



STAFF REPORT

SAUSALITO CITY COUNCIL

AGENDA TITLE:

Approve Request for Proposals: Consolidation, Merger or Contract for Fire Services Feasibility Analysis.

RECOMMENDED MOTION:

Approve Request for Proposals: Consolidation, Merger or Contract for Fire Services Feasibility Analysis.

SUMMARY

This Request for Proposals was developed through the joint Fire Consolidation Committee. It was approved by the Southern Marin Fire Protection District Board on September 24th.

BACKGROUND

The City Sausalito and Southern Marin Fire Protection District have been working together on a contractual basis since July 1, 2006. The Request for Proposals seeks to ultimately employ professional analysis of the current agreement, current operations and make recommendation further actions for long term stability of fire services.

DISCUSSION

For the last four years, the City and Fire District have jointly operated fire services on a contract basis. While operationally the joint organization functions very well and has created a better delivery of services to both the City and the Fire District, employees within the organization still work for different agencies, have separate contracts and different benefits. Additionally, each agency still maintains separate line item budgeting, payroll accounting, insurance and capital replacement programs. The purpose of this Request for Proposals is to seek professional management analysis to determine the feasibility of consolidation, merger or continuation or modification of the contract for services for the long term benefit of both the City and the Fire District.

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This Request for Proposals was developed by a working group of the Fire Consolidation Committee. This working group consists of Councilmember Jonathon Leone, SMFPD Board member Joel Hames, City Manager Adam Politzer, SMFPD Deputy Chief Jim Irving, Southern Marin Firefighters Association members Marty Ratcliff and Charlie Casalnuovo and LAFCO representative Peter Banning. The working group met four times (July 29th, August 21, September 9 and September 17) to draft and review the Request for Proposals. After final review and comment by the working group, the RFP was reviewed by the full Consolidation Committee and forwarded to the Southern Marin Fire District Board and the City Council for approval.

This RFP was reviewed and approved by the Southern Marin Fire District Board at their September 24th Board meeting.

FISCAL IMPACT

Approval of the RFP currently has no Fiscal impact.

STAFF RECOMMENDATIONS

Approve Request for Proposals: Consolidation, Merger or Contract for Fire Services Feasibility Analysis.

ATTACHMENTS

1. Request for Proposals: Consolidation, Merger or Contract for Fire Services Feasibility Analysis.

PREPARED BY:

REVIEWED BY:

Jim Irving
Deputy Fire Chief

Mary Wagner (initials)
Mary Wagner
City Attorney

SUBMITTED BY:

Adam W. Politzer (initials)
Adam W. Politzer
City Manager

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REQUEST FOR PROPOSALS

**CONSOLIDATION, MERGER OR CONTRACT FIRE SERVICES
FEASIBILITY ANALYSIS**

Proposal Mailing Date

October 8, 2008

Proposal Submittal Due Date

October 22, 2008

at 5:00 p.m.

To

Jim Irving

Deputy Fire Chief

Southern Marin Fire Protection District

308 Reed Blvd

Mill Valley, CA 94941

451 388-1100

REQUEST FOR PROPOSALS

Prepare an analysis of the potential for a merger, consolidation or contract that will result in improved emergency response, customer service and financial stability through a partnership between the City of Sausalito Fire Department and The Southern Marin Fire Protection District.

INTRODUCTION

The City of Sausalito and The Southern Marin Fire Protection District are requesting proposals for services. The purpose of the feasibility analysis would be to identify opportunities to expand and/or strengthen City and District services and other non-emergency functions among the agencies. The study would determine if there are costs and service benefits to the taxpayers of the City/District to consolidate all of the current services into one central in-house operation.

This entails the development of a single plan: The study would include a feasibility analysis submitted by a consultant addressing the following areas:

The proposals should also include services to conduct a comprehensive review of the current funding mechanisms and agreements for each of the fire agencies including but not limited to: sales tax, special tax, benefit assessments, existing user fees, rates and charges.

BACKGROUND AND GENERAL INFORMATION

Overview of Organization – The City of Sausalito is a full service City, serving approximately 7,500 residents and is located in the Southern end of Marin County, just north of San Francisco. Sausalito operates under the Council – Manager form of government and provides a full range of municipal services including police and fire departments.

The total budget for the 2008-2009 fiscal year is approximately \$13.2 million, the fire budget representing approximately \$2.9 million

The Southern Marin Fire Protection District formed in 1999 is an organized independent fire district as found in the California Health & Safety Code. The District serves most of the unincorporated area within the Southern Marin area. The District covers approximately 12 square miles and serves a population 22,000. The total annual budget for the District is approximately \$10.5 million.

