



Local Agency Formation Commission of Napa County
Subdivision of the State of California

1754 Second Street, Suite C
Napa, California 94559
Phone: (707) 259-8645
www.napa.lafco.ca.gov

We Manage Local Government Boundaries, Evaluate Municipal Services, and Protect Agriculture

Agenda Item 6d (Action)

TO: Local Agency Formation Commission
PREPARED BY: Dawn Mittleman Longoria, Assistant Executive Officer DML
MEETING DATE: August 7, 2023
SUBJECT: Request for Proposals for Countywide Fire Protection and Emergency Medical Services Municipal Service Review

RECOMMENDATION

It is recommended the Commission authorize staff to release the draft request for proposals for the Countywide Fire Protection and Emergency Medical Services Municipal Service Review (Attachment One).

BACKGROUND AND SUMMARY

As part of its current fiscal year budget, the Commission agreed to initiate a Municipal Service Review (MSR) on Countywide Fire Protection and Emergency Medical Services. A private consultant will be selected to prepare the MSR following a request for proposals (RFP) process. The Commission established an ad hoc subcommittee and appointed Commissioners Cottrell and Painter to advise staff in the preparation of a draft RFP.

The draft RFP prepared by staff with assistance from the RFP Committee is included as Attachment One. As part of this item, the Commission is invited to discuss the draft RFP and consider providing formal direction to staff to circulate the RFP.

It is anticipated staff will return with a draft contract with a preferred consultant at the Commission's next regular meeting on October 2, 2023. The consultant will begin work immediately following the signing of the contract. A draft MSR is expected to be presented to the Commission for discussion purposes as early as June 2024.

ATTACHMENT

- 1) Draft RFP for Countywide Fire & EMS MSR

Margie Mohler, Chair
Councilmember, Town of Yountville

Anne Cottrell, Vice Chair
County of Napa Supervisor, 3rd District

Kenneth Leary, Commissioner
Representative of the General Public

Beth Painter, Commissioner
Councilmember, City of Napa

Belia Ramos, Commissioner
County of Napa Supervisor, 5th District

Eve Kahn, Alternate Commissioner
Representative of the General Public

Mariam Aboudamous, Alternate Commissioner
Councilmember, City of American Canyon

Joelle Gallagher, Alternate Commissioner
County of Napa Supervisor, 1st District

Brendon Freeman
Executive Officer

Local Agency Formation Commission of Napa County

## *Request for Proposals*

To Provide:

Municipal Service Review (MSR) and Sphere of  
Influence (SOI) Reviews

for:

The Provision of Fire and Emergency Medical Services Countywide

Response due by **September 8, 2023, at 5:00pm**

*Issued August 9, 2023*

LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
REQUEST FOR PROPOSALS

The Local Agency Formation Commission of Napa County (“Napa LAFCO”) is seeking qualified candidates to prepare a Municipal Service Review (MSR) and Sphere of Influence (SOI) Reviews for the Provision of Fire and Emergency Medical Services (EMS) Countywide.

**Objectives:**

Napa LAFCO’s intent is to complete an objective and accurate study to support dialogue among the stakeholders. The overall objectives of these discussions are to enhance service efficiencies, governance efficiencies, and funding opportunities.

**Background:**

- [Previous MSR: Comprehensive Fire Protection Service MSR 2006](#)
- [Study area: Napa Countywide](#)
- [Fire Service Providers:](#)
  - [Fire Protection Agencies:](#)
    - [County of Napa Fire](#)
    - [American Canyon Fire Protection District](#)
    - [City of Calistoga Fire Department](#)
    - [City of Napa Fire Department](#)
    - [City of St. Helena Fire Department](#)
  - [Fire Protection Provided by County of Napa Fire Contract:](#)
    - [Town of Yountville](#)
    - [Volunteer Fire Stations:](#)
      - [Carneros Station 10](#)
      - [Soda Canyon Fire Station 13](#)
      - [Capell Valley Fire Station 14](#)
      - [Rutherford Fire Station 15](#)
      - [Dry Creek/Lokoya Fire Station 16](#)
      - [Angwin Fire Station 18](#)
      - [Pope Valley Fire Station 20](#)
      - [Deer Park Fire Station 21](#)
      - [Gordon Valley Station 22](#)
  - [Fire Prevention Organizations](#)
    - [Napa Communities Firewise Foundation](#)
    - [Napa Fire Safe Councils: \[33 Fire Safe Councils\]\(#\)](#)
- [Fire Based Emergency Medical Service \(EMS\) Provider](#)
  - [American Medical Response \(AMR\) contract](#)

