: Yes. The detailed Rate Schedule and Task-Based Level of Effort, including estimated consultant hours by labor classification and associated costs by major task or task area, shall be included in the proposal narrative under Section 5.5 – Price Proposal, consistent with the requirements of Section 4.7.6.

The total not-to-exceed (NTE) amount shall be submitted only on the Solicitation Response Form provided in Section 7.0. The NTE amount must be fully supported by the detailed pricing information included in the proposal's narrative.

10. **Question:** 5.2 - Do resumes count toward the 40-page limit? Or can they be provided in an Appendix without page numbering?

Answer: Resumes do count toward the forty (40) page limit. All narrative content, including resumes or biographical summaries of proposed personnel, must be included within the forty (40) page maximum identified in Section 5.2.
Proposers are encouraged to provide concise biographical summaries highlighting relevant qualifications and experience directly applicable to the Scope of Services. Pages exceeding the stated limit will not be reviewed or scored.

No further questions will be accepted.

This addendum amends the original solicitation for the referenced project as outlined above. All other terms and conditions of the solicitation remain unchanged.

Proposers must acknowledge receipt of this addendum by completing the acknowledgment section on the **Solicitation Response Form** (Section 7.0).

Thank you for your attention to this matter.

Respectfully,

Kathleen Franklin
Senior Buyer/Purchasing Agent
City of Grand Junction

910 Main St | Grand Junction, CO 81501 | P: (970) 244-1513 | www.gjcity.org

RAFTELIS

City of Grand Junction

Solid Waste and Recycling Cost-of-Service and Rate Study

PROPOSAL / RFP-5847-26-KF / MARCH 6, 2026

Giving back

The Raftelis Charitable Gift Fund seeks to make a difference on issues that matter to our clients and employees by helping build sustainable, inclusive communities locally and worldwide. We do this by allocating company profits and employee contributions of time and money. We support organizations that:

- Promote efficient, sustainable resource use
- Advance diversity, equity, and inclusion within the public sector
- Invest in access to clean water and sanitation
- Help vulnerable communities by addressing affordability issues

Raftelis is registered with the U.S. Securities and Exchange Commission (SEC) and the Municipal Securities Rulemaking Board (MSRB) as a Municipal Advisor.

Registration as a Municipal Advisor is a requirement under the Dodd-Frank Wall Street Reform and Consumer Protection Act. All firms that provide financial forecasts that include assumptions about the size, timing, and terms for possible future debt issues, as well as debt issuance support services for specific proposed bond issues, including bond feasibility studies and coverage forecasts, must be registered with the SEC and MSRB to legally provide financial opinions and advice. Raftelis' registration as a Municipal Advisor means our clients can be confident that Raftelis is fully qualified and capable of providing financial advice related to all aspects of financial planning in compliance with the applicable regulations of the SEC and the MSRB.

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Photo on cover courtesy of Ethan Lofton (Flickr)

RAFTELIS

COVER LETTER

March 6, 2026

Ms. Kathleen Franklin
Purchasing Agent
City of Grand Junction

Subject: Proposal for Solid Waste and Recycling Cost-of-Service and Rate Study (RFP-5847-26-KF)

Dear Ms. Franklin:

Raftelis is pleased to submit this proposal in response to the City of Grand Junction's (City) Request for Proposal for a comprehensive Solid Waste and Recycling Cost-of-Service and Rate Study. We have reviewed the solicitation, all addenda and the publicly available information regarding the Division's operations, and we are confident that our team, methodology, and experience are well-suited to deliver the study the City needs on schedule and aligned with the CAA/EPR funding timeline.

Interest in the Project

Grand Junction's Solid Waste and Recycling Division is navigating an uncommon concentration of simultaneous transitions: the anticipated startup of a new regional Materials Recovery Facility in late 2026, the recent conversion from dual-stream to single-stream recycling, Colorado's emerging Extended Producer Responsibility program, potential citywide expansion of seasonal yard waste collection, and the competitive dynamics of an open commercial market alongside a mandatory/non-mandatory residential service area structure. These conditions demand a cost-of-service and rate study that goes beyond routine financial analysis—one that models phased infrastructure changes, accounts for regulatory and funding uncertainty, allocates costs equitably across distinct customer classes and service lines, and produces rates that are simultaneously defensible, affordable, and market-competitive.

This is the type of work Raftelis does best. We are drawn to this project because it sits at the intersection of enterprise fund financial planning and solid waste operational complexity—the combination our team is built for. The City's objective of coordinating the study with its CAA funding application adds a strategic dimension that further aligns with our approach of producing deliverables that serve multiple purposes and create lasting institutional value.

Qualifications and Capacity

Raftelis is a national financial and management consulting firm dedicated exclusively to the public sector, having assisted more than 1,700 local governments and utilities across the United States. The firm's solid waste and recycling practice provides cost-of-service studies, rate analyses, revenue requirement evaluations, financial modeling, and operational assessments for municipally operated programs. Raftelis is an independent consulting firm with no financial interest in waste hauling, disposal, processing, or equipment, allowing for objective recommendations. For this engagement, our team includes:

- **Andrew Rheem, Senior Manager**: Project Advisor based in Raftelis' Denver office with 20 years of enterprise fund rate and financial planning experience serving local governments across the Mountain West, including numerous projects with Grand Junction itself.
- **Jennifer Porter, Vice President**: Project Director with 24 years of solid waste and sustainable materials management experience, co-chair of [redacted], and a proven leader of complex municipal solid waste financial and programmatic engagements.
- **Morgan McCarthy, JD, Senior Manager**: Project Manager with 19 years of regulatory, operational, and contractual expertise in municipal solid waste, including EPR compliance, franchise agreement development, and feasibility studies
- **Thierry Boveri, CGFM, Senior Vice President**: With over 20 years of experience, Thierry has directed or advised on more than 200 projects in the last five years alone, specializing in the development of solid waste enterprise funds, residential assessments, and contractual reviews for over 85 local governments across 22 states.

- **Harold Mitchell, PMP, Senior Consultant**: Finance Consultant with financial modeling expertise and firsthand municipal solid waste operations experience, including service as Lead Database Analyst for the City of Memphis Solid Waste Division.
- **Lundyn Harrelson, Senior Consultant:** Lundyn is an analytical specialist with a Master's degree in Analytics and a Bachelor's in Actuarial Science who has successfully developed complex financial models for municipal solid waste cost-of-service and landfill closure analyses, including recent engagements for Laramie, WY and Boulder City, NV.

Collectively, this team has completed solid waste cost-of-service and rate studies, financial plans, and operational evaluations for communities across the Mountain West, including the Municipality of Anchorage, the Canyonlands Solid Waste Authority, the City of Laramie, and Sandoval County. With more than 190 consultants firm-wide, Raftelis has the depth of resources to staff this project fully while maintaining the specialized expertise each task requires.

Understanding of the Scope of Services

Our proposal presents a task-based methodology organized across eight interconnected tasks that directly address the City's Scope of Services: project management and coordination, data review and assessment, financial and cost analysis, revenue requirement evaluation, cost-of-service evaluation, rate and fee development, reporting and deliverables, and collaboration and knowledge transfer. Key elements of our approach include:

- A **cost-causation framework** that traces every cost to the function and activity that generates it, allocating costs to mandatory residential, non-mandatory residential, and commercial customer classes using defensible, transparent factors
- **Scenario and sensitivity analysis** addressing the MRF transition, EPR/CAA funding at multiple reimbursement levels, yard waste expansion contingencies, commodity price volatility, and customer retention in the non-mandatory service area
- A **standalone CAA-eligible cost summary** formatted to support the City's EPR funding application—recognizing that this study serves dual purposes and that the mid–Q3 2026 timeline is driven in part by the CAA coordination requirement
- A **dynamic financial model in Microsoft Excel** with an interactive scenario dashboard, designed for City staff to update and use independently for future rate adjustments without consultant support
- A **streamlined two-milestone deliverable structure** (Interim Technical Memorandum and Draft Final Report) that compresses City review cycles and supports completion within the approximately 17–18 week project timeline
- **Commercial rate competitiveness assessment** and **affordability analysis** that address the unique challenges of rate design in Grand Junction's open-market, mixed-service-area environment
- Up to **two presentations** to City leadership or Council, plus a formal **knowledge transfer session** equipping Division staff with the skills and documentation to maintain the financial model independently

Primary Point of Contact/ Authorized Representative

The primary point of contact for this proposal and the resulting engagement is: **Jennifer Porter, Vice President**
383 Corona Street, Denver, CO 80218 / P: 845.481.1321 / E: jporter@raftelis.com

Compliance Certification

By submitting this proposal, Raftelis certifies that it agrees to comply with all requirements, terms, and conditions outlined in RFP-5847-26-KF, including Addenda No. 1 & 2, and that it is fully prepared, willing, and able to perform the services described herein should the City accept and award the contract.

We welcome the opportunity to serve the City of Grand Junction and to deliver a study that not only sets defensible rates today but equips the Division with the tools, policies, and institutional knowledge to manage its financial future independently. We look forward to discussing our approach with the evaluation committee.

Respectfully submitted,

Jennifer Porter

Jennifer Porter, V*ice President*

SOLICITATION RESPONSE FORM

Section 7.0. Solicitation Response Form

RFP-5847-26-KF "Solid Waste and Recycling Cost-of-Service and Rate Study"

The proposer must submit the completed, dated, and signed form.

1) Total Cost for Services as Described, Not-to-Exceed: *$* $74,000

Total Not-to-Exceed Cost Written:

Seventy-four Thousand **dollars**

The City reserves the right to accept any portion of the services to be performed at its discretion.

The undersigned has thoroughly examined the entire Solicitation and submitted the proposal and schedule of fees and services attached hereto.

This Proposal is firm and irrevocable for ninety (90) days after the time and date set for receipt of proposals.

The undersigned Proposer hereby acknowledges and agrees to the terms and conditions outlined in this solicitation. By submitting this Proposal, the Proposer certifies that it is fully prepared, willing, and able to perform and provide the services/work described herein, should the City accept and award the Contract.

The undersigned Proposer acknowledges the City's sole discretion to reject any Proposal, waive informalities or irregularities, and take any action deemed in the City's best interest.

By submitting this Proposal, the Proposer certifies— and, in the case of a joint Proposal, each participating party certifies independently— that the Proposal has been developed and submitted without collusion, consultation, communication, or agreement with any other Proposer or competitor regarding any aspect of the Proposal, including pricing, terms, or strategy.

By submitting this Proposal, the **Proposer** certifies that:

- The prices in the Proposal have not been knowingly disclosed to any other Proposer and will not be disclosed before the award.
- No attempt has been made, nor will be made, to induce any other person or entity to submit or refrain from submitting a Proposal in a manner that restricts competition.

- The individual signing the Proposal is a duly authorized agent of the Proposer and has the legal authority to bind the Proposer to all representations, supporting documentation, and fees/prices provided in the Proposal.

- Direct purchases by the City of Grand Junction are tax-exempt from Colorado Sales or Use Tax. The City's tax-exempt identification number is **98-903544**. The undersigned certifies that no Federal, State, County, or Municipal tax will be added to the above-quoted prices

- The City of Grand Junction payment terms shall be Net 30 days.

- A prompt payment discount of N/A percent of the net amount will be offered, to the City if the invoice is paid within N/A days of receipt.

RECEIPT OF ADDENDA

The undersigned Proposer acknowledges receipt of all Addenda issued for this Solicitation, including modifications to the Specifications and Contract Documents.

