

22 January 2024

Mr. Himanshu Mehta, P.E.
Managing Director
Solid Waste Disposal District
Indian River County
1325 74th Avenue Southwest
Vero Beach, Florida 32968

Subject: Bid Evaluation
Phase 2 – Construction of Cell 3 Segment 3 Expansion
Indian River County Landfill Facility
Vero Beach, Florida

Dear Mr. Mehta:

Geosyntec Consultants, Inc. (Geosyntec) prepared this letter to provide Indian River County (IRC) Solid Waste Disposal District (SWDD) the results of an evaluation of the contractor bids for the Phase 2 construction of Cell 3 of Segment 3 Expansion of the Class 1 Landfill (hereafter referred to as the Project) at the IRC Landfill (IRCL) facility located in Vero Beach, Florida. The bid evaluation is a step in the procurement process undertaken by the SWDD to select the most cost-effective contractor for the Project, and was requested by Mr. Himanshu Mehta, P.E., Managing Director of SWDD. The remainder of this letter presents: (i) project background; (ii) bid process; (iii) summary and evaluation of bids; and (iv) recommendations.

PROJECT BACKGROUND

On 4 April 2023, the SWDD Board authorized Geosyntec through Work Order No. 1 of the Agreement for Engineering Consulting Services for Landfill Closure, Landfill Gas System Expansion, and Cell Construction dated 4 April 2023 (collectively referred to as the “Agreement”), by and between INDIAN RIVER COUNTY, a political subdivision of the State of Florida (“COUNTY”) and Geosyntec (“CONSULTANT”) to provide professional and support services for the procurement of a construction contract for the approximately 10.5-acre Cell 3 of Segment 3 Expansion. The overall scope of the work for the Phase 2 construction Project consists of construction of Cell 3 liner and leachate control systems and appurtenant structures including an access ramp into the cell, and development of Engineer’s Cost Estimate (ECE) for the Project.

Geosyntec subsequently completed the preparation of the bid documents for the procurement process and the IRCPD Purchasing Division (IRCPD) facilitated advertisement of the request for bid (RFB) which was published in the Indian River Press Journal on 19 November 2023. Geosyntec also prepared the ECE for the overall Project for use in comparing the bids received from contractors.

BID PROCESS

A mandatory pre-bid meeting was held at the IRCL facility on 29 November 2023 at 11:00 a.m. which was organized by the IRCPD and attended by seven potential bidders or contractors. Geosyntec provided assistance by describing the scope of work and details of the construction project, answered questions that were raised by the attendees, and accompanied them on a tour of the Cell 3 construction area. Geosyntec also provided technical support to the IRCPD and SWDD during the bid process by issuing addenda in response to bidders' questions. A total of four addenda were issued during the process.

On 10 January 2024 the following four general contractors submitted their bids for the Project:

- Comanco Environmental Corporation (Comanco) of Plant City, Florida;
- Ryan Incorporated Southern (Ryan) of Deerfield Beach, Florida;
- Southeast Environmental Contracting, Inc. (SEC) of Orlando, Florida; and
- Thalle Construction Co, Inc. (Thalle) of Hillsborough, North Carolina.

It should be noted that the four firms listed above are well known general contractors for landfill and other earthwork construction projects in Florida and the Southeast USA. However, Comanco and SEC both have in-house crew for installation of geosynthetics components of the Project, whereas Ryan and Thalle proposed to use subcontractors. Ryan is currently completing the Phase 1 of Cell 3 construction project which is essentially site preparation activities consisting primarily of the earthwork for construction of the subgrade prior to installation of the liner and leachate control systems. Comanco previously completed the Phase 2 Cell 1 of Segment 3 Expansion construction project in 2012-2013 while Thalle completed Cell 2 of Segment 3 Expansion and closure construction project in 2018-2020. Geosyntec has also worked with most of these firms on similar projects in Florida and the Southeast USA.

SUMMARY AND EVALUATION OF BIDS

The IRCPD and SWDD initially reviewed the four bids for completeness and accuracy (see Attachment A) and requested Geosyntec to review the four bids and provide a recommendation to SWDD on the cost proposals. Once again, the four bids that were reviewed came from

Comanco, Ryan, SEC, and Thalle. Our evaluation presented herein is based solely on the copies of the completed bid forms received from IRCPD and SWDD.

Geosyntec utilized the bidder's completed forms to prepare a detailed Bid Comparison table included as Attachment B and a bid summary is presented below.

