

**Proposal to Conduct a Fire Services  
Fiscal Review**

**TOWN OF ATHERTON, CALIFORNIA**

**ORIGINAL**

# **LETTER OF TRANSMITTAL**



March 29, 2017

Mr. George Rodericks  
City Manager  
Town of Atherton  
91 Ashfield Road  
Atherton, CA 94027

Dear Mr. Rodericks:

The Matrix Consulting Group, Ltd. is pleased to provide you with our proposal to conduct a Fire Services Fiscal Review for the Town of Atherton. The Matrix Consulting Group is a firm comprised of highly experienced local government management consultants specializing in the analysis of public safety services. This proposal is based upon the request for proposal and our experience analyzing fire service needs in California and throughout the United States in over 300 studies. Our experience can be summarized by the following:

- Our firm has provided services to local government since 2002, though the senior members of the firm have worked together for up to 35 years.
- We have extensive experience analyzing fire service organization and operations around the country, including the analysis of deployments, staffing, scheduling, staff utilization, fire station locations, organizational and management for the following sample of recent clients (with California agencies in **bold**):

Amesbury, Massachusetts  
Anchorage, Alaska  
Boston, Massachusetts  
Augusta, Maine  
Auburn, Maine  
Barnstable, Massachusetts  
Bellingham, Washington  
Brattleboro, Vermont  
Canandaigua, New York  
Charlottesville, Virginia  
Chelsea, Massachusetts  
Clearwater, Florida  
**Dinuba, California**  
El Paso, Texas  
Escambia, Florida  
Fort Lauderdale, Florida  
Glenview, Illinois  
Grants Pass, Oregon  
**Hanford, California**  
**Hermosa Beach, California**

**Highland, California**  
**Huntington Beach, CA**  
**Indio, California**  
Keene, New Hampshire  
Killington, Vermont  
Lee County, Florida  
Martin County, Florida  
Mason, Ohio  
Meriden, Connecticut  
Middleborough, MA  
Milwaukee, Wisconsin  
**Monrovia, California**  
**Monterey, California**  
**Mountain View, California**  
**Napa, California**  
North Kingstown, RI  
Norwalk, Connecticut  
**Pacific Grove, California**  
Parkland, Florida  
Peachtree City, Georgia

Peoria, Illinois  
Pinellas Sun Coast FD, Florida  
**Placer County, California**  
Plano, Texas  
Pompano Beach, Florida  
Portland, Oregon  
Portsmouth, New Hampshire  
Portsmouth, Virginia  
Putnam County, Florida  
**Red Bluff, California**  
**Redding, California**  
**Sacramento, California**  
San Antonio, Texas  
Seminole, Florida  
Seminole County, Florida  
Spokane, Washington  
Suffolk, Virginia  
**Sunnyvale, California**  
Walton County, Florida  
Winter Garden, Florida

As the table shows, we have worked with hundreds of fire departments in California and nationally, many of which include fire districts and contract fire agencies.

- Our firm is highly experienced and comprised of career public safety analysts and former fire chiefs. The project team has extensive knowledge of laws, best practices and requirements of the Commission on Accreditation International.
  - As the President of the firm, with over 30 years of experience analyzing public safety functions, I will be a Technical Advisor and ensure the quality of all project deliverables. My experience analyzing the fire service encompasses over 150 projects.
  - Robert Finn, a Senior Manager with the firm and head of our fire services practice will be Project Manager. Prior to joining the Matrix Consulting Group, Robert Finn was Chief in the Southlake (TX) Department of Public Safety. Robert led his agency through the accreditation process and served as a peer assessor, team leader and technical reviewer for CFAI.
  - Courtney Ramos, as Senior Manager with the firm and head of our financial services practice will lead the financial analysis of the existing revenue and costs as well as future cost and revenue projections.
- Our approach to fire service consulting is comprehensive and objective:
  - We are a 'fact based' firm, providing detailed data collection and analysis.
  - We obtain extensive input from 'stakeholders', including appointed and elected officials, fire service managers and staff.
  - We work closely with our clients through interim reports and meetings.
  - We use sophisticated analytical tools, such as our in-house GIS tools.
  - We are independent, not affiliated with any labor or management group.

As a locally owned and headquartered consulting firm (in Mountain View) we are readily accessible to the Town on this project.

We look forward to an opportunity to further discuss our proposal with you. If I can answer any questions, please do not hesitate to contact me by phone at 650-858-0507 or at [rbrady@matrixcg.net](mailto:rbrady@matrixcg.net).

  
**Matrix Consulting Group**

Richard Brady  
President

# **1. FIRM OVERVIEW**

## **1. FIRM OVERVIEW**

This section of our proposal provides an overview of the firm and our experience providing fire and emergency medical analytical services to government agencies in general and to fire service agencies in particular. The following describes our firm's formation, staffing and other pertinent information:

- While our company was formed in 2002, our founders have worked together in this and other firms for up to 30 years (in Hughes, Perry & Associates, MAXIMUS and Hughes, Heiss & Associates). We are incorporated in California.
- We provide management operations studies only for government.
- Each of our senior consultants has between 10 and 30 years of analytical and management experience. Our public safety analytical team is comprised of career public safety analysts and former public safety managers who now are full-time consultants.
- Our firm maintains its headquarters in Mountain View, California; we also have offices in the following metropolitan areas: Portland (OR), Spokane (WA), Boston (MA); Dallas (TX); Raleigh (NC), and St. Louis (MO). We currently employ 18 full-time and 8 part-time employees.

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- Our primary focus is on the analysis of public safety operations (fire, emergency medical and police services). As later sections of this proposal will demonstrate, we have personally served over 300 Fire and EMS agencies in our careers.
- For this project, we propose no subcontractors – all of the work would be performed by staff with the firm. In fact, we do not believe that the extensive use of subcontractors assists our clients – it leads to inconsistency in work quality and customer service.

Our experience is personal and corporate – our team has worked together on hundreds of public safety management and efficiency studies throughout the country.