- **Total number of Addenda received:** 2

The Proposer is solely responsible for ensuring that all Addenda have been received, reviewed, and acknowledged as part of the Proposal submission.

Additionally, the Proposer must submit:

- A letter signed by the entity's Owner or a Statement of Authority delegating authorization to act on behalf of the Proposer.

- A completed and current IRS Form W-9 before contract execution.

Proposer Information and Authorization

Entity Name: Raftelis Financial Consultants, Inc.

Authorized Agent Name & Title: Jennifer Porter – Vice President

Authorized Agent Signature: Jennifer Porter

Telephone Number: 845.481.1321

Email Address of Agent: jporter@raftelis.com

Subcontractor Disclosure

The undersigned Proposer intends to subcontract the following portion(s) of Services/Work:

Name, address, city, and state of Subcontractor	Description of Service(s) to be performed	Est. Value & % of Service(s)
N/A	N/A	N/A

The **Proposer** certifies that all listed subcontractors are qualified to perform the specified services and will comply with all applicable contract requirements.

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PRICE PROPOSAL

Price Proposal

Raftelis proposes an all-inclusive not-to-exceed (NTE) fee for the Scope of Services described in this solicitation. The NTE amount, provided on the Solicitation Response Form in Section 7.0, includes all costs necessary to complete the work, including labor, project management, meetings (including up to two Council/leadership presentations), data review, analysis, modeling, deliverables, financial model development, knowledge transfer, travel (if applicable), and all other direct or indirect expenses. Raftelis will invoice the City monthly based on work completed and hours expended at the fully burdened rates below, up to the NTE amount, with invoices including hours by team member and task, a description of work performed, and cumulative expenditures. No costs beyond the authorized NTE amount will be incurred without the City's prior written approval through a contract amendment, and Raftelis is responsible for completing the services as proposed regardless of whether actual labor hours exceed the estimates provided.

Key Assumptions

The proposed NTE fee assumes: (1) a project duration of approximately 17–18 weeks from NTP; (2) timely City data provision following the data request; (3) one round of City comments per major deliverable; (4) all meetings identified in the Scope of Services, including approximately eight (8) biweekly calls, milestone reviews, working sessions, one 2-hour knowledge transfer session, and up to two Council/leadership presentations conducted virtually; (5) one Excel-based financial model with interactive scenario dashboard; (6) accessibility compliance (HB21-1110, ADA, WCAG Level AA) included in the fee; and (7) scope consistent with Section 4.0 of the RFP and Addendum No. 1. Changes to scope, additional scenarios or presentations beyond those identified, or extended review periods would be addressed through a contract amendment.

Task	Thierry Boveri (SVP - $400/hr)	Jennifer Porter (VP - $375/hr)	Morgan McCarthy (Sr. Mgr - $340/hr)	Andrew Rheem (Sr. Mgr - $340/hr)	Harold Mitchell (Sr. Cons - $260/hr)	Lundyn Harrelson (Sr. Cons - $260/hr)	Total Hours	Total Cost
Task 1 — Project Management & Coordination	—	2	8	1	4	—	15	$4,850
Task 2 — Data Review & Assessment	1	2	6	1	16	6	32	$9,250
Task 3 — Financial & Cost Analysis	4	4	8	2	28	10	56	$16,380
Task 4 — Revenue Requirement Evaluation	4	3	6	2	24	8	47	$13,765
Task 5 — Cost-of-Service Evaluation	3	3	6	2	20	6	40	$11,805
Task 6 — Rate & Fee Development	2	3	6	2	12	4	29	$8,805
Task 7 — Reporting & Deliverables	1	2	8	1	6	2	20	$6,290
Task 8 — Collaboration & Knowledge Transfer	—	1	4	1	3	—	9	$2,855
Total	15	20	52	12	113	36	248	$74,000

Understanding of the Project and City Objectives

The City of Grand Junction's Solid Waste and Recycling Division is at an inflection point. The Division is not simply due for a routine rate update; it is navigating several concurrent transitions that will fundamentally reshape its cost structure, service delivery model, and revenue needs over the coming years. Raftelis understands that this study must account for each of these dynamics and produce a financial framework that serves the City today and adapts to the conditions ahead.

A Division in Transition

The Division is managing an uncommon concentration of simultaneous operational changes:

- **New regional Materials Recovery Facility -** The City is developing a new MRF anticipated to come online in late 2026. This facility represents a significant capital investment that will introduce new debt service or amortized capital costs, operating expenses, staffing requirements, and commodity revenue potential. Once operational, the MRF will consolidate recyclable material processing at a City-controlled facility, replacing the interim arrangement under which approximately 30% of single-stream recyclables are delivered to Republic Services. The cost-of-service analysis must model both the transitional period and the steady-state post-MRF operating environment—two distinct cost profiles that require separate treatment within the financial framework.
- **Single-stream Recycling Conversion -** The City completed its conversion from dual-stream to single-stream recycling collection in March 2026. This change altered route structures, processing arrangements, and cost allocations between the City's on-campus facility (handling approximately 70% of recyclables through the multi-stream program and drop-off center) and Republic Services (processing approximately 30% through the new single-stream program). The financial model must capture these current interim conditions while projecting forward to the post-MRF environment where all single-stream material will be processed at the City's facility.
- **Extended Producer Responsibility and CAA funding -** Colorado's EPR program, administered through the Circular Action Alliance (CAA), represents a potential new revenue stream for eligible recycling-related costs. The City has identified coordination with the CAA funding application process as a primary reason for targeting study completion by mid–Q3 2026. Raftelis understands that this study serves dual purposes—setting defensible rates and producing the cost documentation needed to support the City's CAA reimbursement application. The timing, magnitude, and eligible cost categories for EPR funding remain subject to evolving regulatory guidance, requiring the study to model multiple funding scenarios rather than assume a single outcome.
- **Potential Yard Waste Expansion -** Approximately 40% of residential customers currently have access to seasonal yard waste collection (April through October, weekly service). The City's long-term objective is to expand this program to the remaining 60% of residential customers who currently receive multi-stream recycling service. However, expansion is contingent on Mesa County's ability to accept increased volumes at the regional composting facility, where the City pays published per-load tipping fees with no long-term processing contract. The study must model this expansion as a conditional scenario—quantifying the incremental route costs, tipping fees, and equipment needs—so the City can evaluate rate impacts if and when County capacity becomes available.

A Complex Customer and Market Structure

Grand Junction's service delivery model has complexity that many municipal solid waste rate studies do not encounter:

- **Mandatory and Non-mandatory Residential Service Areas -** Approximately 60% of the City is within a mandatory service area where residents are required to use City-provided collection. The remaining 40% of residential customers are in a non-mandatory area and may choose the City or a private hauler. This creates a customer retention dynamic where rates in the non-mandatory area must be competitive enough to prevent attrition while still recovering the allocated cost of service. The cost-of-service analysis must distinguish between these two customer populations, and the rate design must balance cost recovery with competitive viability.
- **Open Commercial Market -**All commercial solid waste and recycling services operate in an open market where the City competes directly with private haulers, including Republic Services. Commercial rates cannot be set purely on a cost-of-service basis—they must also be informed by the pricing environment the City faces in the market. The study must layer a market competitiveness assessment on top of the cost allocation to ensure proposed commercial rates are defensible and viable.
- **Multiple Service Lines with Distinct Cost Profiles -** The Division operates solid waste collection (residential and commercial), recycling collection (residential, commercial, and dedicated commercial cardboard routes), the existing MRF processing operation, a public recycling drop-off center, seasonal yard waste collection, and a special pickup/bulk waste program. Each service line has a different cost structure, customer base, and pricing logic. The cost-of-service framework must treat these as distinct functional cost centers to ensure accurate allocation and appropriate pricing.
- **Multiple Disposal and Processing Relationships -** The City currently utilizes both Mesa County and Republic Services for solid waste disposal (approximately 80/20 split) and maintains separate arrangements for recycling processing and yard waste composting. Each relationship carries different tipping fees, contractual terms, and volume dependencies that must be accurately reflected in the cost analysis.

What the City Needs from This Study

Based on the RFP, Addenda No. 1 & 2, and the operational context described above, Raftelis understands the City's core objectives for this engagement to be:

1. **A clear understanding of the true cost of providing each service**, with costs traced to the functions and activities that cause them—not allocated by convenience or historical convention
2. **A defensible basis for allocating costs among customer classes and service types**, distinguishing between mandatory residential, non-mandatory residential, and commercial customers, and between solid waste, recycling, yard waste, drop-off, special pickup, and MRF processing services
3. **A multi-year revenue requirement that accounts for the Division's evolving cost structure**, including the MRF transition, EPR/CAA funding at varying levels, yard waste expansion contingencies, and fleet replacement
4. **Rate and fee structures that promote financial sustainability, equity, and competitive viability**, with phased implementation to avoid rate shock and affordability safeguards for low-income customers
5. **Cost documentation that supports the City's CAA/EPR funding application**, with eligible costs clearly identified and formatted for the reimbursement process
6. **A financial model and analytical tools that City staff can use independently**, updating inputs and testing scenarios without consultant support as conditions evolve
7. **Knowledge transfer and presentation support** that equips Division and finance staff to explain and defend the study's methodology and recommendations to the governing body and the public

Raftelis has designed its team, methodology, and deliverable structure specifically to achieve these objectives within the City's mid–Q3 2026 timeline.

About Raftelis

Raftelis is a national financial and management consulting firm dedicated exclusively to the public sector, having assisted more than 1,700 local governments and utilities across the United States. The firm's solid waste and recycling practice provides cost-of-service studies, rate analyses, revenue requirement evaluations, financial modeling, and operational assessments for municipally operated programs—the core disciplines this study requires. Raftelis is an independent consulting firm with no financial interest in waste hauling, disposal, processing, or equipment—ensuring that the City receives objective, conflict-free recommendations grounded solely in the Division's financial and operational data.

Relevant Track Record in the Mountain West

Raftelis has completed solid waste cost-of-service and rate studies, financial plans, and operational evaluations for communities across the Mountain West, including engagements in Grand Junction and Colorado more broadly, as well as Utah, Wyoming, New Mexico, and Alaska. The team's Project Advisor is based in Raftelis' Denver office and has provided rate and financial planning services to local governments across the region for nearly 20 years. Recent engagements for communities such as the Canyonlands Solid Waste Authority, the City of Laramie, and Sandoval County—each involving enterprise fund rate analysis, capital and closure cost planning, and customer class cost allocation—demonstrate the team's ability to deliver the type of work Grand Junction requires, in similar operating environments, at comparable scale. The team has also completed long-range financial evaluations for larger municipal solid waste operations, including the Municipality of Anchorage, where the study required modeling the financial and rate impacts of fundamentally different disposal strategies under significant uncertainty—the same type of scenario-based analysis Grand Junction needs for its MRF transition, CAA/EPR funding, and yard waste expansion decisions.

Solid Waste Financial Expertise at Scale

With more than 190 consultants, Raftelis maintains the largest utility financial and management consulting practice in the nation—including dedicated solid waste and recycling specialists alongside rate consultants, financial analysts, data professionals, and stakeholder engagement experts. The firm's solid waste practice has completed more than 100 solid waste financial and rate studies for municipal clients in the past ten (10) years, spanning enterprise fund cost-of-service analyses, multi-year revenue requirement projections, MRF financial assessments, recycling program evaluations, and rate design for communities operating in both exclusive franchise and open-market environments. This depth of resources means the City will have access to a team that can address every dimension of the study—from cost allocation between the mandatory and non-mandatory service areas to competitive commercial rate assessment to CAA-eligible cost categorization.