Bid Comparison Summary					
	Geosyntec Consultants	Comanco	Ryan Incorporated Southern	Southeast Environmental	Thalle Construction Co.
BASE VALUE	\$ 5,268,534.04	\$ 5,997,958.00	\$ 6,061,923.00	\$ 7,488,000.00	\$ 7,683,022.92
15% Contingency =	\$ 790,280.11	\$ 899,693.70	\$ 909,288.45	\$ 1,123,200.00	\$ 1,152,453.44
TOTAL =	\$ 6,058,814.15	\$ 6,897,651.70	\$ 6,971,211.45	\$ 8,611,200.00	\$ 8,835,476.36
Difference from ECE (%)		13.84	15.06	42.13	45.83
Difference from ECE (w.r.t. base bid) =		\$ 729,423.96	\$ 793,388.96	\$ 2,219,465.96	\$ 2,414,488.88
Difference from ECE with contingency =		\$ 838,837.55	\$ 912,397.30	\$ 2,552,385.85	\$ 2,776,662.21
TIMELINE				147 Days	146 Days
RANK		1	2	3	4

The table shows that the total for the Base bids (including the 15% contingency) are: (i) \$6,897,651.70 for Comanco; (ii) \$6,971,211.45 for Ryan, (iii) \$8,611,200.00 for SEC; and (iv) \$8,835,476.36 for Thalle. Ryan's and Thalle's totals were corrected for calculation errors (see footnotes on Attachment B). Therefore, the lowest bid is from Comanco in the amount of \$6,897,651.70.

A more detailed analysis of the four bids relative to the ECE of \$6,058,814.15 is also presented in Attachment A. The bids from Comanco and Ryan exceeded the ECE by 13.8% and 15.1%, respectively. Significant or more than 30% exceedances for Comanco were observed in the following bid items: earthwork, leachate collection sump, and subtotal drainage ditch & access road; whereas the variation was lower for the following line items: general site preparation and liner system. The bid from Ryan was the second cost effective option, and it displayed similar trends in the item wise analysis. (Note however that Ryan proposed to use Comanco as subcontractor for the geosynthetics liner installation.) As for SEC and Thalle, the unit rates were significantly high when compared to both Geosyntec ECE and the two other bids discussed previously.

Although the ECE was exceeded approximately by less than or equal to 15% for Ryan's and Comanco's bids, the above differences between the Contractors' bids and the ECE reflect the "Uncertainties in Cost Estimation" for construction projects in general. The unit prices of the line items with more than 30% exceedances were mostly obtained from Cell 2 Construction of the same project with an inflation factor, as well as from other similar projects, vendor quotes and databases. However, it appears that material and labor costs have increased significantly in

Mr. Himanshu Mehta, P.E.
22 January 2024
Page 4

recent years (especially after the COVID-19 pandemic) resulting in significantly high bids relative to ECEs in the environmental construction industry.

It should also be noted the 15% contingency adds \$899,693.70 to the base bid submitted by Comanco. This contingency amount may not be utilized completely during construction.

RECOMMENDATIONS

Based on the review and evaluation presented above, Geosyntec recommends Comanco as the top bidder with lowest total cost to undertake construction activities required for the Phase 2 Cell 3 of Segment 3 Expansion. The exceedance for the total cost without the contingency would be \$729,423.96, which can be funded by the contingency amount estimated by Geosyntec (\$790,280.11) in the ECE.

CLOSURE

Geosyntec appreciates the opportunity to provide services to Indian River County. If you have any questions regarding this correspondence, please feel free to contact either of the undersigned at 904-450-4259.

Sincerely,



Ritaja Ray, Ph.D.
Senior Staff Professional



Timothy R Copeland, Ph.D., P.E.
Engineer



Kwasi Badu-Tweneboah, Ph.D., P.E.
Senior Principal

ATTACHMENT A

SUMMARY OF BID OPENING BY IRCPD

Bid No.: 2024027

**Bid Title: Phase II, Cell 3 Landfill
Segment 3 Expansion**

Witness: Diane Lystlund
Witness: Shelby Ball

Bid Opening Date: January 10, 2024

Time: 2:00 pm

Bidders Name	Addendum 1	Addendum 2	Addendum 3	Addendum 4	Signed Bid Form - A4	Bid Bond	Disclosure	Trench Safety	Questionnaire	Subcontractors	Scrutinized	Total Bid
Ryan Incorporated Southern	y	y	y	y	y	y	y	y	y	y	y	\$6,961,007.50
Southeast Environmental Contracting, Inc	y	y	y	y	y	y	y	y	y	y	y	\$8,611,200.00
Comanco Environmental Corporation	y	y	y	y	y	y	y	y	y	y	y	\$6,897,651.70
Thalle Construction Co, Inc.	y	y	y	y	y	y	y	y	y	y	y	\$8,799,046.75