## **2. APPROACH**

## **2. APPROACH**

This section of the proposal provides an overview of our project management practices, methodologies and processes. The Matrix Consulting Group believes very strongly in the science of our craft. As a result, we utilize formal project management techniques in conducting our studies, to best meet the needs of our clients. These techniques include:

- **Fact-Based and Jurisdiction Specific Analysis:** The central tenet of our approach is collecting facts and data specific to the jurisdiction to ensure all analysis and recommendations are specific to the agency and its requested scope of services.
- **Interactive Study Process:** A successful project needs to be based on a study process that involves the Town and Fire District staff input regarding recommendations. This approach includes meeting with Town Officials and Fire District representatives.
- **Detailed Project Management Plan:** All project work activities, including team member roles, deliverables, schedule, and budget is detailed in a project management plan along with regular status updates during the study.
- **Cross-Trained Project Team:** Our project team's background as both career consultants and former fire service managers provides a unique understanding of the various components that need to be explored to arrive at recommendations that are able to be implemented while providing accurate and timely financial projections.
- **Work Product Reviews:** All interim and final work products are reviewed by the client and designated project manager before being delivered or presented at any public meeting.

Our approach and philosophy has provided our clients with valuable assistance and advice in dealing with important public policy, organizational and operational issues. It has also resulted in projects with high implementation rates.

### **3. PROJECT EXPERIENCE**

### **3. PROJECT EXPERIENCE**

This section of the proposal provides a summary of the firm's experience conducting fire services studies.

#### **1. GENERAL PRIOR FIRE SERVICE EXPERIENCE**

We have extensive experience analyzing fire service organization and operations around the country, including the analysis of demand, deployment, staffing, scheduling, staff utilization, fire station locations financing, organizational and management for the following sample of recent clients (with California agencies in **bold**):

Albuquerque, New Mexico	<b>Hanford, California</b>	Putnam County, Florida
Auburn, Maine	<b>Hermosa Beach, California</b>	<b>Red Bluff, California</b>
Augusta, Maine	<b>Huntington Beach, California</b>	Reno, Nevada
Bellingham Washington	<b>Indio, California</b>	<b>Sacramento, California</b>
Canandaigua, New York	Keene, New Hampshire	<b>Santa Clara County, California</b>
Chesapeake, Virginia	Killington, Vermont	Seminole County, Florida
<b>Colusa, California</b>	Milwaukee, Wisconsin	Seminole, Florida
Coventry, Connecticut	<b>Monterey, California</b>	Somerville, Massachusetts
<b>Corte Madera, California</b>	<b>Napa, California</b>	Southlake, Texas
DeKalb County, Georgia	Omaha, Nebraska	Spokane, Washington
<b>Dinuba, California</b>	<b>Pacific Grove, California</b>	Springdale, Arkansas
Fort Lauderdale, Florida	<b>Placer County, California</b>	Sterling, Illinois
Glenview, Illinois	Portland, Oregon	<b>Sunnyvale, California</b>
Goodyear, Arizona	Pueblo, Colorado	Wilbraham, Massachusetts

As the table shows, we have extensive experience analyzing fire service issues in California and across the United States. This project team is also conducting fire studies in **Big Bear Lake (CA)** and Westport (CT).

#### **2. FEASIBILITY AND COOPERATIVE SERVICES STUDIES**

The firm and project team also have extensive experience conducting fire and emergency service consolidation feasibility and merger support, including the evaluation and assessment of organizational structures, asset location, financial models, and governance models. The table on the following page provides a sample of other areas where we have conducted this type of work for clients (again with California agencies **bolded**):

<b>Contract Service Evaluations</b>	<b>Feasibility Studies</b>	<b>Consolidation Analyses</b>	<b>Countywide Studies</b>
<b>Campbell, CA</b>	Charlotte County, FL	<b>Burlingame/Hills., CA</b>	Albemarle County, VA
<b>Indio, CA</b>	Coral Springs, FL	<b>Capitola/SCFPD#1, CA</b>	Lee County, FL
<b>Orange County, CA</b>	<b>Cupertino, CA</b>	Charlottes./Albemarle, VA	Mesa County, CO
<b>Pomona, CA</b>	<b>Highland, CA</b>	Escambia Cty./Pensa, FL	<b>Placer County, CA</b>
Reno/Washoe Cty., NV	Parkland, FL	<b>La Mesa/Lemon Gr., CA</b>	<b>San Mateo, CA</b>
<b>Sacramento, CA</b>	<b>San Ramon, CA</b>	North Utah County, UT	<b>Santa Clara Cty, CA</b>
<b>Salinas/SRFPD, CA</b>	Sarasota County, FL	<b>San Rafael/Marin, CA</b>	<b>Sonoma County, CA</b>
Seminole, FL	Scottsdale, AZ	<b>Saratoga/Sara. FPD, CA</b>	<b>Stanislaus, CA</b>

This project team is also conducting fire studies in **Sonoma County (CA)** and **Tuolumne County (CA)** and has just completed fire services studies for **Butte and Merced Counties** in California. All of these countywide and regional fire services studies have evaluated alternatives to organize (e.g., special districts, CSA's, JPA's) and finance the fire service.

### **3. FINANCIAL SERVICES EXPERIENCE**

Financial services are a core service area for the firm, which we have provided since we were founded.

The primary focus of our financial studies is to provide documented and defensible cost recovery studies, and most importantly ensure our clients understand the analysis and how to implement results. California based user fee and cost of service study clients of the Matrix Consulting Group within the last five years include the following:

Elk Grove	Oceanside	San Pablo
Fairfield	Pasadena	Santa Barbara County
Fresno	Petaluma	Santee
Huntington Park	Richmond	Seal Beach
Long Beach	San Bernardino	Sunnyvale
Los Altos Hill	San Diego	Temecula
Los Angeles	San Francisco	Vacaville
Madera	San Jose	Willits

We are currently working with the Southern Marin Fire Protection District, the Central Fire Protection District, and the San Bernardino County Fire Department to assess Fire Prevention cost of services.

The focus of these projects, and all of our studies, is to enhance the efficiency and effectiveness of cost recovery policy and procedures for local government.

## **4. PROJECT PLAN**

## **4. PROJECT PLAN**

This section of our proposal provides a summary of our proposed approach to conducting the scope of services described in the request for proposals. This detailed work plan would serve as the basis for our initial data collection efforts, interviews and other project tasks.