Defensible, Industry-Standard Methodology

When the City presents rate recommendations to its governing body and customers, confidence in the underlying methodology is essential. Raftelis staff actively shape industry standards by chairing committees within the Solid Waste Association of North America (SWANA) and co-authoring industry-standard publications on utility finance and rate setting. The team's Project Director currently serves as [redacted]. This involvement ensures that the study's cost-causation framework, allocation methodology, and rate design reflect current best practices—providing the City with recommendations grounded in recognized, defensible analytical principles. Raftelis' registration as a Municipal Advisor ensures compliance with federal regulations governing financial advice to public entities. All deliverables will comply with Colorado HB21-1110, ADA requirements, and WCAG Level AA accessibility standards, ensuring the City's study documents are fully accessible to all stakeholders.

Stakeholder Communication and Rate Adoption Support

Grand Junction's rate recommendations will need to navigate several layers of complexity: a governing body weighing significant infrastructure investment, customers in the non-mandatory area who can choose private haulers, commercial accounts in an open market, and the public's expectation of transparent, equitable pricing. Raftelis has supported numerous agencies through the rate adoption process—from preparing bill impact analyses and phased implementation schedules to presenting findings directly to governing bodies and the public. The team will prepare clear, accessible presentation materials that explain the cost-of-service rationale behind recommended rates, quantify customer impacts at every service level, and provide the financial context decision-makers need to act with confidence. The team's recent experience supporting the Canyonlands Solid Waste Authority through adoption of a 30% revenue increase—backed by defensible cost-of-service documentation and differentiated City/County rates—demonstrates this capability in a directly analogous setting.

Relevant Experience

Raftelis is one of the nation's leading financial and management consulting firms dedicated exclusively to the public sector. The firm's solid waste and recycling practice provides cost-of-service studies, rate analyses, revenue requirement evaluations, financial modeling, franchise agreement development, and operational assessments for municipally operated collection, processing, and disposal programs across the country.

The team proposed for this engagement brings specific expertise in the areas most critical to the City of Grand Junction:

- **Solid waste and recycling cost-of-service and rate studies** for municipal divisions that operate their own collection fleets, manage MRF processing, compete in open commercial markets, and serve both mandatory and voluntary service areas
- **Enterprise fund financial planning**, including revenue requirement projections, reserve policy development, capital funding strategies, debt capacity analysis, and multi-year rate planning—applying the same analytical rigor used across water, wastewater, and stormwater enterprise funds to solid waste operations
- **Programmatic transition analysis**, including financial modeling for MRF startups, single-stream recycling conversions, organics program expansion, and fleet modernization—the types of transitions Grand Junction is navigating simultaneously
- **Colorado and Mountain West regulatory and fiscal familiarity**, including Colorado's Extended Producer Responsibility (EPR) program, the Circular Action Alliance (CAA) funding structure, enterprise fund accounting requirements, and the competitive hauler market dynamics common in Colorado communities. The team's Project Advisor is based in Raftelis' Denver office and has provided rate and financial planning services to local governments across Colorado, New Mexico, Arizona, Montana, Utah, California, and Texas for nearly 20 years.
- **Franchise agreement development, RFP design, and procurement** for solid waste and recycling services, providing the team with a comprehensive understanding of both the operational and contractual dimensions of municipal solid waste programs

The Raftelis team has collectively completed dozens of solid waste and recycling financial studies for communities of comparable size and complexity. The team's combined experience spans cost-of-service analysis, rate design, financial modeling, data analytics, regulatory compliance, and stakeholder communication, the full range of disciplines required for this study.

32 years serving the public sector

How we stack up

OUR TEAM INCLUDES

190+ **consultants focused on** finance/management/communication/technology for the public sector

2 chairs & **16** members of **APA, AWWA and WEF utility finance and SWANA management committees and subcommittees**

RAFTELIS HAS PROVIDED ASSISTANCE FOR

1,700+ **public agencies and utilities**

that serve more than

25% of the **U.S. population**

including the agencies serving

41 of the nation's **50 largest cities**

in the past year alone, we worked on

1,300+ **projects** for **700+** **agencies** in **47** **states**

Key Personnel

The following table summarizes the proposed team. Detailed profiles for each team member follow.

Name	Project Role	Relevant Expertise	Years Exp.	Location	Est. Availability
Andrew Rheem	Project Advisor	Enterprise fund rate studies, revenue requirements, capital/reserve policy, Colorado local government	23	Denver	15%
Jennifer Porter	Project Director	Solid waste program evaluation, COS/rate studies, MRF assessment, zero waste, stakeholder engagement	24	Remote	10%
Morgan McCarthy, JD	Project Manager	Franchise agreements, RFP development, regulatory compliance, EPR, waste audits, feasibility studies	19	Remote	20%
Thierry Boveri, CGFM	Solid Waste / Finance SME	Lead financial modeling, solid waste fleet/route data analytics, enterprise fund analysis, scenario dashboards	20	Orlando	5%
Harold Mitchell, PMP, ACP, PMI-PBA	Finance Consultant	Financial modeling, solid waste fleet/route data analytics, enterprise fund analysis, scenario dashboards	8	Remote	50%
Lundyn Harrelson	Finance Consultant	Financial modeling, solid waste fleet/route data analytics, enterprise fund analysis, scenario dashboards	6	Austin	10%

Availability estimates reflect anticipated average dedication over the project duration. Effort will be concentrated during periods of peak analytical activity (model development, rate design) and milestone deliverable preparation. These estimates are consistent with the level-of-effort breakdown provided in the pricing section.

Andrew Rheem

Project Advisor | Senior Manager

Andrew will serve as the senior advisor to the project team, providing strategic oversight on enterprise fund financial methodology, quality assurance review of all major analytical work products, and policy-level guidance on reserve targets, capital funding strategies, and multi-year rate planning.

Based in Raftelis' Denver office, Andrew has spent nearly 23 years providing financial planning, rate consulting, and impact fee services to local governments across the Mountain West. Andrew's core expertise is enterprise fund financial analysis, the same analytical framework of functionalization, classification, allocation, revenue requirement determination, and rate design that applies regardless of whether the enterprise fund serves water, wastewater, stormwater, or solid waste. His role on this engagement is to ensure that the study's financial methodology meets the highest professional standards and that the rate and reserve recommendations are defensible, sustainable, and aligned with the City's fiscal policies. His familiarity with Colorado local government finance—including enterprise fund accounting requirements, budgeting practices, and the regulatory environment—adds direct value to the Grand Junction engagement. He holds a Bachelor of Business Administration in Finance and Accounting from the University of Michigan – Ann Arbor.

Relevant experience includes: Enterprise fund rate studies, cost-of-service analyses, revenue requirement evaluations, capital funding, debt feasibility, reserve policy development, impact fee studies, and multi-year financial planning for local governments throughout Colorado and the Mountain West, including the City.

Jennifer Porter

Project Director | Vice President

Jennifer will provide technical leadership on solid waste operational cost analysis, regulatory compliance, service delivery structures, and the integration of programmatic changes into the financial and rate framework. Her work will focus on translating Grand Junction's operational realities—the MRF transition, single-stream conversion, EPR/CAA compliance, and yard waste expansion contingencies into the assumptions and cost drivers that underpin the financial model. Jennifer is a planning leader with 23 years of experience in government and private sector sustainability, circular economy, and solid waste/sustainable materials management. Her project portfolio includes dozens of public- and private-sector assignments involving the same types of programmatic transitions Grand Junction is navigating—conversions between recycling collection models, MRF startup planning, yard waste program expansion, and financial analysis under regulatory uncertainty.

Jennifer is a Certified Practitioner in Zero Waste Principles/Practices, currently serves as [redacted], and has held leadership positions with the [redacted]. She holds a Master of Urban and Regional Planning from Portland State University.

Relevant experience includes: Solid waste program evaluations, cost-of-service and financial feasibility studies, scenario analyses for recycling and organics program expansion, MRF operational and financial assessments.

Morgan McCarthy JD

Project Manager | Senior Manager

Morgan will serve as the day-to-day Project Manager and primary point of contact for the City, responsible for directing the project team, managing the schedule, coordinating with City staff, and ensuring the quality and timeliness of all deliverables. She will lead all milestone review meetings, facilitate working sessions, and present findings to City leadership.

With over 18 years of experience in solid waste, recycling, yard waste, and food waste management across public and private sectors, Morgan is a recognized leader in the industry. Her expertise includes franchise agreement drafting and negotiation, RFP development, municipal code drafting, waste audits, feasibility studies, and regulatory compliance. Morgan's experience with state-level recycling mandates and extended producer responsibility frameworks is directly relevant to Grand Junction's need to position its cost-of-service analysis in coordination with the CAA/EPR funding application. She will ensure that the study's cost categorization maps to CAA-eligible cost categories and that the analytical framework supports the City's funding strategy.

Relevant experience includes: Solid waste franchise system design and evaluation, cost-of-service analyses and rate study support, RFP development and procurement, regulatory compliance assessments, EPR and state recycling mandate analysis, and operational reviews.

Thierry Boveri CGFM

Solid Waste / Finance Subject Matter Expert | Senior Vice President

Thierry has more than 20 years of experience in solid waste cost-of-service and financial evaluations for local governments and served over +85 local governments spanning 22 states and directed/advised +200 projects in last 5 years. Specializing in developing solid waste enterprise funds, residential assessments, and reviewing contractual arrangements for waste collection and disposal, Thierry has authored several industry publications and frequently presented at national conferences ([redacted]) on solid waste finance and circular economy, and is an active leader in industry associations, including [redacted]

Relevant experience includes: Cost of service, financial planning and rate studies for Laramie (WY); Madera County (CA); Lincoln (CA); Oxnard (CA); Big Bear CDD (CA); Oklahoma City (OK); Municipality of Anchorage (AK); Lee County (FL); Hillsborough County (FL); Fairfax County (VA); Huntsville (AL); Galveston (TX); Fayetteville (AR); City of Wilmington (NC); Brookline (MA); Bainbridge Island (WA)

Harold Mitchell PMP, ACP, PMI-PBA

Finance Consultant | Senior Consultant

Harold will serve as the lead financial analyst, responsible for building and maintaining the financial model, conducting cost-of-service calculations, performing scenario and sensitivity analysis, developing the interactive scenario dashboard, and supporting data collection and validation.

Harold brings a combination of financial modeling expertise and firsthand municipal solid waste operations experience. As Lead Database Analyst for the City of Memphis Solid Waste Division, he enhanced fleet and route services through data visualizations and automated reporting, managed the integration of Rubicon's SaaS platform with Oracle's CRM database, and ensured the fleet's 360+ vehicles were equipped for improved route tracking and maintenance.

He holds an MBA with a focus on Project Management and Data Analytics and is proficient in Power BI, SQL, and financial modeling.

Relevant experience includes: Solid waste division financial analysis, fleet and route data analytics, automated financial reporting, database integration for solid waste operations, financial model development for enterprise fund operations, and data-driven decision support tools.