COMMENTS:

ATTACHMENT B

SUMMARY OF BIDS TABLE

**ADDENDUM 4
SOLID WASTE DISPOSAL DISTRICT
INDIAN RIVER COUNTY LANDFILL
PHASE 2 - CELL 3 - SEGMENT 3 EXPANSION (11.5 AC.)
BID COMPARISON**

Item No.	Work Description/Item	Units	Geosyntec Consultants			Comanco Environmental				Ryan Incorporated Southern				Southeast Environmental				Thalle Construction Co				
			Estimated Quantity	Unit Cost (\$)	Total Cost (\$)	Unit Cost (\$)		Total Cost (\$)	% Difference	Unit Cost (\$)		Total Cost (\$)	% Difference	Unit Cost (\$)		Total Cost (\$)	% Difference	Unit Cost (\$)		Total Cost (\$)	% Difference	
						Material	Labor			Material	Labor			Material	Labor			Material	Labor			
36	Bollard Post with Encasement	each	5	\$ 1,100.00	\$ 5,500.00	\$ 800.00	\$ 3,500.00	\$ 21,500.00	290.91	\$ 1,725.00	\$ 2,575.00	\$ 21,500.00	290.91	\$ 800.00	\$ 100.00	\$ 4,500.00	-18.18	\$ 2,675.00	\$ 25,175.00	\$ 139,250.00	2431.82	
37	Limit of Waste Markers	each	6	\$ 25.00	\$ 150.00	\$ 267.00	\$ 283.00	\$ 3,300.00	2100.00	\$ 578.00	\$ 3,062.00	\$ 21,840.00	1446.00	\$ 200.00	\$ 50.00	\$ 1,500.00	900.00	\$ 64.20	\$ 535.80	\$ 3,600.00	2300.00	
38	Marker Tape	LF	800	\$ 5.00	\$ 4,000.00	\$ 0.43	\$ 0.57	\$ 800.00	-80.00	\$ 0.50	\$ 4.60	\$ 4,080.00	2.00	\$ 0.50	\$ 0.50	\$ 800.00	-80.00	\$ 450.00	\$ 50.00	\$ 400,000.00	9900.00	
39	Post Mounted Pipe Support	each	2	\$ 50.00	\$ 100.00	\$ 769.00	\$ 931.00	\$ 3,400.00	3300.00	\$ 2,185.00	\$ 2,995.00	\$ 10,360.00	10260.00	\$ 400.00	\$ 50.00	\$ 900.00	800.00	\$ 1,605.00	\$ 1,145.00	\$ 5,500.00	5400.00	
40	8-Ft. Aluminium Sign Post with 2-Ft. Dia. Concrete Footing	each	1	\$ 450.00	\$ 450.00	\$ 387.00	\$ 528.00	\$ 915.00	103.33	\$ 750.00	\$ 1,930.00	\$ 2,680.00	495.56	\$ 2,500.00	\$ 500.00	\$ 3,000.00	566.67	\$ 250.00	\$ 250.00	\$ 500.00	11.11	
41	24-in. x 20-in. Warning Sign	each	1	\$ 400.00	\$ 400.00	\$ 106.00	\$ 169.00	\$ 275.00	-31.25	\$ 750.00	\$ 1,230.00	\$ 1,980.00	395.00	\$ 400.00	\$ 100.00	\$ 500.00	25.00	\$ 535.00	\$ 215.00	\$ 750.00	87.50	
42	Sandbags	each	1,000	\$ 12.50	\$ 12,500.00	\$ 2.67	\$ 9.83	\$ 12,500.00	0.00	\$ 2.40	\$ 17.60	\$ 20,000.00	60.00	\$ 7.00	\$ 1.00	\$ 8,000.00	-36.00	\$ 1.75	\$ 0.35	\$ 2,100.00	-83.20	
43	Rain Tarp (Dura Skirm 12 BV or approved equivalent) with Ropes & Ties	sq ft	334,000	\$ 0.30	\$ 100,200.00	\$ 0.18	\$ 0.16	\$ 113,560.00	13.33	\$ 0.20	\$ 0.15	\$ 116,900.00	16.67	\$ 0.45	\$ 0.25	\$ 233,800.00	133.33	\$ 0.18	\$ 0.17	\$ 115,230.00	15.00	
	Subtotal Leachate Collection Sump =				\$ 1,138,127.04			\$ 1,662,790.00	46.10			\$ 1,837,510.00	61.45			\$ 980,740.00	-13.83			\$ 2,421,539.42	112.77	
Drainage Ditch, Access Road and Entrance Road																						