**Scope of the Project**

A draft report is expected to be completed by the selected consultant by two weeks prior to LAFCO’s regularly scheduled meeting June 3, 2023. However, adjustments to the

schedule are acceptable when justified. The MSR will include all Fire and EMS agencies within Napa County in a regional study format. The SOI reviews will be agency specific.

Napa LAFCO is looking for an MSR and SOI study that provides well-founded and achievable recommendations. The MSR and SOI study will include:

1. Relevant determinations listed in the following sections regarding MSRs and SOIs as required in CKH.
2. The analysis should include the full picture of Fire and EMS services throughout Napa County.
3. Fire agencies in California rely on auto-aid and mutual aid. The analysis should include reliance and response capabilities with neighboring counties. This should include the ability of neighboring counties to provide aid to Napa and Napa's capabilities to reciprocate.
4. Dispatch services are a crucial element for emergency services. This element should be included in the analysis.
5. Analyze current fire prevention efforts as a baseline. Recommend maintenance needs and possible funding sources.
6. Conduct risk assessment.
7. Analyze and provide recommendations to enhance services, efficiencies, and funding opportunities.
8. Analyze and provide recommendations for alternative governance structures.
9. Provide an implementation plan for recommendations, including tasks and timelines.

### **Municipal Service Review (MSR) Guidelines**

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The Cortese-Knox-Hertzberg Act (CKH) requires LAFCOs to complete MSRs to develop baseline information for reviewing and updating SOIs. Under local policy, MSRs must be done in conjunction with SOI reviews, which are used by LAFCO to inform the need for any SOI updates. The statute sets forth the form and content of the MSR, which must inform the Commission on the following seven issues (California Government Code §56430):

1. Growth and population projections for the area.
2. Location and characteristics of any disadvantaged unincorporated communities.
3. Capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared services.
6. Accountability for community service needs, including governmental structure and operation efficiencies.
7. Any other matter related to effective or efficient service delivery, under local policy.

Local policy requires an evaluation the following additional issues in MSRs, if relevant:

1. Agricultural Preserve and Measure P.
2. Location and characteristics of existing outside service agreements.
3. Joint powers agreements involving the direct provision of public services.
4. Growth goals and policies of the land use authorities in Napa County.
5. Climate change.
6. Housing, including affordable housing and workforce housing.
7. Transportation.
8. Cumulative service impacts related to current and planned development.

### **Sphere of Influence (SOI) Guidelines**

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The SOI reviews should include written statements of determinations for each subject agency with respect to each of the following (California Government Code §56425):

1. Present and planned land uses in the area, including agricultural and open space.
2. Present and probable need for public facilities and services in the area.
3. Present capacity of public facilities and adequacy of public services.
4. Existence of any social or economic communities of interest in the area.
5. Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing SOI.

### **MSR/SOI Process and Deliverables**

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Preparation of the report will include the following steps:

1. Data collection: including distribution of a request for information, as well as soliciting the subject local agencies for additional information, interviews, research of existing information and documents available to prepare the report.
2. Conduct outreach to the agencies and relevant stakeholders to ensure that all parties have an opportunity to voice their opinions throughout the process.
3. Review and impartial analysis of all the information collected, including industry standards and financial data.
4. Produce an administrative draft of the report for review and comment by Napa LAFCO staff and the subject agencies, which shall include maps, appropriate findings, determinations, and recommendations (PDF and Word versions). Copies of all reference materials should also be provided.
5. Incorporate comments, edits, and corrections into a draft report for distribution to the Commission, affected agencies, and the public (PDF and Word versions).
6. Preparation of a final report addressing comments from the Commission, Napa LAFCO staff, affected agencies, and the public (PDF and Word versions).
7. Attendance is required at all Commission meetings when the agendas include discussion of the draft report or approval of the final report.
8. Napa LAFCO will be responsible for determining the appropriate level of environmental review and preparing all CEQA documentation for the MSR and SOIs. CEQA analysis should not be included in the proposal.