Lundyn Harrelson

Finance Consultant | Senior Consultant

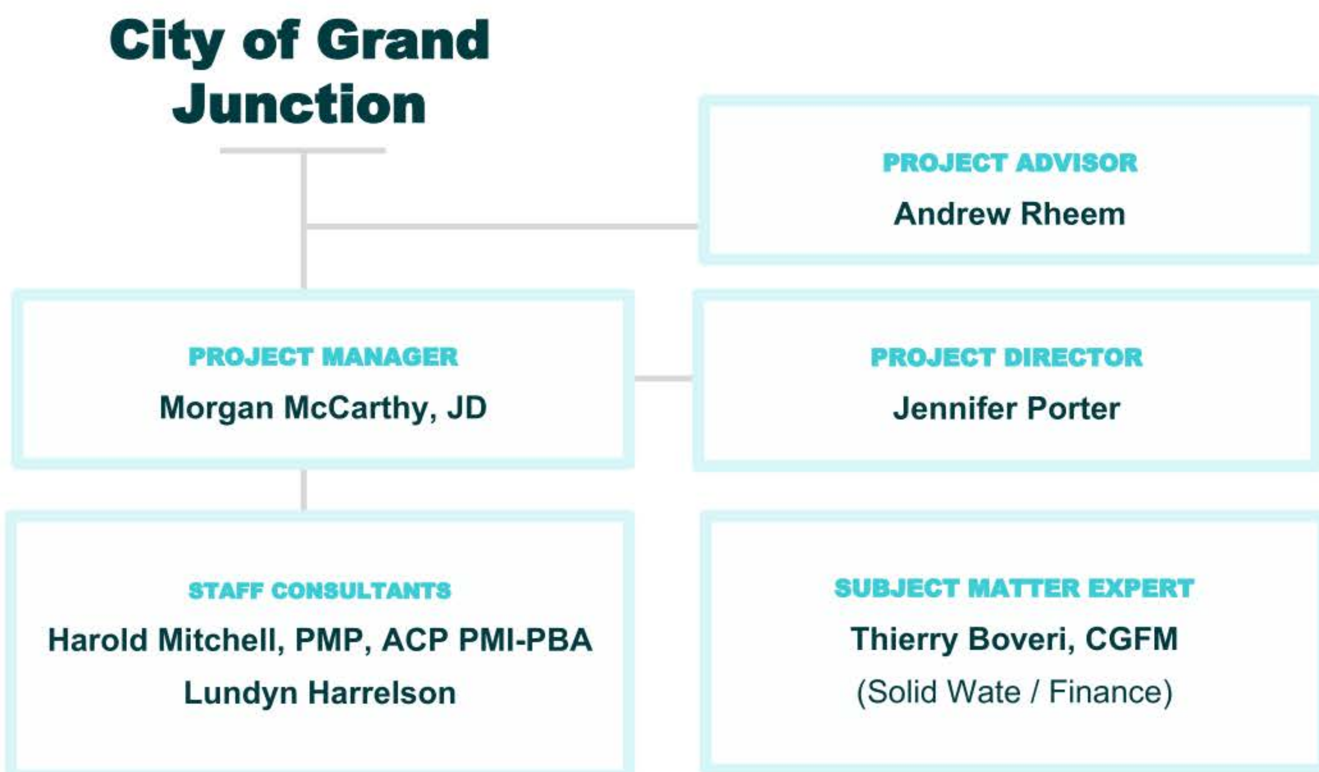
Lundyn is a Senior Consultant in the Austin office. She has completed various utility and solid waste projects in her time at the firm. Prior to her role at Raftelis, Lundyn was a consultant through her master's program at Louisiana State University and gained experience working with clients, data, and deadlines. With a bachelor's degree in actuarial science and a master's degree in Analytics, she uses her analytical and statistical expertise to be a trusted advisor and deliver lasting solutions.

Relevant experience includes: City of Boulder City (NY): Water, Wastewater, Electrical, and Solid Waste Model and City of Laramie (WY): Water, Wastewater, and Solid Waste Cost-of-service and Landfill Closure Analysis

Project Organization and Approach

Team Structure

The team is organized to ensure that every component of the study—from enterprise fund revenue requirement analysis to MRF cost modeling to rate design in a competitive market—is led by a professional with direct, relevant experience. Jennifer Porter manages all project activities and serves as the single point of contact for the City. Andrew Rheem provides senior financial methodology oversight and QA/QC review. The analytical team—Morgan, Harold, Thierry, and Lundyn—executes the technical work under Jennifer's direction, with Morgan leading the operational and regulatory analysis and Harold leading the financial modeling and quantitative work.



Lines of Communication

- **City ↔ Raftelis:** All project communications flow through Morgan McCarthy (Project Manager) and the City's Project Manager, Kyle Coltrinari
- **Internal team:** Morgan coordinates all internal work assignments, review cycles, and deliverable integration
- **Senior review:** Andrew Rheem reviews all major deliverables before submission and participates in milestone meetings
- **Subconsultants:** N/A

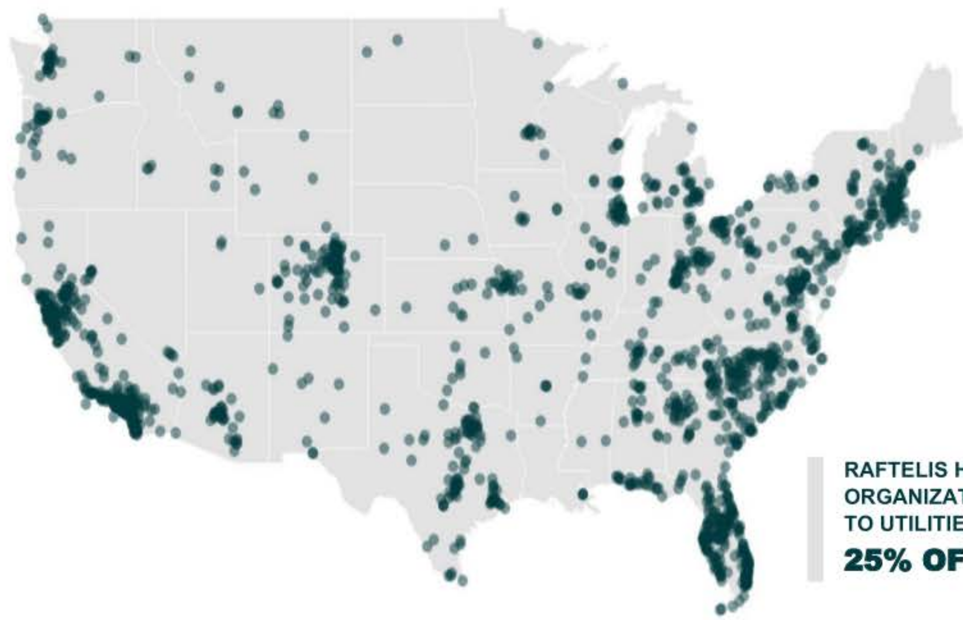
Key Staff Continuity

Raftelis is committed to maintaining the proposed team throughout the engagement. In the unlikely event that a personnel change becomes necessary, Raftelis will notify the City immediately in writing and propose replacement personnel with qualifications and experience comparable to those of the individual being replaced. No reassignment or replacement will be effective without the City's written approval, consistent with Section 4.7.4 of the solicitation.

Project Experience and References

RAFTELIS HAS THE LARGEST FINANCIAL AND MANAGEMENT CONSULTING PRACTICE IN THE NATION FOCUSING ON THE PUBLIC UTILITY INDUSTRY.

Our staff has assisted more than 1,700 local government agencies and utilities across the U.S., including some of the largest and most complex agencies in the nation. In the past year alone, Raftelis worked on more than 1,300 financial, organizational, and/or technology consulting projects for over 700 agencies in 47 states, the District of Columbia, and Canada. Below, we have provided descriptions of projects that we have worked on that are similar in scope to the City's project. We have included references for each of these clients and urge you to contact them to better understand our capabilities and the quality of service that we provide.



RAFTELIS HAS PROVIDED FINANCIAL/ ORGANIZATIONAL/TECHNOLOGY ASSISTANCE TO UTILITIES SERVING MORE THAN

25% OF THE U.S. POPULATION.

The following projects were completed within the past five years and are similar in scope and complexity to the services described in this solicitation. Each reference was selected to demonstrate a different dimension of the team's capabilities directly relevant to Grand Junction: enterprise fund cost-of-service and rate analysis, financial modeling through programmatic transitions and uncertainty, multi-year financial planning with capital and closure obligations, and rate adoption in challenging fiscal environments.

Anchorage Solid Waste Services AK

Reference: Jill Sowerwine, Accounting Supervisor
1111 E. 56th Avenue, Anchorage, AK 99518 / E: jill.sowerwine@anchorageak.gov
Key Personnel: Thierry Boveri, Sarah Neeley, Harold Mitchell
Project Duration: 2025 - Ongoing
Project Description and Scope of Services: The Municipality of Anchorage (Municipality) provides collection and disposal services to residents and businesses, processing approximately 300,000 tons of solid waste annually. They operate an active Class I landfill, two transfer stations, and community collection sites, and provide residential curbside organics collection service. Raftelis developed a long-range triple bottom line economic evaluation—financial, social, and environmental—examining the financial and rate impacts of solid waste disposal alternatives, including construction of a new waste-to-energy facility to address the Municipality's declining landfill capacity. The evaluation considered several alternatives organized into four options for consideration by Municipal staff. Raftelis prepared a report with a presentation to staff documenting key assumptions, findings, and rate recommendations.

Challenges Encountered and How They Were Addressed: The study required modeling financial outcomes across fundamentally different disposal strategies—each with distinct capital costs, operating profiles, revenue implications, and implementation timelines—under significant uncertainty about construction costs, waste volumes, energy pricing, and regulatory requirements. Rather than presenting a single recommendation, the team developed a scenario-based framework that quantified the rate impact of each alternative across multiple assumptions, enabling Municipal staff and decision-makers to evaluate trade-offs on a common analytical basis. This approach is directly analogous to the scenario modeling Grand Junction requires for its MRF transition, EPR/CAA funding uncertainty, and yard waste expansion contingencies.

Canyonlands Solid Waste Authority UT

Reference: Mike Kenerley, Executive Director
1000 Sand Flats Road, Moab, UT 84532 / P: 435.259.3867 / E: mkenerley@swssd1.org
Key Personnel: Andrew Rheem, Thierry Boveri, Harold Mitchell
Project Duration: May 2021 – Aug 2024
Project Description and Scope of Services: Canyonlands Solid Waste Authority provides service to approximately 5,000 customers in the City of Moab and surrounding Grand County. In 2021, the Authority acquired the Canyonlands Transfer Station and began providing solid waste collection and hauling services, financed through debt. The additional operations and maintenance expenses, capital investment, and new debt payments significantly impacted cash flow. Raftelis was retained to complete a comprehensive financial plan, cost-of-service analysis, and rate design to ensure that revenue from rates adequately funded O&M expenses, capital, debt payments, reserves, and target debt service coverage requirements. The study evaluated the cost of services provided to City of Moab customers and Grand County customers separately to ensure rates charged were proportional to the cost of providing service. The cost-of-service analysis covered collection, disposal, recycling, and roll-off services.

Challenges Encountered and How They Were Addressed: The Authority's recent acquisition of the transfer station meant that historical financial data did not reflect the entity's current cost structure—creating a data limitation that required the team to build the cost-of-service framework largely from projected rather than historical costs. The team disaggregated costs between City and County customer classes based on service characteristics, route structures, and facility usage to establish proportional cost responsibility. The resulting analysis supported a 30% revenue increase that the Authority adopted for 2024, with differentiated rates for City and County customers now being implemented. The study's success in supporting a significant rate adjustment through clear cost-of-service documentation is directly relevant to Grand Junction's need for transparent, defensible rate recommendations that can withstand public and governing body scrutiny.

