



**REQUEST FOR PROPOSAL**

To Provide

**Community Risk Assessment and Standards of Cover Assessment**

For

**Vail Fire and Emergency Services**

July 10, 2019

Town of Vail  
Vail Fire and Emergency Services  
Vail, Colorado

## **SECTION I. Introduction**

Vail Fire and Emergency Services (VFES) is requesting a professional consultant to provide a comprehensive Community Risk Assessment and Standards of Cover document that is fully compliant with the industry best practices. This evaluation and analysis of data will be based on nationally recognized guidelines and criteria, including recognized National Fire Protection Association (NFPA) standards, Insurance Services Office (ISO) schedules, any federal and state mandates relative to emergency services, and generally accepted practices within emergency services. All methodology used in this Standard of Cover analysis of the Department will follow the methodology described in the "Community Risk Assessment: Standards of Cover", 6<sup>th</sup> Edition, published by the Commission on Fire Accreditation International (CFAI).

## **SECTION II. Background**

### **A. Vail, Colorado**

The Town of Vail is North America's Premier International Mountain Resort Community. Vail is located approximately 100 miles west of Denver, CO in the Rocky Mountains. Vail is well known for its world class skiing, beautiful mountains, plenty of sunshine and quaint villages. The community is comprised of a mix of full-time residents, part-time residents, seasonal workers and a significant number of short term rental vacation residences. There are approximately 5800 full-time residents in the Town of Vail.

VFES is a fully paid fire department providing services out of three fire stations. Services are provided by 33 line personnel, a Fire Chief, a Fire Marshal, a half-time Administrative Assistant, a Wildland Program Manager and 6 seasonal wildland firefighters. In addition to providing services within the Town of Vail, emergency services are provided through a contract with Eagle County on Interstate 70 from mile marker 182-190. There is also a portion of unincorporated Eagle County within the response area of VFES. Service is provided either through an annual contract or on a fee for service basis. VFES and Eagle River Fire Protection District share a boundary and use a closest resource protocol for incidents throughout both jurisdictions. Mutual aid is provided to other fire agencies within the county. A closest resource concept is also used for incidents occurring on the surrounding White River National Forest. Advanced Life Support EMS service is provided by a county-wide special district, Eagle County Paramedic Services. Annually VFES responds to approximately 1900 calls for service.

## **SECTION III: Scope of Professional Services**

### **A. Scope of Work -Standards of Cover & Deployment Analysis**

The intent of this scope of work will be to produce a Standards of Cover document that is fully compliant with industry best practices in the field of deployment analysis. This evaluation and analysis of data will be based on nationally recognized guidelines and criteria, including

recognized National Fire Protection Association (NFPA) standards, Insurance Services Office (ISO) schedules, any federal and state mandates relative to emergency services, and generally accepted practices within emergency services. All methodology used in this Standard of Cover analysis of the Department will follow the methodology described in the "Community Risk Assessment: Standards of Cover", 6<sup>th</sup> Edition, published by the Commission on Fire Accreditation International (CFAI).

The scope of work will include but not be limited to:

Component A - General summary of the community and constituents served by the Department.

- Service area general population and demographics.
- History, formation, and general description of the fire agency.
- Governance and lines of authority.
- Organizational design.
- Operating budget, funding, fees, taxation, and financial resources.
- Description of the current service delivery infrastructure.

Component B - Analysis and summary of the services provided by the Department.

- Review and evaluation of calls for service demographics from a historical and live traffic perspective.
- Review and evaluate operational staffing levels and distribution of resources.
- Review and evaluate administration and support staffing levels.
- Review Department performance goals, objectives, and measures.

Component C - Examine the effectiveness of inter-jurisdictional response.

The area served by the Department is adjacent to partner agency providers. The study shall evaluate the effectiveness and benefits of emergency services including services provided by the Department and by its partners.

Component D - Analysis and summary of the Community Risk.

Conduct an analysis of community fire protection risks, growth projections, and land uses and interpret their impact on emergency service planning and delivery. Land use, zoning classifications, parcel data, ISO fire flow data, economy value, building footprint densities, occupancy data, and demographic information should be used, along with specific target hazard information, to analyze and classify community fire protection risk by geography and type.

Use local planning/zoning data combined with available Geographic Information System (GIS)

data to evaluate the physical risks of the community to include:

- Overall geospatial characteristics including political and growth boundaries, construction and infrastructure limitations.
- Topography including response barriers, elevation extremes, and open space/interface.
- Transportation network including roads, rail lines, airports, and waterways.
- Evaluation of physical assets protected.