Purpose of RFP - Currently the City and District have a contract for management of fire services. The Fire district provides for management of the city fire department. The two agencies have functioned in an operational consolidation for the last four years. The Fire District provides for all Chief Officer and all administrative personnel. The City maintains 15 line personnel with none being over the rank of Captain. Personnel are assigned to City and District stations with no regard to which agency actually employs them.

The purpose of the consolidation, merger or contract fire services feasibility analysis would be to identify opportunities to expand and/or strengthen City and District services and other non-emergency functions among the agencies. The following interests have been expressed in the development of this RFP:

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- Provide Feasibility options contrasting JPA vs Expanding SMFD boundaries to include the City of Sausalito.
- Provide a high level of service
- Preserve the existing funding sources
- Identify additional revenue streams
- Reduce the impact of annexation and detachment
- Identify legal requirements
- Outline options
- Identify challenges, opportunities, weaknesses and threats
- Create efficiencies

SCOPE OF WORK

The City and District desire to contract with a single firm to provide the services described herein. Proposals should fully address the below scope of work, and include a description of all deliverables and activities.

The City and District expects to award a contract to include services to initially develop a feasibility analysis not later than **??November 10, 2008??**; an implementation plan based on the findings of the feasibility analysis not later than **??December 2, 2008??** and to train City/District staff on the results of the report.

Project tasks shall include, but are not necessarily limited to, the following. If the consultant feels that additional tasks are warranted, they must be clearly identified in the consultant's proposal.

Scope of Work:

Prepare an analysis of the potential for a merger, consolidation or contract that will result in improved emergency response, customer service and financial stability through a continued partnership between the City of Sausalito Fire Department and the Southern Marin Fire Protection District.

Feasibility Analysis:

- Meet with representatives from both agencies jointly and individually to create a needs assessment and determine their interests in developing and implementing a single agency.

- Identify legal requirements as required under the CORTESE-KNOX-HERTZBERG LOCAL GOVERNMENT REORGANIZATION ACT OF 2000 (***single agency/annexation alternative***).
- Outline potential options for preserving and enhancing the current and future revenue streams of each of the participating agencies including but not limited to: seeking LAFCO approval to expand the SMFD District boundaries to include the City of Sausalito or the creation of a Joint Power Agency.
- Identify current costs of fire services for each agency; staffing requirements, personnel training, administrative and technical support; facility requirements and responsibilities, joint purchasing and cost sharing.
- Determine cost allocation and apportionment options for all aspects of the proposal.
- Describe the re-allocation of property tax revenues under Section 99 of Revenue and Taxation Code (single agency/annexation alternative)
- Overall cost and potential areas of financial savings.
- Salary and benefit comparisons.
- Identify challenges, opportunities, weakness and strengths of a single consolidated agency or recommended option.
- Assumptions in creating a single agency or recommended option to include administrative location, training, apparatus maintenance, co-located prevention and CUPA services with different service options, and partnerships with other fire agencies.
- Administrative oversight and cost, including legal, risk management, information systems and personnel.
- Transition costs, including: apparatus and equipment, computer hardware and software, system compatibility, record management system, facility size, physical upgrades, furniture/consoles, parking, transition task force.
- Address issues identified in needs assessment including but not limited to: Hazardous Materials Response, Paramedics, Career and Volunteer transition, recruitment and retention, binding arbitration, promotions, demotions, emergency planning, vibrant sustainable volunteer program.
- Governance, command and control including but not limited to: board makeup, command staff, succession planning.
- For single agency/annexation alternative, specify appropriate terms and conditions of LAFCO approval under Government Code Section 56886.
- Recommendations for further action and a detailed discussion with the City and Districts of critical issues and variables that will be important in these efforts if the departments determine to proceed with this project.

- Comparison of pros and cons between recommended option and status quo.
- Identify projected costs of fire services for the City of Sausalito, to a high order of magnitude, as a stand alone agency including; staffing requirements, personnel training, administrative and technical support; facility requirements and responsibilities, joint purchasing and cost sharing.

If successfully awarded the bid the consultant will:

1. Work and meet with selected City/District staff to define the purpose, uses, and goals to ensure that the development of the analysis will be both accurate and appropriate for the City/District needs.
2. Meet with staff and conduct interviews as needed to gain an understanding of the City/District processes and operations. Conduct a comprehensive review of the City/District revenue streams including but not limited to sales tax, special tax, benefit assessments, existing user fees, rates and charges existing fees, rates, and charges.
3. Review past, current and pending proposed annexations and detachments and determine the present and future impacts to fire protection funding. Provide options to preserving City/District taxing ability.
4. Identify where City/District services are duplicated and make recommendations for change that will maintain or improve the existing standard of care in the community.
5. Compare cooperative service agreements in other communities to the situation in the City/District area. Make recommendations as to the feasibility of a merger, consolidation or contract that will maintain or enhance the current level of fire protection services.
6. Determine cost allocation and apportionment options for all aspects of the proposal including: overall cost and potential areas of financial savings, salary and benefit comparisons.
7. Complete a document review of prior reports and studies related to emergency services in the City/District area.
8. Prepare a report that identifies the direct cost, the indirect cost, and the overhead cost for the current level of service; and develop a model for governance, command and control including but not limited to: board makeup, command staff and succession planning.
9. Report on other matters that come to your attention related to assumptions in your recommendation include administrative location, training, apparatus maintenance, co-located prevention and CUPA services with different service options, and partnerships with other fire agencies in the course of your evaluation that in your professional opinion the City should consider.