City of Laramie WY

Reference: JR Slingerland, Solid Waste Manager
PO BOX C, Laramie, WY 82073 / P: 307.721.5309 / E: oslingerland@cityoflaramie.org
Key Personnel: Thierry Boveri, Lundyn Harrelson
Project Duration: 2024-2025
Project Description and Scope of Services: Raftelis has supported the City of Laramie (City) with utility consulting services since 2022, beginning with financial planning updates for the water and wastewater systems. Raftelis is currently assisting with a formal cost-of-service rate study and financial plan for the solid waste utility. The study encompasses comprehensive revenue sufficiency and cost-of-service evaluations resulting in proposed collection, disposal, recycling, and tip charges that support the operational and capital needs of the City. The study also evaluates landfill closure costs and ensures that proposed revenue adjustments support closure obligations. Raftelis is building a new financial model for the City and conducting a parallel cost-of-service analysis for the water and wastewater utilities, providing the City with consistent analytical frameworks across its enterprise funds.

Challenges Encountered and How They Were Addressed: The solid waste system required a ground-up financial model build because the City's existing tools did not support the level of cost disaggregation needed for a defensible cost-of-service analysis. The team designed the model to integrate landfill closure cost projections, a long-horizon liability that requires careful reserve accumulation—alongside near-term operational and capital funding needs. By building the model according to City input and aligned with the City's data systems, the team ensured that staff can update inputs and extend projections independently. The parallel engagement across water, wastewater, and solid waste provided the team with a comprehensive understanding of the City's enterprise fund structure, the same cross-utility financial planning perspective Andrew Rheem brings to the Grand Junction engagement.

Sandoval County Landfill Operations Evaluation and Plan NM

[redacted]

Key Personnel: Andrew Rheem, Morgan McCarthy, Jennifer Porter, Harold Mitchell
Project Duration: 2025-present
Project Description and Scope of Services: [redacted], Raftelis is assisting Sandoval County (County) with a municipal solid waste rate study update focused on ensuring the future financial viability of the County's Public Works solid waste operations, supported by equitable and defensible rate structures. The engagement refreshed financial and operational inputs to produce a multi-year rate forecast supporting the County's capital needs, landfill closure obligations, and reserve targets.

Challenges Encountered and How They Were Addressed: The project has faced initial schedule challenges as we collaborated with the County for deliverables, and the project is presently on track and moving ahead.

RECENT SOLID WASTE EXPERIENCE

This matrix shows a sample of some of the solid waste clients throughout the U.S. that Raftelis staff has performed.

State	Client	Acquisition Support Services	Assistance in Formulation of Interlocal Agreements	Collection System Study	Comprehensive Collection and Disposal System Rate Study	Debt Issuance Support	Detailed Institutional Review and Report Documenting All Contracts, Facilities and Operations	Development of Financial Models for Staff Use	Development of Formal Minimum Financial Reserve Policy	Landfill Air Space Utilization and Remaining Life Calculations	Landfill Closure and Post-Closure Care Cost Projections	Master Plan Financial Analysis Support	Regulatory Assistance Related to Franchise Collection Hauler Rate Filing	Sensitivity Analyses to Examine Financial Effects from Changes in Operations	Total & Marginal Cost Evaluations of Disposal Facilities	Financial Planning Study	Feasibility Analysis of Pay-As-You Throw Options	Procurement	Finance Services	Solid Waste Services Assessment	Grant Application Assistance
AL	City of Huntsville			●																	
AK	Municipality of Anchorage							●		●	●										
AK	City & Borough of Juneau				●																
AK	City of Fayetteville			●												●					
AR	City of Little Rock			●	●					●	●					●					
AR	CPI																				●
AZ	City of Chandler				●																
CA	Big Bear CSD			●	●											●					
CA	Calaveras County									●	●										
CA	City of Chino				●																
CA	City of Lincoln																				
CA	City of Long Beach													●		●		●			
CA	Madera County									●	●				●						
CA	City of Monterey Park				●			●	●												
CA	City of Ontario				●			●	●												
CA	City of Oxnard				●										●						
CA	City of Torrance				●																
CA	City of Vernon			●														●		●	
FL	City of Arcadia				●																
FL	Babcock Ranch Community Independent Special District (BRCISD)		●		●			●													
FL	Broward County, FL																		●		
FL	City of Cape Coral			●																	
FL	City of Clermont			●																	
FL	Collier County				●					●	●										
FL	Charlotte County									●	●		●								
FL	City of Edgewater			●																	
FL	Hernando County				●					●	●			●		●					

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FL	Hillsborough County		●		●	●				●	●	●		●		●		●			
FL	Lee County		●		●	●	●		●	●	●	●		●							
FL	Martin County				●		●			●	●										
FL	Manatee County					●				●	●										
FL	North Sumeter County Utility Dependent District	●		●																	
FL	Miami Shores Village			●																	
FL	City of Plant City			●																	
FL	City of Panama City			●																	
FL	Pinellas County				●			●		●	●	●		●							
FL	Sarasota County				●			●			●	●									
FL	City of Stuart			●																	
FL	City of Tampa				●																
IL	City of Evanston																			●	
KS	City of Wichita							●		●	●										
KY	Louisville/Jefferson County Metro Government				●											●					
OH	Montgomery County Environmental Services				●									●							
OK	City of Enid									●	●					●					
OK	City of Edmond				●																
OK	City of Norman				●																
OK	City of Oklahoma City			●	●			●													
OK	City of Tulsa				●													●			
OR	City of Portland/Metro														●						
NC	City of Albemarle			●																●	
NC	Town of Black Mountain																				●
NC	Currituck County				●																
NC	Dare County				●			●													
NC	City of Greenville				●																

RECENT SOLID WASTE EXPERIENCE

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State	Client	Acquisition Support Services	Assistance in Formulation of Interlocal Agreements	Collection System Study	Comprehensive Collection and Disposal System Rate Study	Debt Issuance Support	Detailed Institutional Review and Report Documenting All Contracts, Facilities and Operations	Development of Financial Models for Staff Use	Development of Formal Minimum Financial Reserve Policy	Landfill Air Space Utilization and Remaining Life Calculations	Landfill Closure and Post-Closure Care Cost Projections	Master Plan Financial Analysis Support	Regulatory Assistance Related to Franchise Collection Hauler Rate Filing	Sensitivity Analyses to Examine Financial Effects from Changes in Operations	Total & Marginal Cost Evaluations of Disposal Facilities	Financial Planning Study	Feasibility Analysis of Pay-As-You Throw Options	Procurement	Finance Services	Solid Waste Services Assessment	Grant Application Assistance
NC	Town of Louisburg															●					
NC	Mecklenburg County																				●
NC	City of Raleigh																●				
NC	City of Rocky Mount																				
NC	City of Wilmington				●			●													
NC	City of Winston-Salem									●	●										
NM	Village of Ruidoso				●							●									
NY	CPI																				●
SC	City of Georgetown				●										●						
TN	City of Chattanooga									●	●										
TN	City of Memphis				●												●				
TN	City of Nashville/Metro				●																
TX	City of DeSoto			●						●	●										
TX	City of Galveston			●																	
UT	City of Canyonlands				●	●				●	●										
VA	Stafford County									●	●								●		
VT	Chittenden Solid Waste District (CSWD)																				●
WA	City of Bainbridge Island			●																	
WA	City of Seattle Public Utilities				●											●				●	
WA	City of Tacoma				●			●	●												
WY	City of Laramie				●					●	●										

Team Experience and Collaboration

The Raftelis team proposed for this engagement is a cohesive team with established working relationships and complementary expertise, specifically structured for this type of engagement.

Jennifer Porter and Morgan McCarthy have collaborated on numerous solid waste program evaluations, franchise system assessments, RFP development, and financial feasibility studies, establishing working protocols for data sharing, deliverable integration, and client coordination that will carry directly into this engagement. Their combined perspective—Jennifer's program planning and project management leadership paired with Morgan's operational, regulatory, and contractual expertise—ensures that the study's financial analysis is grounded in a thorough understanding of how solid waste operations function on the ground.

Andrew Rheem has led multiple previous engagements where Raftelis assembled cross-functional teams combining financial methodology specialists with subject matter experts, and his role as Project Advisor provides continuity with the firm's established quality standards and enterprise fund analytical framework. His experience directing collaborative engagements for Colorado local governments ensures the project benefits from institutional knowledge of the state's fiscal and regulatory environment.

Harold Mitchell's financial modeling and data analytics expertise complements the team's operational and planning capabilities. His experience inside a municipal solid waste division—building data systems, managing fleet analytics, and developing automated reporting—gives him a practical understanding of how Division data is structured and where data quality challenges typically arise. This perspective accelerates the data review process and produces models that map accurately to operational reality. The key project tasks will be supported by Thierry Boveri and Lundyn Harrelson as well.

The team employs the following coordination and quality control practices, refined through prior engagements:

- **Weekly internal team calls** during active analytical phases to align on methodology, review interim findings, and resolve technical questions before they become schedule risks
- **Shared analytical workpapers** maintained in a central repository with version control, ensuring all team members work from consistent data and assumptions
- **Defined hand-off protocols** between the operational/programmatic analysis (led by Morgan and Jennifer) and the financial modeling and rate design (led by Harold and Andrew), ensuring that cost drivers identified in operational analysis flow accurately into the financial model
- **Two-tier QA/QC review** (technical accuracy review by a senior analyst, followed by management-level review by the Project Manager and Project Advisor) applied to deliverables before submission to the City

Why This Team for Grand Junction

The Raftelis team brings together Colorado-based enterprise fund rate expertise, nationally recognized solid waste planning leadership, deep operational knowledge of municipal collection and MRF programs, hands-on financial modeling proficiency developed, and experience navigating the types of programmatic transitions, regulatory uncertainties, and market conditions that define Grand Junction's current environment.

This combination is specifically assembled to address the City's unique circumstances: a Division managing concurrent operational transitions, an evolving CAA/EPR funding landscape, a competitive commercial market, a mandatory/voluntary residential service area split, and the need for rates that are simultaneously cost-based, equitable, affordable, and market-competitive. The team is committed to delivering a study that not only sets defensible rates for the City today but also equips the Division with the tools, policies, and institutional knowledge to manage its financial future independently.

Problem-Solving and Risk Management

Cost-of-service and rate studies routinely encounter challenges that require adaptive problem-solving. The following examples, drawn from the team's recent engagements, illustrate how Raftelis addresses the types of issues most likely to arise in the Grand Junction study.

Financial Modeling Under Programmatic Uncertainty

The Grand Junction study involves material uncertainty around MRF startup timing and costs, EPR/CAA funding levels, and yard waste expansion contingencies. The team has direct experience building financial frameworks designed to accommodate this type of uncertainty. For the Municipality of Anchorage, the team was tasked with evaluating fundamentally different solid waste disposal strategies—including construction of a new waste-to-energy facility—to address declining landfill capacity. Each alternative carried distinct capital costs, operating profiles, revenue implications, and implementation timelines, none of which could be known with precision. The team developed a scenario-based evaluation framework that modeled the financial and rate impacts of four disposal options across multiple assumptions, presenting results on a common analytical basis so Municipal staff and decision-makers could evaluate trade-offs transparently. This approach—building models that accommodate uncertainty rather than masking it—is the same methodology Raftelis will apply to Grand Junction's MRF transition, CAA/EPR funding scenarios, and yard waste expansion contingencies.