An interpretation of available census and community development data must be provided indicating:

- Population history.
  - Census-based population and demographic information.
  - Community planning-based population information.
  - Transient population and demographic information.
  - Population density.
  - Community land use regulations.
  - Occupancy types by land use designation.
  - Hazardous substances and processes.
  - Non-structural risk categorization.

Evaluate the current workload of the Department and relate that analysis to the previously described community risk:

- Prepare a demand study that analyzes and geographically displays current service demands by incident type and temporal variation.

Prepare an analysis that will include a matrix showing the community's common and predictable risk types identifying staffing and resource needs. The matrix shall be developed with attention to:

- Risk-specific staffing levels to meet the critical tasking analysis for the identified risks.
- Apparatus assignments to accommodate the anticipated fire flows and other critical functions of the identified risks.
- Time standards that will provide for effective initiation of critical tasks and functions.
- Summary of current available resources in matrix format.

Component E - Review of Historical Fire Service System Performance.

Review and make observations regarding all areas involved in, or affecting, service levels and performance. Areas to be reviewed shall include, but not necessarily be limited to:

- Distribution Study
  - Overview of the current facility and apparatus deployment strategy,

analyzed through Geographical Information Systems (GIS) software, with identification of service gaps and redundancies in initial unit arrival.

- Concentration Study
  - Analysis of response time capability to achieve full effective response force.
  - Analysis of company and staff distribution as related to effective response force assembly.
- Reliability Study
  - Analysis of current workload, including unit hour utilization of individual companies.
  - Review of actual or estimated failure rates of individual companies.
  - Analysis of call concurrency and impact on effective response force assembly (resource drawdown).
- Capacity Study
  - A study of the maximum emergency service capability of the Department resources inclusive of auto aid and mutual aid resources.
- Historical and Live Traffic Performance Summary
  - Analysis of actual fire service system reflex time performance, analyzed by individual components.

Vail Fire and Emergency Services has conducted initial analysis of Component E and has existing GIS layers related to travel time and response districts.

#### Component F - Performance Objectives and Measures.

An appropriate set of goals and objectives must be developed for the Department specific to the nature and type of risks identified as common and predictable to the community. The goals and objectives shall be developed with respect to the following:

- Distribution - Initial attack (first due) resources for risk-specific intervention.
- Concentration - Effective response force assembly, or the initial resources necessary to stop the escalation of the emergency for each risk type.

#### Component G - Overview of Compliance Methodology.

Work with the Department's management team to develop a methodology that will allow the Department to continually measure future performance. This methodology shall include, but not necessarily be limited to:

- Records Management Systems (RMS) usage policies.
- Assignment of oversight responsibilities.

- Schedule of assessments.
- Review requirements.
- Department adopted metrics

#### Component H - Evaluation, Conclusions, and Recommendations to Policy Makers:

Develop and analyze various operational models for providing emergency services with the specific intent of identifying those options that can deliver the optimum levels of service identified in the previous components at the most efficient cost. Recommendations shall be provided identifying the best long range strategy for service delivery and the impact of initiating such a strategy.

Develop one or more long range options for resource deployment that will improve the Department's level of service for the identified performance objectives and targets. This should include, but is not necessarily limited to, specific recommendations regarding:

- Any relocation of existing facilities.
- General locations of future necessary fire stations.
- Selection and deployment of apparatus by type.
- Service delivery recommendations, including deployment of operational staffing.

Evaluate and present in graphical and descriptive format for the deployment option(s):

- Degree of benefit to be gained through its implementation:
  - Extent to which it achieves established performance targets.
  - Potential negative consequences.

### **B. Development and Review of Draft Project Report.**

Develop and produce a draft version of the written report for review by the Department representatives. Feedback is a critical part of this project and adequate opportunity will be provided for review and discussion of the draft report prior to finalization. Review of the draft may be performed through web-based video conferencing. The draft report shall include:

- An executive summary describing the nature of the report, the methods of analysis, the primary findings, and critical recommendations.
- Detailed narrative analysis of each report component structured in easy to read sections, accompanied by explanatory support to encourage understanding by both staff and civilian readers.
- Clearly designated recommendations highlighted for easy reference and catalogued as necessary in a report appendix.
- Supportive charts, graphs, and diagrams, where appropriate.
- Supportive maps, utilizing GIS analysis, as necessary.
- Appendices, exhibits, and attachments, as necessary.

### **C. Delivery of Final Standards of Cover Document**

Complete any necessary revisions of the draft and produce ten publication-quality bound, final versions of the written report.