### **1. BACKGROUND TO THE STUDY AND SCOPE OF WORK**

The purpose of this study is to work with the Town of Atherton to conduct a fiscal review of fire services for the Town to define the actual cost of fire services, development of a predictive model of future revenues that will fund fire services, identify the cost of providing fire services provided to the Town by the Menlo Park Fire Protection District and identify the cost for providing fire services if the Town were not part of the Fire District.

The Town of Atherton has a population of approximately 7,159 residents (2013 US Census) estimates and covers an area of approximately 5 square miles. The Town is part of the Menlo Park Fire Protection District and is served for initial response by Station 3, which is staffed with 3 personnel daily (1 Captain and 2 Firefighters) which respond to emergency calls on an advanced life support engine.

The Menlo Park Fire District operates from a total of seven (7) fire stations and also have a facility for fire administration and fire prevention services. The following facilities serve the Fire District:

Administration and Fire Prevention – 170 Middlefield Road	Menlo Park
Station 1 – 300 Middlefield Road	Menlo Park
Station 2 – 2290 University Avenue	East Palo Alto
Station 3 – 32 Almendral Avenue	Atherton
Station 4 – 3322 Alameda de Las Pulgas	Unincorporated Menlo Park
Station 5 – 4101 Fair Oaks Avenue	Unincorporated Menlo Park
Station 6 – 700 Oak Grove Avenue	Menlo Park
Station 77 – 1467 Chilco Street	Menlo Park

The study is designed to answer several fundamental and specific questions for the Town, including:

***Fundamental Question #1 – What are the costs, locally generated revenue and benefits of fire service delivery from the Menlo Park Fire Protection District?***

- What revenue does the Fire District receive from Atherton residents via property taxes and fees in support of fire services?
- What is the cost of providing basic fire protection services within the jurisdictional boundaries of the Town of Atherton from the Fire District?
- What other special services are provided by the Fire District to Atherton and what costs do these services add to the cost of basic fire services?
- Has the Town's property values increased to the point that the funds received by the Fire District exceed the cost to provide basic fire services to the community?

***Fundamental Question #2 – What is the financial and service feasibility of the Town creating a municipal fire department?***

- What are the options available to the Town to provide fire protection services?
- How many fire stations would be required to service the Town and how should they be staffed if a different delivery method was utilized for fire services? Where should these stations(s) be located to optimize service delivery?
- If there were not a Fire District and the Town were responsible for providing fire services independently, how would those services be structured? How many fire stations would be required to service the Town and how should they be staffed? Where should these stations(s) be located to optimize service delivery?
- If the Town were responsible for providing fire services independently, what would the cost of those services be?
- What would the initial capital costs and ongoing annual and long-term costs to provide fire services in the Town be?
- What are the benefits and liabilities associated with moving from the Fire District to another service delivery model?

The study will consist of a comprehensive review of current services, development of alternatives and recommendations for providing services in the future as well as costs for providing the services. Each identified option will need to fully consider the financial implications and governance issues, while fully analyzing the need for support services such as dispatch, IT, legal, HR, etc.) to support the option being considered.

## **2. PROJECT WORK PLAN**

The following task plan provides a detailed description of our proposed approach to this project.

### **Task 1 Project Initiation**

In this task, the project team will meet with the management teams of the Town and the Menlo Park Fire Protection District as well as any other identified external stakeholders to gain a full understanding of the current service model and any issues facing the organization(s), as well as background, goals and expectations for the study, from their perspective. We will also hold an initial meeting with the Council Subcommittee.

Based on the outcome of the meeting(s) the project team will finalize the proposed schedule and project management plan. We would also propose that at the conclusion of the meeting(s) the formation of a formal project steering committee, with representatives from the Town and Fire Protection District. This will establish the working relationships between the project team and the agencies and provide points of contact during the project. This committee would also be tasked with reviewing interim deliverables.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"> <li>• On-site initial meeting with District and Town staff to review goals, objectives, and project management plans</li> <li>• Kick-Off presentation to appropriate staff</li> <li>• Detailed project management plan – outlining dates for monthly status reports</li> </ul>	<ul style="list-style-type: none"> <li>• Attendance at kick-off presentation and initial Executive staff meetings.</li> <li>• Designate a project management representative from each participating agency.</li> </ul>

Because of the regional potential for alternatives, the project team will also have initial discussions with the city managers from the City Managers in Menlo Park and East Palo Alto as well as San Mateo County which would both be impacted by service delivery alternatives. Moreover, the cities could be viable partners in delivering fire services if an alternative to the Fire District included a regional approach.

### **Task 2 Data Collection, Interviews and Development of a Baseline Descriptive Profile**

In order provide a comprehensive understanding of the current service delivery model provided in Atherton, including the development of a cost and operational analysis, the project team will need to collect and compile several key components of data from each agency.

During this task, we will also meet individually with key personnel of the MPFPD to gain a full understanding of how the fire delivery system functions such as

governance, authority, administration, operations, prevention and training, support services, costs, etc. We will also meet with labor group representatives to gain input from their perspective and any potential labor issues that may arise from the options developed.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"><li>• Data collection and compilation for analysis of the current fire service delivery system.</li><li>• Development of a draft profile detailing the factual understanding of the current situation in terms of governance, authority, stations, deployment, staffing, budgets and workload.</li></ul>	<ul style="list-style-type: none"><li>• Provide consultant with data as requested.</li><li>• Ensure availability of staff for one on one interview with the project team.</li><li>• Review profile to ensure accuracy.</li></ul>

The descriptive profile would be an important starting point for this study. It would provide a service and cost baseline for the District's services to the Town of Atherton, including how Atherton fits into the wider District service picture.

### **Task 3 Understand Community Views About Fire Service Issues**

It is critical for the project team to develop input regarding current fire services as well as viable alternatives from the community. To provide a major avenue for input at the outset of the project, we plan to conduct two major study activities – a citizen online survey and citizen focus group meetings. The following subsection describes these efforts.

#### **(1) Survey for the Public**

We would conduct an electronic survey that could be completed by any member of the public to provide additional feedback and input to the project team regarding fire services. Information regarding the perceptions of the fire services provided and the current satisfaction with these services will provide unique insight. Attitudes toward some of the following questions would be sought:

- Document attitudes toward the types, levels and quality of fire services provided.
- Document attitudes toward responsiveness of MPFPD personnel.
- Document perceptions regarding key programmatic issues.
- Identify service gaps and new programmatic and service needs.
- Views toward value for the tax dollars received.