Data Limitations and Cost Disaggregation

Municipal solid waste operations often lack the granular, activity-based cost data needed for rigorous cost-of-service allocation—particularly when the operating structure has recently changed. For the Canyonlands Solid Waste Authority, the recent acquisition of the Canyonlands Transfer Station meant that historical financial data did not reflect the Authority's current cost structure. The team needed to build the cost-of-service framework from projected costs rather than relying on historical records. More critically, the Authority served two distinct customer populations—City of Moab residents and Grand County residents—with different service characteristics, route structures, and facility usage patterns. The team disaggregated costs between these customer classes to establish proportional cost responsibility for collection, disposal, recycling, and roll-off services. This is directly analogous to the allocation challenge Grand Junction faces in distinguishing costs between mandatory and non-mandatory residential service areas, commercial customers, and the multiple service lines (solid waste, recycling, yard waste, special pickups, drop-off center) the Division operates.

Rate Adoption in Challenging Fiscal Environments

Rate studies that reveal the need for significant adjustments demand clear documentation, transparent methodology, and effective communication to build the confidence of governing bodies and the public.
The Canyonlands engagement resulted in a recommended 30% revenue increase, a substantial adjustment driven by the Authority's new debt service obligations, expanded operations, and the need to fund reserves and meet coverage requirements. The team's cost-of-service analysis provided the factual and analytical foundation that enabled the Authority to adopt this increase for 2024, with differentiated rates for City and County customers now being implemented. The study's success in supporting a significant rate adjustment through defensible cost-of-service documentation demonstrates the team's ability to produce work products that withstand scrutiny and build decision-maker confidence—a critical capability for Grand Junction as the City prepares to fund MRF operations, adjust for recycling program changes, and potentially expand yard waste services.

Building Models for Long-Term Independence

A recurring theme across the team's engagements is the design of financial tools that give clients lasting value beyond the initial study. For the City of Laramie, the team built a new solid waste financial model from the ground up because the City's existing tools did not support the cost disaggregation needed for a defensible analysis. The model integrates landfill closure cost projections—a long-horizon liability requiring careful reserve accumulation—alongside near-term operational and capital funding. By designing the model around the City's data systems and staff workflows, the team delivered a tool that Laramie can update independently for future rate adjustments. Raftelis will apply this same philosophy to Grand Junction's financial model: every input, assumption, and calculation will be clearly labeled and documented, and the interactive scenario dashboard will allow City staff to test the rate impact of changing conditions—commodity prices, CAA funding, MRF costs, customer counts—without consultant support.

Competitive Market Dynamics

Grand Junction's open commercial market and the non-mandatory residential service area present a pricing challenge uncommon in many municipal rate studies. Rates must be simultaneously cost-based and market-competitive—a dual objective that requires analysis beyond traditional cost-of-service methodology.

Raftelis addresses this challenge by layering a market competitiveness assessment on top of the cost-of-service analysis. For this engagement, the team will survey private-hauler pricing in the Grand Junction area for comparable commercial container sizes and service frequencies, and benchmark the City's current and proposed rates against the local competitive landscape. The resulting analysis will identify the pricing range within which the City can achieve full cost recovery while retaining commercial customers and non-mandatory residential accounts. This dual lens—cost-based and market-informed—will be applied in Task 6 to ensure that recommended commercial and non-mandatory residential rates are defensible from a financial standpoint and viable from a competitive standpoint.

STRATEGY AND IMPLEMENTATION PLAN

Overall Approach

Raftelis proposes a structured, phased methodology designed to deliver a defensible, transparent cost-of-service and rate study aligned with the City's target completion of mid–third quarter 2026 and its stated objective of coordinating with Circular Action Alliance (CAA) and Extended Producer Responsibility (EPR) funding timelines. This is not a routine rate study. The City's Solid Waste and Recycling Division is navigating multiple concurrent transitions, the conversion from dual-stream to single-stream recycling, the anticipated startup of a new regional Materials Recovery Facility (MRF) in late 2026, Colorado's emerging EPR program, potential expansion of seasonal yard waste collection contingent on Mesa County composting capacity, and competition with private haulers in an open commercial market serving approximately 700 accounts. Layered onto this is the 60/40 split between mandatory and non-mandatory residential service areas, which creates a distinct rate design challenge: rates must be cost-based and equitable while remaining competitive enough to retain voluntary customers.
Our methodology proceeds through eight interconnected tasks organized across four phases: Project Initiation, Data Review and Validation, Analytical Development, and Rate Development and Reporting. The tasks below describe exactly how Raftelis will execute each element of the Scope of Services.

Task 1 — Project Management and Coordination

Objective: Establish the project framework, schedule, and management structure to support on-time, on-budget delivery of all study components.

Action Items:

1. Prepare and distribute detailed project work plan with milestones aligned to mid–Q3 2026 completion
2. Develop and issue a comprehensive data request within five business days of NTP, organized by functional area and data source, enabling City staff to coordinate rather than responding to piecemeal requests
3. Establish a project file site (SharePoint or preferred platform) for document exchange and version control
4. Prepare biweekly meeting agendas and summary notes; distribute within two business days of each call
5. Maintain and update the project schedule on an ongoing basis; flag deviations or data delays promptly
6. Conduct two-tier internal QA/QC review of all deliverables before submission to the City
7. Prepare brief monthly progress memos summarizing completed work, upcoming activities, and open issues

MEETINGS:

Meeting	Count/Frequency
Kickoff meeting	1 (Week 1)
Biweekly check-in calls	8 (continuing throughout all tasks)
Ad hoc coordination calls	As needed

DELIVERABLES:

Deliverable	Versions
Project Work Plan and Schedule	1 draft, 1 final
Data Request Memorandum	1 (issued Week 1)
Biweekly Meeting Agendas and Notes	8 sets
Monthly Progress Memoranda	4

Task 2 — Data Review and Assessment

Objective: Collect, organize, validate, and assess the completeness of all data necessary to support the study; document assumptions and gaps before building analytical models.

Action Items:

1. Collect data responsive to the data request: budgets, audited financials, general ledger detail, revenue reports, customer account data by service area (mandatory/non-mandatory), fleet and equipment records, staffing/payroll, disposal and processing agreements (Mesa County, Republic Services), tipping fee schedules, tonnage records, and commodity sales data
2. Review existing rate ordinances, fee schedules, special pickup pricing, and enterprise fund balance policies
3. Catalog all processing and disposal arrangements, contractual terms, and the current volume splits:
   - Solid waste disposal: approximately 80% Mesa County landfill, 20% Republic Services transfer facility
   - Recycling processing (post-March 2026): approximately 70% City on-campus facility, 30% Republic Services (single-stream)
   - Yard waste: Mesa County composting facility at published per-load tipping fees
4. Map data to the transitional operating conditions that will prevail during the rate projection period—recognizing that cost profiles will shift as single-stream conversion completes, Republic Services processing volumes change, and the new MRF comes online
5. Evaluate data quality, consistency, and suitability; identify discrepancies and reconcile with City staff
6. Document key assumptions, data limitations, and gaps; recommend approaches for each (proxies, interpolation, industry benchmarks)

MEETINGS:

Meeting	Count
Data collection working session	1
Data clarification calls	1–2

DELIVERABLES:

Deliverable	Versions
Incorporated into the Interim Technical Memorandum (data assessment section)	See Task 7

Task 3 — Financial and Cost Analysis

Objective: Analyze operating and capital costs by service line, identify cost drivers, and develop the cost-causation framework that will underpin cost allocation.

Action Items:

1. Compile and analyze historical and projected operating costs by service line and cost center: solid waste collection (residential/commercial), recycling collection (residential/commercial/cardboard routes), MRF processing (current on-campus facility and Republic Services processing fees), drop-off center operations, seasonal yard waste collection, special pickups, fleet/equipment, and administration/billing
2. Compile and analyze capital costs: fleet replacement, new regional MRF (debt service or amortization, incremental operating costs, commodity revenue offsets), facility maintenance, and equipment

3. Identify and quantify major cost drivers (labor, fuel, disposal tipping fees, processing costs, fleet depreciation) and assess how each relates to service levels, activity, and customer characteristics
4. Evaluate MRF financial impacts: capital costs, operating costs, staffing, commodity revenue projections at low/mid/high market scenarios, and net cost impact
5. Analyze EPR/CAA financial implications: map Division costs to CAA-eligible cost categories, model funding at conservative/moderate/optimistic reimbursement levels, and assess timing relative to rate implementation
6. Assess the cost implications of potential citywide yard waste expansion: incremental collection routes, Mesa County tipping fees, equipment, and the contingency on County composting capacity
7. Evaluate the cost structure of commercial services in the context of the open market
8. Develop and document the cost-causation framework that will serve as the analytical backbone for cost allocation in Task 5

MEETINGS:

Meeting	Count
Cost analysis working session	1
MRF/EPR assumptions workshop	1

DELIVERABLES:

Deliverable	Versions
Incorporated into the Interim Technical Memorandum (cost analysis and cost-causation framework sections)	See Task 7

Task 4 — Revenue Requirement Evaluation

Objective: Determine the total revenue necessary to sustain Division operations, capital investment, and fiscal policies over a 5-year horizon; evaluate revenue adequacy under current rates; and model alternative financial scenarios.

Action Items:

1. Project operating and capital expenditures over 5 years, reflecting current operations, MRF startup and transition, single-stream consolidation, and potential yard waste expansion
2. Incorporate applicable enterprise fund fiscal policies: reserve targets, fund balance requirements, capital funding strategies, and debt service coverage
3. Project existing revenue streams (residential rates, commercial rates, fees, commodity sales, EPR/CAA reimbursements) under current rate structures
4. Quantify the revenue gap (or surplus) under current rates for each year of the projection period.
5. Develop alternative financial scenarios:
    - **Baseline:** Current operations and rate structures continued
    - **MRF Operational:** New regional MRF online with projected costs and commodity revenues
    - **EPR/CAA Funding:** At varying reimbursement levels (conservative, moderate, optimistic)
    - **Yard Waste Expansion:** Citywide seasonal collection (conditional on Mesa County capacity)
    - **Combined Most-Likely Trajectory:** Blended scenario reflecting the City's anticipated path
6. Conduct sensitivity analysis quantifying the rate impact of key variables (MRF costs ±20%, commodity prices, CAA funding levels, customer growth/attrition in the non-mandatory area ±5%, disposal fee escalation)
7. Prepare a CAA-eligible cost summary formatted to support the City's EPR funding application

MEETINGS:

Meeting	Count
Revenue requirement review meeting	1
Scenario and sensitivity workshop	1

DELIVERABLES:

Deliverable	Versions
Incorporated into the Interim Technical Memorandum (revenue requirement, scenario analysis, and CAA cost summary sections)	See Task 7
Supplemental CAA-Eligible Cost Summary (standalone document formatted for the City's funding application)	1 final

Task 5 — Cost-of-Service Evaluation

Objective: Allocate the Division's costs to customer classes and service types using a transparent, defensible methodology grounded in cost causation.