**It is preferred that the final Risk Assessment/Standards of Cover be completed by December 31, 2019.**

If the Department identifies the need, a formal presentation of the project report shall be made by Department and consultant team member's to City and/or, elected officials, and/or the general public, and shall include the following:

- A summary of the nature of the report, the methods of analysis, the primary findings, and critical recommendations.
- Supportive audio-visual presentation.
- Review and explanation of primary supportive charts, graphs, diagrams, and maps, where appropriate.
- Opportunity for questions and answers, as needed.

All presentation materials, files, graphics, and written material will be provided to the Department at the conclusion of the presentation(s).

#### **SECTION IV: Selection and Evaluation Criteria**

The ideal Proposers will possess and demonstrate the following skills and abilities (note that there is no value or ranking implied in the order of this list):

- Demonstrated ability to perform the services described.
- Experience, qualifications, and expertise.
- Quality of work as verified by references.
- A demonstrated history of providing similar services to comparable entities.
- Willingness to accept the Town of Vail's contract terms.
- Any other factors deemed relevant.
- Demonstrated ability to make progress on multiple tasks in a dynamic and ever changing process and resolve conflicts in communication, coordination, schedule, etc.
- Professional fee is competitive and based upon the scope and quality of the work to be provided and the ability to bring the project in on budget and on time.

In the event that only one (1) proposal is received in response to this RFP, the Town of Vail may require assistance from the single responsive and responsible Proposer in the preparation of a proposal price analysis in order to determine whether the single proposal received by the Town of Vail is fair and reasonable.

The Town of Vail maintains the right, but shall be under no obligation, to award a contract to the responsive and responsible Proposer whose proposal is deemed by the Town of Vail to be most advantageous to the Town as determined by capability, qualifications and other factors set forth above.

## **SECTION V. General Information**

### Limitations and Award

This RFP does not commit the Town of Vail to award or contract, nor to pay any costs incurred, in the preparation and submission of proposals in anticipation of a contract. The Town of Vail reserves the right to reject all or any submittal received as a result of this request, to negotiate with all qualified sources, or to cancel all or part of the RFP. After a priority listing of the final firms or teams is established, the Town of Vail will negotiate a contract with the first priority firm. If negotiations cannot be successfully completed with the first priority firm, negotiations will be formally terminated and will be initiated with the second most qualified firm and, likewise, with the remaining firms.

### Selection

Initial evaluation will be based upon the qualifications of the Proposer. The Town of Vail reserves the right to waive interviews and to make its final selection based solely upon the qualification statements and evaluation criteria.

### Equal Employment Opportunity

The selected consultant team will not discriminate against any employee or applicant for employment because of race, color, religion, sex, or national origin.

### Contract Phasing

Proposed tasks within this RFP may be eliminated or expanded by the Town of Vail at any time due to the progression and sequencing of the scope of work. The contract for professional services will be adjusted accordingly.

Prohibition Against Employing Illegal Aliens. Pursuant to Section 8-17.5-101, C.R.S., *et. seq.*, Contractor warrants, represents, acknowledges, and agrees that:

1. Contractor does not knowingly employ or contract with an illegal alien;
2. Contractor shall not enter into a contract with a subcontractor that fails to certify to Contractor that the subcontractor shall not knowingly employ or contract with an illegal alien;
3. Contractor has verified or attempted to verify through participation in the basic pilot employment verification program created in Public Law 208, 104th Congress, as amended, and expanded in Public Law 156, 108th Congress, as amended, administered by the United States Department of Homeland Security (the "Basic Pilot Program") that Contractor does not employ any illegal aliens. If Contractor is not accepted into the Basic Pilot Program prior to entering into this Agreement, Contractor shall forthwith apply to participate in the Basic Pilot Program and shall submit to the Town written verification of such application within five (5) days of the date of this Agreement. Contractor shall continue to apply to participate in the Basic Pilot Program, and shall verify such application to the Town in writing, every three (3) months until Contractor is accepted or this Agreement is completed, whichever occurs first. This subparagraph 3 shall be null and void if the Basic Pilot Program is discontinued;
4. Contractor shall not use the Basic Pilot Program procedures to undertake pre-employment screening of job applicants while this Agreement is being performed;
5. If Contractor obtains actual knowledge that a subcontractor performing work under this Agreement knowingly employs or contracts with an illegal alien, Contractor shall notify such subcontractor and the Town within three (3) days

that Contractor has actual knowledge that the subcontractor is employing or contracting with an illegal alien, and shall terminate the subcontract with the subcontractor if within three (3) days of receiving the notice required pursuant to this subsection the subcontractor does not cease employing or contracting with the illegal alien, except that Contractor shall not terminate the contract with the subcontractor if during such three (3) days the subcontractor provides information to establish that the subcontractor has not knowingly employed or contracted with an illegal alien;