9. Napa LAFCO staff will be responsible for obtaining information from the volunteer agencies as needed.
10. Following Commission approval of the final report, provide Napa LAFCO with a clean and complete copy (PDF and Word versions) for distribution and filing.

### **Expectations of the Consultant**

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The successful firm or individual will accomplish the following:

1. The report should use any and all available information relevant to both the MSR and SOIs including interviews, surveys, previous research, adopted budgets, audit reports, state department reports, general plans, previous MSR and SOI studies, authorities under the law, etc. Sufficient data and information should be collected to construct a clear, concise, and comprehensive report.
2. Information provided in the report should be presented using graphs and charts where appropriate. The report should be written in a manner accessible to the general public.
3. The report should reflect local Napa LAFCO policies where applicable. Specific information can be found on the Napa LAFCO website. (<https://napa.lafco.ca.gov/general-policy-determinations>).
4. Provide a baseline of existing services and provide metric of service needs.
5. Development of the report should involve regular and effective communication with the subject agencies and LAFCO staff.
6. Development of the report should be conducted in a fair, accurate, and objective manner. The intent is to provide valuable and practical conclusions for improvements to service provision where possible.
7. Development of the report should provide effective and meaningful opportunities for public participation in the review process.

### **Proposal Requirement and Consultant Qualifications**

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The proposal shall be specifically responsive to this request and shall include, but not necessarily be limited to, the following:

1. General statement by the firm or individual about the proposal, including an understanding and general approach to accomplishing the work as outlined. The statement should demonstrate the experience and qualifications to perform the required duties.
2. Specifically substantiated statement of the firm or individual's qualifications to perform the work, ability to stay within budget, and meet deadlines.
3. Identification and designation of the individual(s) who would perform the work, including resumes documenting their experience and competence to perform that work. Note that any subsequent changes in staff performing the work will require prior approval by Napa LAFCO. The principal and professionals assigned to the project team include the following competencies:
  - a. Expertise with fire protection and emergency medical service provision in California.
  - b. Expertise with national fire and emergency medical services standards such as NFPA 1710, NFPA 1720, Center for Public Safety Excellence 6<sup>th</sup>

- Edition Community Risk Assessment: Standards of Cover, and other related national standards.
- c. Expertise with laws governing California local government agencies.
  - d. Experience with the CKH Act, the role, and functions of LAFCO, and the MSR and SOI process.
  - e. Understanding of how local government services are financed and delivered.
  - f. Experience working with local government agencies; counties, cities, towns, special districts, and LAFCO.
  - g. Experience in governmental organization analysis, including performance measurement and evaluation.
  - h. Ability to analyze and present information in an organized and concise format.
  - i. Ability to interpret varied budget and planning documents.
  - j. Ability to conduct budget projections.
  - k. Ability to facilitate and synthesize input from stakeholders.
  - l. Familiarity with public input processes and experience presenting and disseminating public information for review and comment in a public setting.
  - m. Experience fostering multi-agency partnerships and cooperative problem-solving.
  - n. Ability to provide flexible and creative alternatives where necessary to resolve service and policy issues.
4. Provide a schedule and scope of work required to complete the report in the most efficient and timely manner. The schedule should identify check-in meetings with Napa LAFCO staff as appropriate.
  5. Estimate of hours the firm or individual consultant is proposing to perform and identification of basic work tasks, including a detailed cost proposal listing the hourly rates for each individual who will perform the work, the estimated number of hours each individual will contribute, and any additional costs or expenses required for completing the scope of work. The proposal should specify deliverables and the number of meetings and presentations included in the costs.
  6. List of relevant references.
  7. Three samples of comparable studies or reports prepared by your firm within the last five years.