Action Items:

1. Functionalize costs by major service category: solid waste collection, recycling collection, MRF processing, drop-off center operations, yard waste collection, special pickups/bulk waste, commercial cardboard routes, fleet/equipment, and administration/billing. The drop-off center, special pickup program, and commercial cardboard routes will each be treated as distinct functional cost centers
2. Classify costs as fixed or variable based on their relationship to volume, customer counts, and activity.
3. Allocate functionalized costs to customer classes (residential—mandatory area, residential—non-mandatory area, commercial) and service types using appropriate allocation factors: customer counts, container size/type, frequency, route time, tonnage, and processing cost per ton
4. Evaluate the cost-of-service implications of the City's processing/disposal arrangements, regulatory requirements, and recycling/diversion programs
5. Assess the degree to which current rates recover allocated costs by class and service type; quantify cross-subsidies
6. Analyze whether current special pickup fees recover the incremental cost of service; recommend adjustments if warranted
7. Document all allocation methodologies, factors, and assumptions in a format suitable for external review and legal defensibility

MEETINGS:

Meeting	Count
Cost allocation methodology review	1
Preliminary cost-of-service results review	1

DELIVERABLES:

Deliverable	Versions
Incorporated into the Draft Final Report (cost-of-service allocation detail, cross-subsidy analysis, and special pickup fee analysis)	See Task 7

Task 6 — Rate and Fee Development

Objective: Develop rate and fee structures that recover identified revenue requirements, promote equity, remain competitive in the open market, and align with City objectives for financial sustainability.

Action Items:

1. Develop rate and fee alternatives for residential and commercial customer classes:
   - Fixed monthly service charges vs. variable volume-based components
   - Cart size–based pricing for residential customers
   - Commercial container size, frequency, and service level pricing
   - Recycling service pricing (bundled vs. separate)
   - Special pickup fees and miscellaneous charges
   - Drop-off center fee structure (if applicable)
2. Evaluate alternative rate design concepts: pay-as-you-throw elements, recycling surcharges or credits, embedded vs. separate MRF cost recovery, and tiered structures to incentivize waste reduction
3. Conduct a commercial rate competitiveness assessment, evaluating proposed commercial rates against the private-hauler pricing environment to ensure the City retains commercial customers in the open market
4. Assess rate impacts on the non-mandatory residential service area, where customers may choose private haulers, and recommend pricing strategies that balance cost recovery with customer retention
5. Prepare multi-year rate projections (5-year horizon) illustrating phased implementation and anticipated bill impacts by customer class
6. Develop peer benchmarking against comparable Colorado municipalities and peer communities of similar size and service profile
7. Conduct an affordability assessment evaluating the bill impact of recommended rates on low-income residential customers; assess whether customer assistance programs (lifeline rates, senior discounts, income-based assistance) are warranted and, if so, recommend a framework
8. Prepare customer bill impact analyses for typical residential (mandatory and non-mandatory) and commercial customers

MEETINGS:

Meeting	Count
Rate design alternatives workshop	1
Preliminary rate recommendation review	1
Rate refinement call (if needed)	0–1

DELIVERABLES:

Deliverable	Versions
Incorporated into the Draft Final Report (rate alternatives, recommended structures, multi-year projections, competitiveness assessment, affordability analysis, benchmarking, and bill impacts)	See Task 7

Task 7 — Reporting and Deliverables

Objective: Prepare comprehensive reports, summary materials, and analytical tools that communicate study findings and support the City's current and future rate-setting activities.

Action Items:

1. Prepare the **Interim Technical Memorandum** consolidating Tasks 2–4 (data assessment, financial and cost analysis, revenue requirement evaluation, scenario analysis, and CAA-eligible cost summary) for City review at the project midpoint
2. Prepare the **Draft Final Report** incorporating Tasks 5–6 and all prior content into a single comprehensive document:
   - Executive Summary suitable for City leadership
   - Data foundations, assumptions, and limitations
   - Cost analysis and cost-causation framework
   - Revenue requirement projections and scenario analysis
   - Cost-of-service allocation results and cross-subsidy analysis
   - Rate and fee recommendations with multi-year projections
   - Benchmarking and affordability assessment
   - Sensitivity analysis and decision matrix
3. Incorporate City comments and produce the **Final Report**
4. Develop a presentation deck summarizing key findings, rate recommendations, and bill impacts for City Council or stakeholder use
5. Deliver the financial model and all supporting analytical tools in Microsoft Excel, structured with:
   - Clearly labeled inputs, assumptions, calculations, and outputs
   - User documentation and a "read me" guide
   - An interactive scenario dashboard tab allowing City staff to toggle key variables and immediately see rate impacts
   - The ability for City staff to update all key variables without consultant support
6. Provide deliverables in ADA-compliant, accessible formats consistent with HB21-1110 and WCAG Level AA

MEETINGS:

Meeting	Count
Interim Memo review meeting	1
Draft Final Report review meeting	1

DELIVERABLES:

Deliverable	Versions
Interim Technical Memorandum (Tasks 2–4)	1 draft, 1 final
CAA-Eligible Cost Summary (standalone)	1 final
Draft Final Report (comprehensive, Tasks 2–6)	1 draft
Final Report	1 final
Executive Summary	Included in Final Report
Presentation Deck	1 draft, 1 final
Financial Model with Scenario Dashboard (Excel)	1 draft for City testing, 1 final

Task 8 — Collaboration and Knowledge Transfer

Objective: Equip City staff to independently use the study's methodology, tools, and framework for ongoing rate management; support stakeholder communication.

Action Items:

1. Conduct a formal knowledge transfer session (approximately 2 hours), walking City staff through the financial model: data inputs, formulas, scenario toggles, the interactive dashboard, and output interpretation
2. Provide hands-on training so staff can update the model for future rate adjustments without consultant support
3. Prepare and deliver presentations to City leadership, Council, or other stakeholders summarizing findings and recommendations (up to 2 presentations)
4. Provide a **Financial Policy Framework Memorandum** with recommendations on reserve targets, fund balance policies, capital funding strategies, and a rate adjustment index the City can use in interim years to apply cost-based escalation factors without commissioning a full study
5. Provide a **Transition Memorandum** identifying key data refresh points, recommended next-update timing, and CAA/EPR monitoring checkpoints
6. Respond to staff questions and provide reasonable follow-up support during the 30-day period following final report delivery

MEETINGS:

Meeting	Count
Knowledge transfer/model training session	1 (approximately 2 hours)
Council/leadership presentations	Up to 2
Post-delivery support calls	As needed for 30 days

DELIVERABLES:

Deliverable	Versions
Knowledge Transfer Session Materials (agenda and reference guide)	1
Financial Policy Framework Memorandum	1 final
Transition Memorandum	1 final

Cost and Rate Framework and Assumptions

This section describes the analytical framework that underpins the task-based methodology above—how costs will be analyzed and allocated, how revenue requirements and rate structures will be developed, and how key assumptions and uncertainties will be addressed.

How Costs Will Be Analyzed and Allocated

Raftelis will apply a cost-causation approach—the standard of practice for enterprise fund rate studies, where every cost is traced to the service function and activity that generates it. The framework proceeds through three analytical steps:

1. **Functionalization.** All operating and capital costs will be classified by major service function: solid waste collection (residential and commercial), recycling collection (residential and commercial, including cardboard-only routes), MRF processing, drop-off center operations, seasonal yard waste collection, special pickups/bulk waste, fleet and equipment, and general administration/billing. The drop-off center, special pickup program, and commercial cardboard routes will each be treated as distinct functional cost centers to ensure their costs are identified and priced appropriately.
2. **Classification.** Within each function, costs will be classified as fixed (driven by the capacity to serve, regardless of volume) or variable (driven by tonnage, trips, or activity levels). This distinction is critical for designing rate structures that send accurate price signals and recover costs proportionally.
3. **Allocation.** Functionalized and classified costs will be allocated to customer classes (residential (mandatory service area), residential (non-mandatory service area), and commercial) using allocation factors appropriate to each cost type. Factors will include customer counts, container size and type, collection frequency, route time, tonnage, and processing cost per ton. The result is a cost-of-service matrix that reveals the full cost of serving each class, identifies cross-subsidies, and provides the defensible foundation for rate design.

How Revenue Requirements Will Be Developed

Raftelis will project the Division's total revenue requirement over a 5-year planning horizon, incorporating:

- **Operating costs** escalated using applicable inflation indices (labor, fuel, disposal, commodity markets)
- **Capital costs** including fleet replacement, facility maintenance, and the new regional MRF (debt service or amortized capital, plus incremental operating costs and commodity revenue offsets)
- **Enterprise fund fiscal policies,** including reserve targets, fund balance requirements, and debt service coverage ratios, aligned with the City's budgeting and accounting framework
- **Existing revenue streams** projected under current rate structures to identify the revenue gap

Revenue requirement projections will incorporate the phased nature of the Division's transition—recognizing that cost and revenue profiles will shift materially once the MRF is operational, EPR funding begins flowing, and recycling processing is consolidated at the City's facility.

How Rate Structures Will Be Developed

Recommended rates will be developed to recover allocated costs by customer class while balancing several competing objectives:

- **Cost recovery and equity:** Each class pays its proportionate share of the cost of service
- **Competitive viability:** Commercial rates and non-mandatory residential rates must be market-competitive to retain customers in the open-market environment
- **Sustainability incentives:** Rate design will evaluate volume-based pricing elements (e.g., cart size–based residential pricing) that incentivize waste reduction and recycling participation
- **Affordability:** Raftelis will assess the bill impact of recommended rates on low-income residential customers and evaluate whether customer assistance programs are warranted
- **Phased implementation:** Multi-year rate projections will illustrate a phased glide path that avoids rate shock

How Key Assumptions, Uncertainties, and Future Conditions Will Be Addressed

The study faces material uncertainty in several areas. Raftelis will address these through structured scenarios and sensitivity analysis:

Uncertainty	Approach
MRF capital and operating costs	Model at baseline estimate ±20%; vary commodity revenue assumptions across low/mid/high market conditions
EPR/CAA reimbursement timing and magnitude	Model at conservative, moderate, and optimistic funding levels; categorize Division costs by CAA eligibility to support the City's funding application
Yard waste expansion	Develop a conditional scenario reflecting citywide seasonal collection, including incremental route costs, Mesa County tipping fees, and equipment—activated only if County composting capacity expands
Customer growth or attrition in the non-mandatory area	Sensitivity test at ±5% customer count changes to quantify rate elasticity
Disposal tipping fee escalation	Test current contractual/published rates plus higher escalation scenarios
Commodity price volatility	Apply rolling 3-year and 5-year average commodity indices alongside current spot pricing

Results will be presented as a decision matrix that quantifies the rate impact of each variable, providing City staff and decision-makers with a clear view of the range of possible outcomes to support informed policy choices.

Project Management and Coordination

Communication Philosophy

Raftelis has designated Morgan McCarthy, JD, as Project Manager. She will serve as the single point of contact for all project communications with the City's Project Manager, Kyle Coltrinari. Day-to-day correspondence will occur via email and phone. All formal deliverables, meeting materials, and data files will be exchanged through the shared project file repository with clear version control. Formal deliverables will be accompanied by a transmittal memorandum identifying key items for City review and decision, streamlining the review process.

Coordination with City Staff

Raftelis recognizes that City staff time is a limited resource. The engagement is designed to minimize administrative burden on Division personnel while ensuring the project team receives the data, feedback, and policy direction needed at each stage. The data request will be issued as a single, comprehensive document organized by task area and data source within five business days of NTP. Each formal City review cycle includes a 5–7 business day review window built into the project schedule. Raftelis will provide an estimate of anticipated City staff participation by role and task area in the level-of-effort summary.