6. Contractor shall comply with any reasonable request by the Colorado Department of Labor and Employment (the "Department") made in the course of an investigation that the Department undertakes or is undertaking pursuant to the authority established in subsection 8-17.5-102 (5), C.R.S; and
7. If Contractor violates any provision of this Agreement pertaining to the duties imposed by subsection 8-17.5-102, C.R.S. the Town may terminate this Agreement and Contractor shall be liable for actual and consequential damages to the Town arising out of said violation.

## **SECTION VI: Form of Response**

This Section contains detailed instructions to which Proposers must adhere in the preparation and submittal of proposals to the Town of Vail. For purposes of evaluation, Proposers are advised that the proposal content, completeness of information, clarity, ease of reference and effectiveness in demonstrating the qualifications of the Proposer is most important.

One (1) electronic copy (PDF) shall be submitted to the Town of Vail Share File site by 12:00 noon, (MDT), July 29, 2019. **All proposals shall be submitted electronically through the Share File Site:**

Proposals must include the following information to be considered:

- A. Cover letter describing the interest the Proposer has in working on the project and what uniquely sets them apart from other equally qualified Proposers.
- B. Professional background information about the Proposer including an indication of who is the project lead and the firm or entity responsible for execution on behalf of the team.
- C. A minimum of three (3) references from past clients on relevant or similar projects.
- D. Description of relevant knowledge and experience including:
  - Fire department deployment principles and practices.
  - Fire department staffing practices.
  - Fire department firefighter and civilian labor relations.
  - Fire department performance measurement.
  - Fire prevention, urban-wildland interface, and community risk reduction.
  - Fire department dispatch and communications.
  - Field operations for fire and emergency medical services.
  - Fire services management practices.
  - Department business practices and governance.
  - Fire department fleet management.
  - Fire services technology
  - Use of live traffic analysis
  - Safety and training.
  - Land use planning.

- Strategic, master, and business planning.
- E. Description of the development approach to the project, noting project understanding, unique challenges, assessments and project interpretation, and strengths that the individual, firm or team bring to this project. Please be clear and concise when describing the development approach.
- F. Proposed schedule for completion
- G. Specify personnel to be assigned by name, position, specific office location, and commitment of time to the project. Attach resumes of assigned personnel.
- H. Provide a fee proposal for the scope of services of the project, with a breakdown of that fee. The fee proposal breakdown shall include a complete line item budget for the work with explanations as necessary.
- J. The Proposer shall obtain and maintain in force for the term of an agreement the following insurance coverages. Certificates of insurance evidencing such coverages shall be furnished to the Town of Vail at the time of signing of an agreement. Prior to cancellation of, or material change in, any requisite policy, thirty (30) days written notice shall be given to the Town of Vail through its risk manager. All automobile liability and general liability policies shall include the Town of Vail as an additional named insured by policy endorsement.
1. Automobile Liability (including owned, non-owned, and hired) in an amount not less than one million dollars (\$1,000,000) each occurrence and not less than two million dollars (\$2,000,000) general aggregate.
  2. Worker's compensation and employer liability in accordance with the Worker's Compensation Act of the State of Colorado for employees doing work in Colorado in accordance with this Agreement and with limits in an amount not less than five hundred thousand dollars (\$500,000) each accident and not less than one million dollars disease- policy limit and not less than one million dollars disease- each employee.
  3. Comprehensive General Liability (including personal injury) in an amount not less than one million dollars (\$1,000,000) per each occurrence and not less than two million dollars (\$2,000,000) in the aggregate.
  4. Professional errors and admission liability insurance in an amount not less than one million dollars (\$1,000,000) each claim and not less than two million dollars (\$2,000,000) in the aggregate.
- K. A written statement identifying any reservations, conditions or constraints related to the request for proposals.
- L. Upon selection, the selected Proposer shall execute an agreement with the Town of Vail acknowledging that all design work, including but not limited to plans, photographs, documents, reports, engineered drawings and Project work shall be completed in a professional and workmanship-like manner and that the Project work shall fully comply with all applicable Town of Vail regulations and ordinances and State and Federal laws and requirements.
- M. A completed proposal bid form .
- N. Upon selection, the selected Proposer shall execute an agreement with the Town of Vail acknowledging that all design work, including but not limited to plans, photographs, documents, reports, engineered drawings and other work produced for the Project shall become property of the Town of Vail, and may be used or reproduced by the Town of Vail without approval from or additional compensation to the Proposer.