Questionnaires would be confidential and completed via an online survey instrument (SurveyMonkey).

**(2) Community Stakeholder Meetings**

Through the use of focus group meetings for community stakeholders, the Matrix Consulting Group usually asks customers a number of pointed questions about their fire service expectations and how well the MPFPD is meeting them. In this task, the Matrix Consulting Group will utilize this technique in which the following would be:

- An introduction to the study, its processes and goals.
- Discussion of the strengths of fire services.
- A review of issues of concern to attendees, such as those described above.
- Suggestions for the development of an ongoing process for community input.

The participants would be led through a two-hour discussion by the Matrix Consulting Group, to really understand why citizens feel the way they do about a particular issue of fire services.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"><li>• Summary of the community survey.</li><li>• Summary of the 'Town Hall' meeting.</li></ul>	<ul style="list-style-type: none"><li>• Provide consultant with venue for the Town Hall meeting.</li><li>• Provide access to the Town's website and social media channels for the community to have access to the survey link.</li></ul>

**Task 4 Conduct an Operational Analysis, Including Support Services**

In this task, the project team will analyze the current fire station network, apparatus and other specialty response units utilized by the Fire Protection District to provide emergency services to fully understand economies of scale and operational efficiencies that provided to the Town by being part of a Fire Protection District. It will include Computer Aided Dispatch (CAD) and GIS analysis of the following:

**(1) Demand**

The Computer Aided Dispatch (CAD) records and Records Management System (RMS) reports will be utilized to determine the current demand for services in each service area. The District service areas will be analyzed by incident type, as well as time of day and day of week service demands. Calls will be analyzed to determine call type, location and frequency. The service demands will be displayed geographically for each station and the overall study area in the form of an ArcView GIS spatial analyst map.

**(2) Distribution**

The study of distribution involves locating first-due resources geographically to assure rapid deployment in minimizing and terminating emergency incidents. All existing facilities in the service area will be analyzed through the ArcView GIS software to determine the predicted effectiveness of first-due personnel in accordance with adopted service level objectives.

**(3) Concentration**

The study of concentration requires an analysis of the arrangement of multiple resources, to allow an effective response force to be assembled within adopted timelines. The ability for the current system to deploy and assemble an effective response force will be evaluated in the study area. This portion will include an assessment of the actual response by other stations to serve Atherton and how often the station 3 engines responds outside Atherton.

**(4) Reliability**

The study of reliability uses actual incident history and data to measure the historical performance in accordance with adopted performance standards. The project team will analyze the current workload and utilization of each company in the Fire Protection District to determine the actual or estimated failure rates based on the availability of data and show the impact on the ability to deploy an effective response force based on the findings.

**(5) Support Services**

The project team would conduct an assessment of the District's support and administrative services including fire prevention, human resources, information technology, finance, etc. Each would be evaluated in terms of best practices, efficiency and use of technology. The project team would also evaluate training and fire prevention services and how those are currently provided in the District.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"><li>• Analysis of the current operational capabilities of the current system deployment of the Fire District.</li><li>• Analysis of future station, apparatus and staffing levels needed based on identified need for the Town of Atherton.</li><li>• Development of a comparative operational analysis document showing the capabilities of the current fire service delivery system and expected performance for each service area.</li></ul>	<ul style="list-style-type: none"><li>• Provide the agency representative for review of the operational analysis and potential areas identified that may benefit from consolidation vs. operating at the status quo.</li></ul>

## **Task 5      Financial Analysis**

This project task will involve a full financial assessment of the current revenues and costs for the provision of fire services in the Town of Atherton under the current model of service delivery. The financial analysis will include costing of all administrative, operational and support services as well as specialty services provided by the District to determine the cost of basic fire protection services as well as the overall cost of providing services to the Town.

### **(1)      Revenue Assessment**

A key question posed by the Town, is to better understand the property tax revenues provided to the District, and how it compares to the revenues provided by other District communities. The key sources of revenues to be assessed are property taxes meant to cover general fire services and fees paid by Town residents for specific fire services.

The project team would look at the methodology and calculation used to determine the amount of property tax revenues that are provided to the District for general fire services. This analysis would take into account recent and potential increases to property values, and how that would impact revenues provided to the District. Additionally, the project team would compare the methodology used in Atherton, to those of other District members.

### **(2)      Service Assessment**

Utilizing the information gathered in the revenue assessment, the project team will look at evaluating the services being provided by the District, and the cost associated with those services. This cost analysis will look at calls for service, as well as other specialty services, and compare that with the services being provided to other District members.

### **(3)      Other Services**

It is important to understand the services being provided by the District, including basic fire services, as well as specialty services such as Hazmat, CERT, search and rescue, etc. The project team will work with District staff to document the services being provided to all District members, and which of these services are covered by member payments, and which of these services are charged to residents under separate fees.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"><li>• Analysis of the current revenue payment methodologies.</li><li>• Outline of services covered by revenue payments and fees for service.</li><li>• Evaluation and comparison of services and associated costs.</li></ul>	<ul style="list-style-type: none"><li>• Provide consultant with data as requested, including property tax logs, and call for service information.</li></ul>

## **Task 6      Procedural Formation Assessment**

The Matrix Consulting Group will use the analysis conducted in the previous tasks to develop recommendations related to the future options for the delivery of fire services in the Town to include recommendations for changing to a different governance model or continuing with the current arrangement for providing fire services.

These options will include, but not necessarily be limited to:

- Status Quo
- Creation of a stand-alone Atherton Fire Department
- Forming a JPA with an identified regional partner(s)
- Contracting for services with another entity (such as CAL FIRE)

As regional partners are identified it would be necessary to obtain information on their fire service delivery system and performance.

There will also be a full financial forecast for each option to include initial one-time costs as well as ongoing annual and long-term costs for the option. The depth of this analysis will include:

- Each alternative will demonstrate the resources available in the Town and the expected service level results.
- Each of the options will consider the support administrative, operations and support services staffing and related support (dispatch, legal, IT, HR, etc.) needed and how it should be provided.
- For each governance model option an overview of the structure of the authority and service provider(s) will be provided as well as service level expectations and fiscal analysis to compare against the current services provided.
- For each option, detailed steps will be developed for how to implement the option along with timelines and conditions that need to be met for the option. Any LAFCO implications will also be discussed in this analysis.