**Proposal deadline is September 8, 2023, at 5:00pm.**

### **Evaluation Process**

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Napa LAFCO staff will review each proposal and evaluate the ability of each individual or firm to meet the expectations defined herein. References will be contacted. The proposals will be ranked and the top firms will be invited to an interview with a panel that may include Napa LAFCO staff and Commissioners, other LAFCO staff, and potentially representatives from subject agencies. A consultant will then be selected and the contract

approval process will begin. Napa LAFCO may modify this evaluation process as appropriate or needed.

**Interviews with top ranked consultants will be held in Napa County during the week of September 18-22, 2023.**

### **Consultant Selection**

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The following attributes will be considered in determining the award of the contract:

1. Understanding of the project and commitment to meet the expectations outlined in this RFP.
2. Ability to build and maintain effective relationships with Napa LAFCO and subject agency staff.
3. Expertise with writing MSRs and SOI reviews.
4. Ability to produce a clear, well-researched, and definitive product.
5. Provide clear and reasonable outline of cost estimates and past performance with staying within budget.
6. Communication approach with staff, Commissioners, and the subject agencies.

### **Additional Information**

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#### *Agreement:*

No prior, current, or post award verbal conversations or agreement with any officer, agent, or employee of Napa LAFCO shall affect or modify any terms or obligations of the RFP, or any contract resulting from this RFP. The selected consultant's proposal will become part of the agreement. Price quotations and other time-dependent information contained in any proposal shall remain firm for a minimum of 90 days from the proposal submission deadline.

#### *Non-Conforming Terms and Conditions:*

Any proposal that includes terms and conditions that do not conform to this RFP is subject to rejection as non-responsive. Napa LAFCO reserves the right to waive any informalities or minor irregularities in connection with proposals received. Napa LAFCO reserves the right to permit a consultant to withdraw non-conforming terms and conditions from their proposal prior to the Commission taking action.

#### *Collusion Among Respondents:*

Each consultant, by submitting a proposal, certifies that it is not party to any collusive action relating to this RFP.

#### *Conflict of Interest:*

Consultants submitting proposals in response to this RFP must disclose to Napa LAFCO any actual, apparent, or potential conflicts of interest that may exist relative to the services to be provided pursuant to this RFP. If the consultant or firm has no conflict of interest, a statement to that effect shall be included in the proposal.

*Expenses Incurred:*

There is no expressed or implied obligation for Napa LAFCO to reimburse consultants for any expenses associated with the response to this RFP.

*Late Submissions:*

Any proposal received after **5:00pm PST on September 8, 2023**, will not be considered.

*Public Records:*

Until award of a contract, the proposals shall be held in confidence and shall not be available for public review. No proposal shall be returned after the date and time set for the opening thereof. All proposals shall become the property of Napa LAFCO, and upon award of a contract to the successful proposer, all proposals shall be public records.

**About Us**

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Napa LAFCO is staffed with one Executive Officer, one Assistant Executive Officer, and one Clerk/Jr. Analyst. The Commission is represented by two county members, two city members, and one member of the general public. Napa LAFCO's annual budget is approximately \$0.8 million. Napa LAFCO oversees four incorporated cities, one incorporated town, and 18 special districts in Napa County.

**Submittal**

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Any questions regarding this proposal shall be submitted electronically to [BFreeman@napa.lafco.ca.gov](mailto:BFreeman@napa.lafco.ca.gov).

Proposals shall be submitted electronically to [BFreeman@napa.lafco.ca.gov](mailto:BFreeman@napa.lafco.ca.gov) or mailed to:

Napa LAFCO  
1754 Second Street, Suite C  
Napa, California 94559-2450

Proposal deadline: **September 8, 2023, 5:00pm**

Respectfully requested,

Brendon Freeman  
Executive Officer