10. Present your findings to the City/District staff and make any necessary updates.
11. Prepare and deliver presentations to City/District staff and elected officials of both the City Council and the District Board to facilitate their understanding of the plan and its implications for the City/District and make, and necessary updates as requested.
12. Provide on-site training to enable staff to update plans or deployment analysis as needed.
13. Prepare a final feasibility study and implementation plan report and provide eight bound copies, one unbound copy and a single PDF file of the plan that can be made available to City/District staff via the intranet to the City. Any GIS mapping or deployment analysis developed shall also be made available to the City on CD-ROM and/or electronically, providing the ability to add or delete and/or update information as needed.

PROPOSAL PROCESS

Proposals will not exceed 25 pages including any graphics and/or attachments, and will be submitted in an original with six copies. The original must be clearly marked and contain original signatures and must be easily reproducible on a standard copying machine. Failure to clearly mark the original and provide original signatures may result in a proposal being found non-responsive and given no consideration. The services provided, qualifications, experience, and reference portions of the proposals will be weighted more heavily than the costs. Proprietary data or trade secrets should be clearly identified as such in your proposal.

Tabs to be labeled and inserted for each section in original proposal and the six copies.

Legal Issues/Conflicts of interest: Proposals will also include for your firm:

- Violations of federal, state or local regulations and laws within the past three (3) years,
- Pending or current litigation,
- Arrangements with other firms that could pose a conflict of interest, and
- If none of the above apply, a statement to that affect.

Costs: Proposals should include all costs associated with providing the services described in the Scope of Work. Project costs should be itemized according to individual tasks. The consultant shall present a specific "not to exceed" fixed fee including associated fees (i.e. printing costs, attendance at meetings, travel). A requested payment schedule should accompany the work schedule. Each phase of work should have an itemized cost including labor costs and expenses for each piece of work.

Contract: The successful firm will be asked to sign a contract substantially similar to the sample contract provided in Attachment "A". Proposals should include a statement indicating the firm's willingness and ability to sign this contract "as is", including proposed

insurance requirements (Attachment One), or detailing the reasons why they are not willing or able to do so.

Consultant Qualifications & Experience: Proposals must contain a statement as to qualifications of the proposing firm, and identify the project manager, staff, and subcontractors that would have assignments under this contract, and provide their resumes that fully describe their qualifications, experiences, and projects for which they had "hands on" responsibility. Also include length of time with the firm. The project manager will be expected to be fully involved and conversant in the details of the project on a day-to-day basis. Describe the organization structure of staff members and sub-consultants (if any). This section should also include a description of recent projects of a similar nature including client references with names and telephone numbers. These projects should include a computer model deliverable, not a study alone.

Firms must be registered to do business in the State of California before a contract will be awarded.

Work Plan and Project Schedule: Proposals must contain an outline of a proposed work plan and a project schedule that includes completion of a feasibility study by November 24, 2008, and final submission of reports and presentations to City/District staff and elected officials on December 16, 2008.

References: Provide the names, phone number, contact person and mailing address of at least five references for which similar services have been provided in the last three years. Indicate the capacity of services provided for each of these references.

EVALUATION OF PROPOSALS AND NEGOTIATIONS

An evaluation panel will review all proposals submitted and select the top proposals. These top firms may then be invited to make a presentation to the evaluation panel in City or District Offices in Either Mill Valley or Sausalito, California, at no cost to the City/District. The City/District may request **Best and Final Offer**. Based on the presentation and Best and Final Offers (if requested), the panel will select the proposal which best fulfills the City/District requirements. The City/District will negotiate with that firm to determine final pricing, and contract form. There will be no public opening and reading of bids. Overall responsiveness to the Request for Proposals is an important factor in the evaluation process.

Proposals will be evaluated on the basis of the:

- Firm's overall qualifications and experience, especially in the public sector, as applied to the Scope of Work, including staff expertise and overall experience of staff that would be assigned to the project, .
- Demonstrated thorough understanding of the Scope of Work, including required project timelines.

- Responsiveness to the Request for Proposal process and general provisions, and understanding of the scope of work as evidenced by the services offered in the proposals, presentations, and ability and willingness to sign a contract.
- References, including satisfaction with previous cost/fee studies.
- Costs.