- The impacts of how ownership of capital assets should be handled and additional support resources needed dependent on the governance model and service provider option(s) being considered.
- Finally, the impacts of labor agreements, leave benefits and employee compensation for each alternative will be examined.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"> <li>• Analysis of the current operational and non-operational and support services required for each identified option.</li> <li>• Development of governance model and organizational structure for each model.</li> <li>• Development implementation steps, timelines and conditions for each model.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide the agency representative for review of the non-operational and support area recommendations, governance options and implementation timelines and conditions to be considered prior to developing the draft project report.</li> </ul>

**Task 7      Development, Delivery and Review of the Draft and Final Fire Services Fiscal Review Report**

The project team will provide a draft report of the Fire Services Fiscal Review for review and discussion with the Town and MPFPD. Once the comments have been received and revisions are completed by the project team a final report will be delivered and presented to Town staff and elected officials to facilitate their understanding of the plan and its implications for the delivery of fire services in the Town. The report will include the following elements at a minimum:

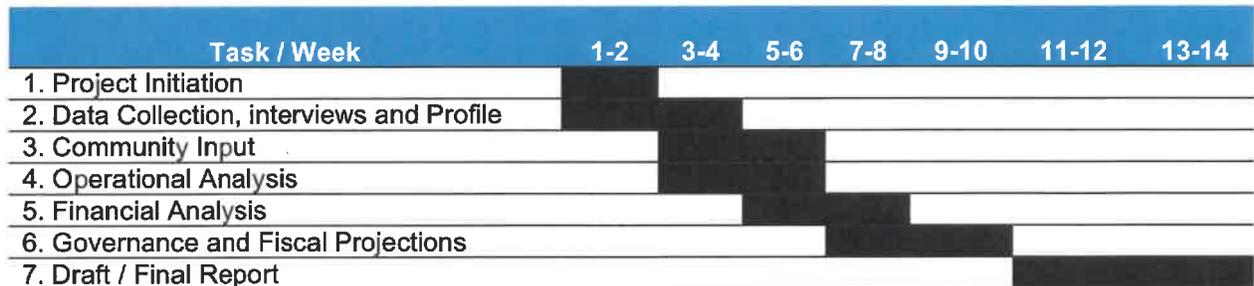
- Executive Summary of the project team findings and recommendations.
- Financial analysis of the current revenues and costs for providing fire services to the Town.
- Identification of direct costs, indirect costs and the overhead costs for the current services provided.
- Identification of the current governance structure, roles of the Town and MPFPD.
- In-depth financial analysis for the Town under the current organizational structure as well as the options presented along with the long-term implications of the status quo.
- Deployment options for providing fire services in the Town for each scenario.
- A model for governance, command and control to include board makeup, command staff and succession planning in selected options.

- Complete cost allocation methodology and apportionment options for all aspects of any recommended governance and organizational models.
- Implementation plan with suggested timing and costs including start-up and transitional costs. Disposition of existing assets will also be evaluated.

Project Deliverable – MCG	Client Services Required
<ul style="list-style-type: none"> <li>• Development of the draft project report.</li> <li>• Conduct necessary edits and answer questions for the Town and the District.</li> <li>• Deliver the final report and Implementation Plan.</li> <li>• Make a presentation of the final plan to Town staff and elected officials at up to two (2) public meetings.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide the agency representatives for review of the draft report to provide comments and feedback on any required edits.</li> <li>• Schedule a mutually acceptable date for the public presentation of the final report.</li> </ul>

### 3. PROJECT WORK SCHEDULE

The chart, below, shows our proposed schedule for completing the project and accomplishing the work tasks described in the previous section of our proposal. As shown in the chart on the following page, we propose to conduct the project in 14 calendar weeks. The chart also portrays points at which it is appropriate to have Project steering committee and staff review meetings. As shown,



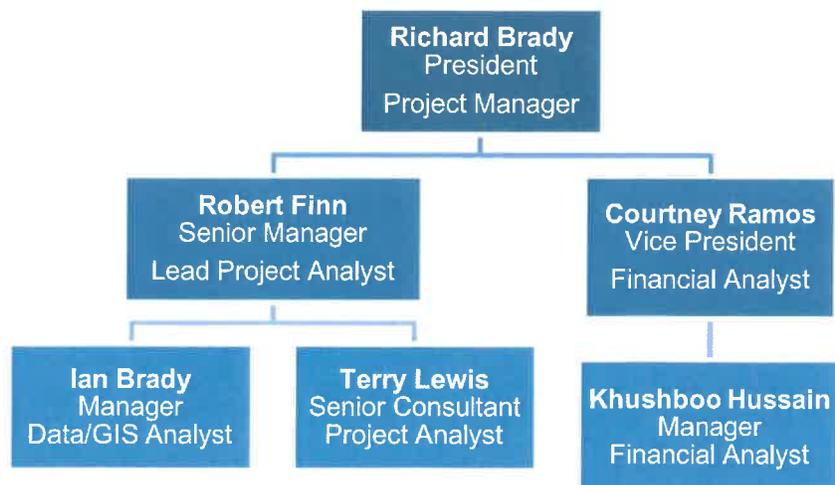
## **5. KEY STAFF**

## **5. KEY STAFF**

The Matrix Consulting Group proposes to utilize a senior project team, including our President and other personnel with fire and emergency medical service analytical experience. The senior professional members of the team have up to and over 30 years of professional experience as consultants and/or fire professionals, including:

- The President of the firm will serve as the project manager to ensure there will be appropriate review and oversight; this process ensures quality service throughout the engagement.
- Our proposed project lead analyst was a former Fire Chief and Public Safety Director. He has led our fire services practice for six (6) years.
- We possess our own proprietary GIS practice which allows us to develop real time responsive analysis of resource utilization and service capabilities in existing and alternative service delivery systems.
- Our firm and project team have extensive experience analyzing and assisting implementing fire service reorganization in California through LAFCO's and other study approaches.
- We do not propose the use of any sub consultants for this project, as we possess the requisite experience in-house and this practice detracts from service quality and consistency.
- Four of our proposed staff are located in our Mountain View HQ Office.

