

Request for Proposal

City of Muskegon

Fire – Rescue - Medical First Response Services

Questions may be presented in writing to Frank Peterson at
frank.peterson@shorelinecity.com

Electronic submission of completed RFP preferred

Proposal Created By: Jake Eckholm, City Manager and Christopher Dean, Fire Chief
 Agency Name: City of Muskegon Heights
 Contact Information: 231-733-8870, Jeckholm@cityofmuskegonheights.org

Thank you for taking the time to respond to the City of Muskegon’s request for proposal for fire, rescue, and medical first response services. The City of Muskegon has a number of goals that we wish to accomplish as part of this process. Accordingly, your proposal will be measured in-part on how our leadership feels you are best-able to address those goals. The stated goals are as follows:

Please provide responses to the following:

1. Historic Coverage Levels. For many years, Muskegon has operated its department with a minimum of nine firefighters 24/7. Beginning in October 2017, this was reduced to six firefighters 24/7; this has been concerning to members of our community.
 - a. Please create your proposal to reflect a minimum of nine firefighter coverage 24/7 throughout the entire service area.

Response: The City of Muskegon Heights is proposing a multi-jurisdictional system entitled the “Muskegon Heights Metro Fire Service” which would staff a total of 15 firefighters per shift stationed in the current 3 stations operated by the Muskegon Fire Department as well as the current single station operated by the Muskegon Heights Fire Department. These 15 fire service professionals would include the existing three (3) full time personnel typically stationed in Muskegon Heights, ten (10) additional full time fire service personnel, and two (2) daily staffed part time firefighter positions. The table below indicates the proposed breakdown of staff that would be added to the organization, and the existing staff from Muskegon Heights Fire Department that would be blended into the Metro model.

| Proposed New Hires | Existing MHFD Team |
|-----------------------------------|---------------------------------|
| 18 Full Time Firefighters | 6 Full Time Firefighters |
| 15 Part Time Firefighters | 3 Part Time Firefighters |
| 9 Lieutenants | 3 Lieutenants |
| 3 Captains, 1 Deputy Chief | 1 Fire Chief |

In addition to these positions the City of Muskegon Heights would propose an additional full time clerical position, as well as a full time Fire Marshal position and a part time Fire Marshal. This would bring the total staffing for the Metro Service to 62 team members, with 43 full time and 19 part time personnel.

- b. If your agency believes it can provide coverage that is less than nine firefighters 24/7, and still meet the needs outlined in this document, please provide an alternate fiscal proposal as the space indicated on Page 8. Please indicate here how you will provide adequate service to Muskegon 24/7 in this situation, and specifically how you will address peak call volume times.

Response: At this time with the data we have reviewed we believe the model proposed is ideal and will provide adequate fire and medical first response services to accommodate concurrent calls for service. This model will also provide a roster of part time staff to mitigate overtime as a result of sick/vacation utilization by staff, and also will allow for an accelerated onboarding of new full time positions when turnover typical of a larger organization occurs.

2. Scope of Services: Fire, rescue, and medical first response services are to be provided 24 hours per day, seven days per week to the City of Muskegon. The City recognizes that the potential contract agency has existing procedures for scheduling of officers, determining appropriate shift strength, firefighter deployment, and general operating. Please provide in narrative form, how your agency intends to provide 24/7 services to the City of Muskegon. Please be specific as to why your agency feels that this is the best strategy for the City of Muskegon.