44	Regrading	LF	100	\$ 16.00	\$ 1,600.00	\$ -	\$ 18.00	\$ 1,800.00	12.50		\$ 56.50	\$ 5,650.00	253.13	\$ -	\$ 25.00	\$ 2,500.00	56.25	\$ -	\$ 28.00	\$ 2,800.00	75.00	
45	Access Roads and Ramps																					
	A. RCA - Provided by the Client (Labor Only)	cyd	150	\$ 60.00	\$ 9,000.00	\$ -	\$ 12.00	\$ 1,800.00	-80.00		\$ 69.00	\$ 10,350.00	15.00	\$ -	\$ 10.00	\$ 1,500.00	-83.33	\$ -	\$ 14.00	\$ 2,100.00	-76.67	
	B. Stabilizer Material	cyd	100	\$ 45.00	\$ 4,500.00	\$ 53.47	\$ 59.03	\$ 11,250.00	150.00	\$ 47.00	\$ 93.00	\$ 14,000.00	211.11	\$ 40.00	\$ 10.00	\$ 5,000.00	11.11	\$ 20.72	\$ 59.28	\$ 8,000.00	77.78	
46	24-in. by 36-in. RCP Elliptical Culvert	LF	130	\$ 150.00	\$ 19,500.00	\$ 205.55	\$ 114.45	\$ 41,600.00	113.33	\$ 182.00	\$ 199.00	\$ 49,530.00	154.00	\$ 140.00	\$ 20.00	\$ 20,800.00	6.67	\$ 165.85	\$ 144.15	\$ 40,300.00	106.67	
	Subtotal Drainage Ditch & Access Road =				\$ 34,600.00			\$ 56,450.00	63.15			\$ 79,530.00	129.86			\$ 29,800.00	-13.87			\$ 53,200.00	53.76	
Miscellaneous																						
47	Erosion and Sediment Controls	LS	1	\$ 100,000.00	\$ 100,000.00	\$ 3,691.00	\$ 8,559.00	\$ 12,250.00	-87.75	\$ 11,180.00	\$ 21,420.00	\$ 32,600.00	-67.40	\$ 3,000.00	\$ 17,000.00	\$ 20,000.00	-80.00	\$ 4,815.00	\$ 145,185.00	\$ 150,000.00	50.00	
48	Site Restoration including Vegetation	acres	1.35	\$ 35,000.00	\$ 47,250.00	\$ 9,147.00	\$ 15,853.00	\$ 33,750.00	-28.57	\$ 25,035.00	\$ 40,845.00	\$ 88,938.00	88.23	\$ 9,000.00	\$ 10,000.00	\$ 25,650.00	-45.71	\$ 9,000.00	\$ 7,000.00	\$ 21,600.00	-54.29	
	Total Miscellaneous =				\$ 147,250.00			\$ 46,000.00	-68.76			\$ 121,538.00	-17.46			\$ 45,650.00	-69.00			\$ 171,600.00	16.54	
Bid Comparison Summary																						
	SUBTOTAL =				\$ 5,268,534.04			\$ 5,997,958.00	13.84			\$ 6,061,923.00	15.06			\$ 7,488,000.00	42.13			\$ 7,683,022.92	45.83	
	15% CONTINGENCY =				\$ 790,280.11			\$ 899,693.70	13.84			\$ 909,288.45	15.06			\$ 1,123,200.00	42.13			\$ 1,152,453.44	45.83	
	TOTAL =				\$ 6,058,814.15			\$ 6,897,651.70	13.84			\$ 6,971,211.45	15.06			\$ 8,611,200.00	42.13			\$ 8,835,476.36	45.83	
	DIFFERENCE W/O CONTINGENCY=							\$ 729,423.96				\$ 793,388.96				\$ 2,219,465.96				\$ 2,414,488.88		
	DIFFERENCE WITH CONTINGENCY=							\$ 838,837.55				\$ 912,397.30				\$ 2,552,385.85				\$ 2,776,662.21		
	TIMELINE								-				-			(2/1/24-6/27/24) = 147 Days				(3/18/2024-8/11/2024) = 146 Days		
	LINER SUBCONTRACTOR							Comanco Environmental				Comanco Environmental				Southeast Environmental				Atlantic Lining Company (Alco)		
	RANK							1				2				3				4		

 = Contractor's estimate is 10 to 30% higher than the Engineer's estimate
 = Contractor's estimate is more than 30% of the Engineer's estimate.
 = Does not match Contractor's Bid Form.