The organization chart, which follows, depicts the project team:



Summary descriptions of each team member are provided below, with more detailed resumes for the most senior team members provided in pages, which follow:

Consultant	Summary of Experience
<b>Richard Brady</b> <b>President</b> <b>Project Manager</b>	<ul style="list-style-type: none"> <li>• President and Project Manager with firm since inception.</li> <li>• Overall responsibility for the firm's management studies.</li> <li>• 33 years of fire / emergency services consulting experience.</li> <li>• Project manager and lead analyst on almost 500 projects.</li> <li>• Extensive experience conducting over 150 fire / EMS studies nationwide involving over 300 jurisdictions.</li> <li>• BA Cal State University, Hayward; PhD, Oxford University, UK.</li> </ul>
<b>Robert Finn</b> <b>Senior Manager</b> <b>Lead Project Analyst</b>	<ul style="list-style-type: none"> <li>• Senior Manager and Lead Analyst.</li> <li>• 20+ years of combined experience as a public safety executive and consultant.</li> <li>• Experience as a Fire Chief – and prior experience as a Coordinator of EMS and Firefighter / Driver / Paramedic.</li> <li>• MBA, BS in Public Safety Management, Grand Canyon University.</li> <li>• Peer Assessor, Team Leader, and Technical Reviewer with the Commission on Fire Accreditation International (CFAI).</li> </ul>
<b>Courtney Ramos</b> <b>Vice President</b> <b>Financial Services</b>	<ul style="list-style-type: none"> <li>• Financial Services Practice Vice President.</li> <li>• 13+ years experience in financial services consulting; leads the firm's practice in financial services.</li> <li>• AA in Administration of Justice and AS in Sociology from Santa Barbara Community College, CA.</li> </ul>
<b>Ian Brady</b> <b>Manager</b> <b>Data/GIS Analyst</b>	<ul style="list-style-type: none"> <li>• Manager with firm as part of our Management Services Division, and is based in our Mountain View office – 4 years with firm.</li> <li>• Created and maintains the firm's geo-spatial analytical capability which assists in the analysis of regional public safety resource utilization, capabilities and coordination.</li> <li>• Before joining the Matrix Consulting Group as a full-time consultant, Mr. Brady previously served in our firm as an intern for two years.</li> <li>• He received his BA in Political Science from Willamette University in Salem, Oregon.</li> </ul>
<b>Terry Lewis</b> <b>Senior Consultant</b> <b>Project Analyst</b>	<ul style="list-style-type: none"> <li>• Senior Consultant with the firm – 4 years with firm</li> <li>• More than 30 years of experience in the fire service. Retired Fire Chief of the Henderson (KY) Fire Department. Prior to that, he served with the Loveland-Symmes Fire Department (OH) advancing from the rank of firefighter/paramedic to Battalion Chief.</li> <li>• Peer Assessor and Team Leader for the Commission on Fire Accreditation International (CFAI).</li> <li>• He earned a BS degree in Fire Science and AA in Accounting from the University of Cincinnati and has completed the Executive Fire Officer (EFO) program from the National Fire Academy.</li> </ul>
<b>Khushboo Hussain</b> <b>Manager</b> <b>Project Analyst</b>	<ul style="list-style-type: none"> <li>• Manager with the firm.</li> <li>• 6+ years conducting financial services studies.</li> <li>• BA in International Economics and MA in International Affairs from the University of California, San Diego.</li> </ul>

**RICHARD P. BRADY**  
**President, Matrix Consulting Group**  
**Project Manager**

**BACKGROUND**

Richard Brady is the Matrix Consulting Group's President. Mr. Brady has been a management consultant to local government for more than thirty-five years. Prior to joining the Matrix Consulting Group, he was the MAXIMUS national Vice President in charge of its local government consulting practice, and before that the managing partner of the California-based management consulting firm of Hughes, Heiss & Associates.

**EXPERIENCE AS A FIRE SERVICES CONSULTANT**

• **Management Studies:**

- |                             |                                      |
|-----------------------------|--------------------------------------|
| - Alachua County, Florida   | - Albany, New York                   |
| - Americus, Georgia         | - Augusta-Richmond County, Georgia   |
| - Bellingham, Washington    | - Boston, Massachusetts              |
| - Brattleboro, Vermont      | - Bremerton, Washington              |
| - Broward County, Florida   | - Burlington, Massachusetts          |
| - Charlotte County, Florida | - Hilton Head Island, South Carolina |
| - Lansing, Michigan         | - Newark, California                 |
| - Norwalk, Connecticut      | - Omaha, Nebraska                    |
| - Palo Alto, California     | - Peoria, Illinois                   |
| - Polk County, Florida      | - Reno, Nevada                       |
| - Salt Lake City, Utah      | - San Rafael, California             |

• **Regional Analysis:**

- |   |                                  |
|---|----------------------------------|
| - Burlingame and Hillsborough, CA                         | - Carlsbad; Oceanside; Vista, CA |
| - Dixon and Dixon FPD, CA                                 | - La Mesa and Lemon Grove, CA    |
| - Lee County, FL  | - Mesa County, CO                |
| - Monterey County – Three studies (LAFCO)                 | - North Utah County, UT          |
| - Placer County, California                               | - San Mateo County, CA           |
| - Sonoma County, California (LAFCO)                       | - Stanislaus County, CA (LAFCO)  |
| - Santa Cruz County, Capitola and Central FPD, CA (LAFCO) | - Tulare County, CA (LAFCO)      |
| - Tiburon and Alto-Richardson, CA                         |                                  |

**EDUCATION**

BA, California State University, Hayward  
Ph.D., Oxford University, United Kingdom

**ROBERT FINN**  
**Senior Manager, Matrix Consulting Group – Lead Project Analyst**

**BACKGROUND**

Robert Finn is a Senior Manager with the Matrix Consulting Group and previously served as the Chief of the Southlake (TX) Department of Public Safety, Fire Department. Mr. Finn has a strong educational background coupled with a successful track record that includes strategic planning, budgeting, change management, community relations, and building collaborative partnerships.