MEETING CADENCE:

Meeting Type	Frequency	Format	Duration
Kickoff meeting	Once (Week 1)	Virtual	90 min
Biweekly project check-in calls	Every 2 weeks (~8 calls)	Virtual	30 min
Milestone review meetings (at completion of each major deliverable)	4 meetings over the project	Virtual	60–90 min
Working sessions (data, cost analysis, MRF/EPR assumptions, rate design)	As scheduled per task	Virtual	60–90 min
Council/leadership presentations	Up to 2	Virtual or in-person	60 min
Knowledge transfer/model training session	Once	Virtual	120 min
Ad hoc calls	As needed	Virtual	30 min

Total estimated meetings: 25–28, including recurring biweekly calls. Biweekly check-in calls will follow a standing agenda: progress against schedule, upcoming data needs or City actions, open issues, and look-ahead. Meeting notes will be distributed within two business days.

Quality Control Practices

All analytical work products will undergo a two-tier internal review before submission to the City:

1. **Technical review** by a senior analyst for computational accuracy, formula integrity, source data traceability, and methodological consistency.
2. **Management review** by the Project Manager for completeness, clarity, alignment with City objectives, and quality of communication.

Streamlined Deliverable Workflow

To compress the schedule and reduce the review burden, Raftelis proposes a two-milestone deliverable structure rather than standalone technical memoranda for each task:

- **Interim Technical Memorandum** (covering Tasks 2–4: data assessment, financial and cost analysis, and revenue requirement evaluation) — submitted at approximately the project midpoint for City review
- **Draft Final Report** (incorporating Tasks 5–6 and all prior content into a single comprehensive document) — submitted for City review before finalization

This approach reduces formal City review cycles from five to two while preserving the full analytical depth. Biweekly check-ins will include discussion of interim findings throughout, so the City remains informed between milestones.

Project Schedule

Based on a tentative NTP of April 8, 2026, and the City's target completion of mid–Q3 2026, Raftelis proposes the following milestone schedule:

Milestone	Target Date	Week
Notice to Proceed	April 8, 2026	0
Kickoff meeting	April 10, 2026	1
Data request issued	April 15, 2026	1
Data collection and validation (Tasks 1–2)	April 15 – May 8, 2026	1–4
Financial and cost analysis / Revenue requirement (Tasks 3–4)	May 1 – June 12, 2026	3–9
Interim Technical Memorandum submitted	**June 12, 2026**	**9**
City review of Interim Memo	June 12 – June 20, 2026	9–10
Interim Memo review meeting	June 23, 2026	11
Cost-of-service evaluation / Rate and fee development (Tasks 5–6)	June 16 – July 17, 2026	10–14
Rate design alternatives workshop	July 2, 2026	12
Draft Final Report submitted	**July 17, 2026**	**14**
City review of Draft Final Report	July 17 – July 28, 2026	14–15
Draft report review meeting	July 29, 2026	16
Final Report delivered	**August 7, 2026**	**17**
Financial model and tools delivered (final)	August 7, 2026	17
Knowledge transfer / model training session	August 11, 2026	17–18
Council/leadership presentations	TBD at City's request	17–20

Total project duration: approximately 17–18 weeks (4.5 months)

KEY SCHEDULE NOTES:

- Tasks 2 and 3 overlap by approximately two weeks to compress the timeline
- Tasks 5 and 6 begin before the City completes its review of the Interim Memo; preliminary cost allocation work proceeds in parallel, with adjustments incorporated once City feedback is received
- The schedule includes contingency for one round of City revisions per major deliverable
- All dates assume timely City data provision and review within the noted windows

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Value-Added Considerations

Beyond the core scope of services, Raftelis offers the following tools and approaches that enhance the usefulness, transparency, and long-term applicability of the study:

Interactive Scenario Dashboard

The financial model will include a dedicated Excel dashboard tab that allows City staff to toggle key variables (commodity prices, tipping fees, MRF costs, customer counts, CAA reimbursement levels) and immediately see the impact on revenue requirements and rates. This transforms the model from a static deliverable into a live decision-support tool that retains its value well beyond the study period.

Rate Adjustment Index

Raftelis will develop a simple, formulaic rate adjustment mechanism that the City can apply in interim years to escalate rates based on observed cost drivers (labor indices, fuel costs, disposal fee changes, CPI) without commissioning a full rate study. This extends the practical shelf life of the engagement and provides a transparent, defensible basis for annual adjustments between comprehensive studies.

CAA/EPR Funding Support

The cost analysis will be structured so that CAA-eligible costs are clearly identified and summarized in a standalone document formatted to support the City's EPR funding application. This direct connection between the rate study and the CAA application process is a key reason the City has targeted mid–Q3 completion, and Raftelis will treat it as a primary deliverable rather than an afterthought.

Financial Policy Framework

Beyond rate recommendations, Raftelis will provide a memorandum recommending enterprise fund financial policies—reserve targets, fund balance thresholds, capital funding strategies, and debt capacity guidelines—that the City can adopt as standing fiscal policies for the Solid Waste enterprise fund. These policies provide the structural foundation for long-term financial sustainability independent of any single rate study.

Affordability and Equity Assessment

Raftelis will evaluate the bill impact of recommended rates on low-income residential customers and, if warranted, recommend an affordability framework (lifeline rates, senior discounts, income-based assistance) that the City can implement alongside the new rate structure. This responds to the City's stated objective of equitable rates and demonstrates a commitment to serving all residents.

Commercial Rate Competitiveness Assessment

Given the open commercial market, Raftelis will assess proposed commercial rates against the private-hauler pricing landscape in the Grand Junction area. This analysis goes beyond traditional benchmarking to evaluate whether the City's proposed pricing positions it to retain and grow its commercial customer base while recovering allocated costs.

Sample Rate Models

We have provided a sample rate model in a values-only Excel-based format included here: Sample Rate Model. We have made it valuable only because the use of the model requires a minimum amount of training to properly use, as well as ensuring that certain Excel features are activated for its proper use. While the sample model will provide an overview of the model structure and components for a sample client, we'd prefer an opportunity to perform a model demonstration to best convey our approach, philosophy of use, capabilities, and how we use it to consult with our clients, which we think is the real value!

Each rate model we develop is unique to our client's operations and needs. We have worked with a large variety of clients with customer bases and could accommodate Pittsburgh's needs.

Through that experience, we have developed a variety of dynamic models that account for our clients' unique operational differences that can vary by, but are not limited to:

- Number and types of collection routes that typically vary by customer class, material stream, and vehicle type
- Disposal facility ownership including material recycling facilities (MRF), transfer stations, convenience centers, recycling drop-off centers, composting facilities, construction and demolition debris recycling, tire processing facilities, and household hazardous waste facilities
- Types of contractual service relationships that can encompass some of the service to the majority of the service offerings for a client
- Model preferences such as having inputs in one section throughout the model, features such as model navigation links, dynamic dashboards that convey client specific metrics such as minimum financial performance measure, statistical data, or other relevant information.

Key features of our model include control checks for the integrity of the data entered to the model matches your source data. Color coding schemes are used to help visually audit whether a cell is an input, calculation, descriptor, or link so you know intuitively what variables in a model can be changed. Each model is dynamic in the sense that as we change certain key assumptions like number of accounts, waste generation, contractual terms, number of routes, or other statistical data, all related effects to revenues and costs are correspondingly adjusted. This allows us to facilitate interactive working sessions with our clients and test sensitivity or various alternatives.

Confidential / Proprietary Information

Legal Proceedings and Litigation

Litigation:
Case Number: 19 CVS 8602
Case Name: Gregory, Inc. et al. Plaintiffs, v. Town of Fuquay-Varina, Defendant and Third-Party Plaintiff, v. Raftelis Financial Consultants, Inc., Third Party Defendant
Year Filed: 2021
Venue: Wake County, NC
Description: Raftelis has been joined as a third-party defendant in a lawsuit filed by local developers against the Town of Fuquay-Varina, North Carolina. The subject of this currently pending litigation is development impact fees assessed by the town and developed by Raftelis. This is the only legal case in which Raftelis has been joined as a party in the history of our firm. Raftelis intends to vigorously defend the allegations and claim.

ADDITIONAL DATA

Additional Data

The following information supplements the qualifications and methodology presented elsewhere in this proposal. Each item addresses a distinguishing capability that directly supports the City's objectives for this study.

Colorado EPR and CAA Regulatory Familiarity

Raftelis actively monitoring the implementation of Colorado's Producer Responsibility for Recycling Act and the establishment of the Circular Action Alliance (CAA) as the Producer Responsibility Organization. Our solid waste practice is monitoring CAA program design, eligible cost definitions, and reporting requirements as they evolve. This ensures the Grand Junction study will reflect the most current guidance rather than outdated assumptions carried forward from initial legislative language. Morgan McCarthy's regulatory expertise and Jennifer Porter's involvement with [redacted] provide the team with direct channels to emerging program details that will inform the CAA-eligible cost categorization and funding scenario assumptions.

Enterprise Fund Financial Planning Across Utility Types

Our team regularly performs cost-of-service studies across multiple enterprise fund types—water, wastewater, stormwater, and solid waste—for the same clients. The City of Laramie engagement, where Raftelis is simultaneously conducting solid waste and water/wastewater studies, exemplifies this perspective. This breadth of experience ensures a deep understanding of interfund cost allocation, reserve policy design, and financial reporting frameworks. For Grand Junction, our revenue requirement methodology and capital strategies will integrate seamlessly with the City's broader financial practices.

Financial Models with Demonstrated Longevity

Raftelis designs financial models intended for active use after the engagement concludes. Many clients use our models through multiple budget cycles, updating inputs independently to present rate recommendations without additional consultant support. The Laramie and Canyonlands engagements are currently implementing this user-centric approach. For Grand Junction, we will provide an interactive scenario dashboard designed as a functional planning instrument that staff to use as MRF costs materialize, CAA funding levels are confirmed, and yard waste expansion decisions are made.

Data Analytics and Visualization Capabilities

Harold Mitchell's proficiency in Power BI, SQL, and automated reporting—developed through his role inside the City of Memphis Solid Waste Division—provides the team with data analytics capabilities that go beyond standard spreadsheet analysis. During the data review and assessment phase, these skills will accelerate data validation, identify anomalies and gaps, and enable rapid reconciliation of operational and financial records. If the City's data environment supports it, the team can provide supplemental data visualizations that help Division staff understand cost drivers, service patterns, and revenue trends in an intuitive, visual format.

Commitment to Accessible Deliverables

Raftelis recognizes the City's strong commitment to accessibility as outlined in HB21-1110 and the solicitation's ADA compliance requirements. All study deliverables—including the Final Report, Executive Summary, technical memoranda, presentation materials, and the financial model documentation—will be prepared in compliance with WCAG Level AA standards and the accessibility requirements established by the Colorado Office of Information Technology.

Public Records Exemptions

Enclosed please find a copy of the response documents for your public records request. The following information is provided to explain the process employed to review and produce the response documents.

Reason	Description	Pages
Confidential / Proprietary Information	This record is exempt from disclosure under CRS § 24-72-204 (3)(a)(IV).	40
CPI	Contrary to the Public Interest, CPI - Release of the information is contrary to public interest. - CRS § 24-72-204(2)(a)	3, 11, 15, 16, 20, 21, 23, 42