The Town of Vail reserves all rights to investigate the qualifications of any and all individuals and firms under consideration, to perform a financial audit of one or more firms, to confirm any part of the information furnished in a proposal, and to require further evidence of managerial, financial or professional capabilities which are considered necessary for the successful performance of work described in this RFP. The Town of Vail reserves the right to reject any or all proposals and to waive informalities and minor irregularities in proposals received.

All proposals and supporting documents, except such information that discloses proprietary or financial information submitted in response to qualification statements, becomes public information held in custody of the Town of Vail after the proposal submittal date given in this RFP. The Town of Vail assumes no liability for the use or disclosure of technical or cost data submitted by any Proposer.

Nevertheless, if a proposal contains information that the Proposer does not want disclosed to the public, or used for any purpose other than the evaluation of this offer, all such information must be indicated with the following or similar statement:

"The information contained on pages \_\_\_\_\_ shall not be duplicated, used in whole or in part for any purpose other than to evaluate the proposal provided; that if a contract is awarded to this firm as a result of the submission of such information, the Town of Vail shall have the right to duplicate, use, or disclose this information to the extent provided in the contract. This restriction does not limit the right of the Town of Vail to use the information contained herein if obtained from another source."

All such nondisclosure items specified in the proposal shall be subject to disclosure as provided in Part 2 of Article 72 of Title 24, C.R.S. ("The Colorado Public Records Act") or as otherwise provided by law.

## **SECTION VIII: TERMS AND CONDITIONS**

### **A. Invitation**

Qualified consultants (herein the "Proposer(s)") are invited to submit a sealed proposal to the Town of Vail, Colorado, to develop a Community Risk Assessment and Standards of Cover for Vail Fire and Emergency Services.

The purpose of this solicitation is to bind a qualified, competent, and experienced Proposer into a formal written agreement with the Town of Vail to perform the scope of work described in this Request for Proposals.

This invitation is not to be construed as a commitment of any kind on the part of the Town of Vail, nor does it commit the Town of Vail to pay or otherwise reimburse any costs incurred in the submission of a proposal package, nor for any costs incurred prior to the mutual execution of a formal written agreement.

### **B. Advertisement and Notice of Invitation**

Requests for Proposal (herein "RFP"), including response submittal requirements for:

**Vail Fire and Emergency Services  
Community Risk Assessment – Standards of Cover**

are available on the Town of Vail Share File site. Access to the Share File site can be obtained by emailing Shelley Bellm at [sbellm@vailgov.com](mailto:sbellm@vailgov.com). All Proposers must download the submittal requirements by registering with Shelley Bellm at [sbellm@vailgov.com](mailto:sbellm@vailgov.com). Proposers will be added to the plan holder’s list and Share File system to receive future updates. Failure to do so may result in disqualification.

All questions shall be directed to Mark Novak at [mnovak@vailgov.com](mailto:mnovak@vailgov.com) or 970-477-3474 by 12:00 pm MDT, July 22, 2019.

C. Schedule

To be considered, the following schedule shall be strictly adhered to:

**One (1) electronic (PDF) copy must be received by the Town of Vail Share File Site by no later than 12:00 noon (MDT), Monday, July 29, 2019 (the “Deadline”).** Any proposal received after the Deadline will not be considered.

RFP Questions deadline at 12:00 noon MDT.....July 22, 2019  
Written Responses to Questions by 5:00 PM MDT .....July 26, 2019  
**Proposal Deadline – Received at Share File Site by 12:00 noon MDT.....July 29, 2019**  
Finalist notified .....August 2, 2019

The Town of Vail is under no obligation to comply with the schedule shown above, provided that all prospective Proposers or other interested parties known to the Town of Vail shall be notified equally of changes made to the schedule by the Town of Vail within a reasonable time after any such changes are made. In no event shall any proposer or other interested parties have any redress to the Town of Vail, be it financial or otherwise, in the event the Town of Vail changes this schedule in any way. Responsibility for submitting the proposal to the Town of Vail on or before the Deadline shall remain solely and strictly that of the Proposer.

All Proposers are encouraged to review this RFP carefully and to investigate all conditions involved in the execution of work requested. The selected Proposer shall not be allowed additional compensation for items on which it has failed to inform itself prior to the opening of proposals.