**EXPERIENCE AS A FIRE SERVICES CONSULTANT**

Clients for whom Mr. Finn has recently provided fire consulting services include the following:

- Anchorage, Alaska
- Auburn, Maine
- Boston, Massachusetts
- Chelsea, Massachusetts
- Cleveland, Ohio
- Hanford, California
- Huntington Beach, California
- Mat Su Borough, Alaska
- Mesa County, Colorado
- Pacific Grove, California
- Peachtree City, Georgia
- Perrysburg, Ohio
- San Antonio, Texas
- Springdale, Arkansas
- Sterling, Illinois
- Suffolk, Virginia

**EXPERIENCE AS A PUBLIC SAFETY PROFESSIONAL**

Mr. Finn has served at many levels in public safety, including as the following:

- Chief of Fire Services (2004 to 2008)
- Lieutenant of Professional Standards (1999 to 2004)
- Lieutenant of Training (1995 to 1999)
- Coordinator of Emergency Medical Services (1993 to 1995)
- Firefighter / Driver / Paramedic (1987 to 1993)

**PUBLIC SAFETY ASSOCIATION AFFILIATIONS**

Center for Public Safety Excellence as a Peer Assessor, Team Leader and Technical Reviewer (2006 to Present).

**EDUCATION AND TRAINING**

He has a Master of Business Administration in Executive Leadership and a Bachelor of Science in Public Safety Administration from the Grand Canyon University, Phoenix (AZ), as well as training at the FBI National Academy and Basic Peace Officer, Firefighter Academy, and various National Fire Academy courses.

**IAN BRADY**  
**Manager, Matrix Consulting Group – GIS Analyst**

**BACKGROUND**

Ian Brady is a Manager with the Matrix Consulting Group as part of our Management Services Division, and is based in our Mountain View (CA) office. He began with the firm as an intern but now has 4 years of consulting experience. He specializes in public safety and is dedicated to providing analytical support for all of our police, fire, emergency communications and criminal justice system studies. Mr. Brady also developed the firm's GIS analytical tools for analyzing field service workloads and service levels, beat design and efficiency, and alternatives to deployment and scheduling of resources.

**EXPERIENCE IN PUBLIC SAFETY STUDIES**

Mr. Brady has experience conducting fire service management, staffing and operations studies, including recently for the following clients:

- Anchorage, Alaska
- DeKalb County, Georgia
- Hanford, California
- Suffolk, Virginia

He is currently working with us to complete fire studies in DeKalb County (GA), Redding and Shasta County (CA).

Mr. Brady has experience conducting GIS analysis, including recently for the following clients:

- Arlington, Washington
- Berkeley, California
- Hanford, California
- Hayward, California
- Laguna Hills, California
- Orange County, Florida
- Patterson, California
- Portland, Oregon
- Suffolk, Virginia
- Winnipeg (Manitoba)

He is currently completing beat studies in Birmingham (AL) and Raleigh (NC).

**EDUCATION**

Mr. Brady received his BA in Political Science from Willamette University in Oregon.

## **TERRY LEWIS**

**Manager, Matrix Consulting Group – Project Resource Analyst**

### **SUMMARY OF PROFESSIONAL QUALIFICATIONS**

Terry Lewis has over 30 years of experience in the fire service. He began his career in 1980 with the Loveland-Symmes Fire Department in Ohio, where he worked until 1999, advancing through the ranks from Firefighter/Paramedic to Battalion Chief. While in Loveland Symmes, Chief Lewis worked in a variety of capacities including financial management, fire prevention, public education and managing the operations division. Terry was appointed Fire Chief in Henderson, Kentucky in 1999 until retiring in 2009.

### **EXPERIENCE**

#### **Consultant, Matrix Consulting Group**

Recent fire service regional analytical studies include Matanuska-Susitna Borough (AK), King William County (VA) and Mesa County (CO).

#### **Fire Chief, City of Henderson, Kentucky**

Provided overall management and direction of fire suppression and risk reduction services, utilizing 60 personnel covering eighteen square miles and approximately 30,000 customers. Administered an annual operating budget of \$4.5 million along with various capital improvement projects. He has also composed Standard of Cover Documents and developed and served on the Board of a regional hazmat and technical rescue team.

#### **Peer Assessor and Technical Advisor:**

Served as a Peer Assessor and Technical Advisor (Mentor) during the Accreditation process for the following agencies:

- King of Prussia, PA
- Lenexa, KS
- Fort Lee, VA
- McChard AFB, WA
- Menasha, WI
- Wilson, NC
- Clearwater, FL
- Edmonton, Alberta, Canada
- Winter Park, FL
- Country Side Fire District, IL
- Southlake, TX
- Santa Clara County, CA
- Port Huron, MI
- Fenton, MO
- Searcy, AR
- Summit, NJ

### **EDUCATION**

Bachelor of Science in Fire and Safety Engineering Technology and Associate of Science in Accounting from the University of Cincinnati.

**COURTNEY RAMOS**  
**Vice President, Matrix Consulting Group – Financial Analyst**

**Background:**

Courtney Ramos is a Vice President with the Matrix Consulting Group, and is the leader of our Financial Services practice. Since joining the firm in 2004, Ms. Ramos has contributed to a number of cost allocation plan, user fee, management, operations, and staffing analyses for our California and national clients.

**Revenue Enhancement, Cost Allocation Plans and User Fee Studies:**

Ms. Ramos has participated in and managed numerous comprehensive revenue enhancement, cost allocation, and user fee studies. These studies determined the costs of providing local government services utilizing activity based costing principles, and led to recommendations that generated significant additional revenues for local government clients.

Allegan County, Michigan	Richmond, California
Arcata, California	Rockville, Maryland
Asheville, NC	Sacramento Public Library Authority, California
Austin, Texas	San Diego CCDC, California
El Cerrito, California	San Marcos, Texas
Elk Grove, California	San Mateo, California
Fresno, California	Santa Barbara County, California
Ft. Lauderdale, Florida	San Francisco, California
Kissimmee, Florida	San Jose, California
Los Angeles, California	Santee, California
Manhattan Beach, California	Seal Beach, California
Marin County, California	Sunnyvale, California
Maui County, Hawaii	Temecula, California
Oceanside, California	Union Sanitary District, California
Pasadena, California	West Palm Beach, Florida
Red Bluff, California	Willits, California

**Operational/Management Audits.** Ms. Ramos has participated in a number of operational audit engagements focusing on reviewing existing operational and organizational structures and recommending restructuring, reorganization, and/or revised administrative procedures to enhance local government services.

Beverly Hills, California  
Boise, Idaho  
Clackamas County, Oregon  
CPS Human Resources, California  
Dane County, Wisconsin  
East Palo Alto, California  
El Centro, California  
Fresno, California  
Goodyear, Arizona  
Hayward, California  
Monroe, Michigan  
Mt. Lebanon, Pennsylvania  
Napa, California

Oakland, California  
Oceanside, California  
Placer County, California  
Richmond, Virginia  
Sacramento, California  
San Francisco, California  
San Jose, California  
Santa Clara Valley Water District, California  
Seaside, California  
Spokane, Washington  
Sunnyvale, California  
Tiburon, California  
Vancouver, Canada

**Education:**

A.A. Administration of Justice, A.A. Sociology Santa Barbara City College, Santa Barbara, CA.

**KHUSHBOO HUSSAIN**  
**Manager, Matrix Consulting Group – Financial Analysis**

**Background:**

Khushboo Hussain is a Manager with the Matrix Consulting Group and is part of our Financial Services Division. Ms. Hussain has contributed to a range of cost allocation plan, user fee, management, and operations analyses.

**Cost Allocation Plans and User Fee Studies:**

Ms. Hussain has assisted and participated in several cost allocation and user fee studies. These studies determined the costs of providing local government services utilizing activity based costing principles, and led to recommendations that generated significant additional revenues for local government clients.

Austin, Texas	Manhattan Beach, California
Asheville, NC	Maui County, Hawaii
Elk Grove, California	Pasadena, California
Fairfield, California	San Bernardino, California
Fresno, California	San Pablo, California
Ft. Lauderdale, Florida	San Mateo, California
Huntington Park, California	Santee, California
Kissimmee, Florida	Seal Beach, California
Long Beach, California	Vacaville, California
Madera, California	Willits, California

**Operational/Management Studies:**

Ms. Hussain has assisted in analyzing surveys and processes on several management audits focusing on reviewing existing operational and organizational structures to enhance local government services.

Albuquerque, New Mexico	Peachtree, Georgia
Greenbelt, Maryland	Phoenix, Arizona
Greene County, Missouri	Rancho Mirage, California
DeKalb County, Georgia	Rancho Palos Verdes, California
Half Moon Bay, California	Sarpy County, Nebraska
Montville, New Jersey	Springdale, Arkansas
Newburgh, New York	Sunrise, Florida
Niles, Illinois	University of Maryland
North Utah County, Utah	University of Oklahoma, Oklahoma
Pacifica, California	Vermont Safety Study
Pasadena, California	World Logistics Center
Patterson, California	Winnipeg, Canada

**Education:**

B.A., University of California – San Diego, International Economics  
M.A., University of California – San Diego, International Affairs

## **6. REFERENCES**

## 6. REFERENCES

The following table summarizes recently completed similar fire projects. We strongly encourage you to contact these clients about our work.

Client	Project Summary	Reference
<p><b>Dinuba, California</b></p> <p><b>Update to the Fire Department Master Plan</b></p>	<p>In this project, the Matrix Consulting Group conducted an update to the Fire Department Master Plan, which was originally developed twenty years ago for the Department by our firm (another update was developed 10 years ago). Several changes in the city had occurred since the plan including population growth, annexation and a focus on attracting large distribution centers. The analysis showed a gap in service to the western and northern portions of the City and the need to begin planning for the construction of a second station. Also, there was an immediate need to improve staffing and deployment of personnel to ensure an adequate response force could be sent on initial assignments.</p>	<p>Chad Thompson Fire Chief</p> <p>(559) 591-5931</p>
<p><b>Pacific Grove, California</b></p> <p><b>Analysis of Alternative Approaches to Providing Fire Protection Services</b></p>	<p>The Matrix Consulting Group was retained by the City of Pacific Grove to analyze alternative approaches to providing fire protection services in the City. The study examined the current services provided by the Monterey Fire Department and other options including contracting with a private company or other jurisdiction, forming a stand-alone fire department or forming a regional fire authority. The project team made several recommendations related to improving the current contract with the City of Monterey while working toward forming a regional fire authority.</p>	<p>Ben Harvey City Manager</p> <p>(831) 648-3106</p>
<p><b>Mesa County, Colorado</b></p> <p><b>Fire Services Study</b></p>	<p>The Matrix Consulting Group was retained by Mesa County and the City of Grand Junction, Colorado to conduct an independent analysis of the County's fire incident response system. Key recommendations included standardizing response procedures, establishing performance standards, developing annual training plans, consolidating two fire districts and merging one fire district with Grand Junction Fire Department.</p>	<p>Ken Watkins Fire Chief</p> <p>(970) 244-1415</p>
<p><b>Novato Fire Protection District, California</b></p> <p><b>Fee Study and Development Impact Fee Study</b></p>	<p>The Matrix Consulting Group is in the process of conducting a User Fee Study and Development Impact Fee Study for the Novato Fire Protection District. The User Fee study is looking at current and potential fees for service, as well as assessing costs for educational programs, and potential new programs such as weed abatement.</p>	<p>Bill Tyler Fire Marshal</p> <p>(415) 878-2690</p>

**TOWN OF ATHERTON, CALIFORNIA**  
**Proposal to Conduct a Fire Services Fiscal Review**

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Client	Project Summary	Reference
<b>Long Beach, California</b>  <b>Departmental Cost Allocation Plan and GEMT Cost Recovery Reports</b>	For the past four years, the Matrix Consulting Group has developed a departmental cost allocation plan for the Fire Department, in order to help identify recoverable costs associated with Harbor and Port services provided through an MOU. Additionally, GEMT cost recovery reports have been developed, including assessing the full cost of providing transport services, and the allocation of indirect costs.	David Honey Fire Admin  (562) 570-2500

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On request, we would be pleased to provide additional references for fire and financial services study projects we have completed.

## **7. DISCLOSURE**

## **7. DISCLOSURE**

The Matrix Consulting Group is unaware of any past, ongoing or potential conflicts of interest that the firm or any of the proposed project team members have or may have as a result of performing the anticipated work.