Response: The Muskegon Heights Metro Fire Service is designed to operate on a color coded “Kelly Shift” system, with 3 teams of 15 assigned to 24 hour shifts within the service area. This is a common arrangement for Fire Service personnel and will provide the desired 24 hour coverage to the community while avoiding excessive consecutive service times by the staff. The table below illustrates the shift arrangement with the total crew staff included in the examples for each station. *This is not necessarily intended to be the daily staffing model, as needs would change based on call volumes geographically, special events in a particular area of the metro district, or other exigent circumstances.

| Shifts per Station | | | |
|---------------------|-----------|-----------|-----------|
| | Red | Blue | Green |
| Firefighters | | | |
| Nims | 2 | 2 | 2 |
| Marquette | 2 | 2 | 2 |
| Central | 2 | 2 | 2 |
| Heights | 2 | 2 | 2 |
| Lieutenants | | | |
| Nims | 1 | 1 | 1 |
| Marquette | 1 | 1 | 1 |
| Central | 1 | 1 | 1 |
| Heights | 1 | 1 | 1 |
| Captains | | | |
| Per Shift | 1 | 1 | 1 |
| Part Time FF | 2 | 2 | 2 |
| Total | 15 | 15 | 15 |

3. Other Agency Resources (Mutual Aid and Auto Aid). If your agency intends to utilize fire-related services from other organizations at certain times to service Muskegon, please indicate how you intend to do so (i.e. to meet shift strength, cover emergencies, assist with certain call types, improve response times, etc.).

Response: The proposed model adequately staffs the entire service area so that all existing mutual aid/automatic aid agreements that exist today will be adequate and can remain unaltered. This model should reduce the need for mutual aid assistance for the City of Muskegon overall, depending on the call trends over future years. It should be noted that none of the fire departments in Muskegon County meet NFPA manning standards and given the nature of our contiguous communities, the county-wide mutual aid agreement has been and shall remain crucial in future service provision scenarios.

4. Minimum Level of Service. Fire, rescue, and medical first response services shall encompass duties and functions of the type customarily rendered by a municipal fire service for the benefit of residents within its own jurisdiction. The contracting agency will be expected to provide at minimum the following described level of service:
 - a. Plan, establish, direct, and control policies and programs designed for the prevention of fires, responding to emergencies, and providing the usual and customary fire, rescue, and medical first

response services to all citizens. Please explain in narrative form how you intend to provide this service to the City of Muskegon.

Response: The City of Muskegon Heights has long maintained a comprehensive fire prevention program which includes several annual events for residents, an annual budget for smoke detector installations, and most recently the implementation of an “auto-out” oven hood extinguisher installation program. We would propose implementing these in the entire service area and also continuing any fire prevention programs currently operated by the Muskegon Fire Department. As an existing partner to the City of Muskegon, the Muskegon Heights Fire Department in its current form already commonly assists with structure fires and other emergencies, and has established organizational standards which provide excellent medical first response, extrication, and firefighting services. We propose to expand and replicate this excellent scope of services into a metro model with increased staffing in order to fulfill the needs for both the citizens of Muskegon and Muskegon Heights.

- b. Respond to all appropriate fire, rescue, and medical first response calls for service. Please explain in narrative form how you intend to provide this service to the City of Muskegon.

Response: With the proposed staffing model, the Muskegon Heights Metro Fire Service would have adequate staffing to staff all necessary engines as well as a primary medical car. This would allow the MHMFS model to respond to concurrent calls in any portion of the service area. Additionally, with the current Muskegon Heights Fire Station location automatically responding to the larger proposed district, some areas of the city of Muskegon can be served with faster response times than the existing first due engines. This model will provide a more unified, faster, and consistent response to the entire service area.

- c. The contract agency will be expected to prepare written reports, complete/maintain records, testify in court, and perform all other functions necessary in the successful administration of service. Please explain in narrative form how you intend to provide this service to the City of Muskegon.

Response: We agree with the proposition of a 10-year service contract between the two municipalities, and within that contract we propose laying out specific reporting requirements that the City of Muskegon Heights would be required to supply on a monthly basis. Our current Fire Chief Christopher Dean has extensive experience controlling the operational and administrative needs of a fire service organization, and the City of Muskegon Heights is confident that our staff have every ability necessary to provide a well-documented and transparent fire service for this metro district, including run data, reviews and outcomes of impactful calls for service, concurrent call reports, and administrative reports on mutual aid and relations with other fire service jurisdictions. We currently track and maintain all of these benchmarks in partnership with Muskegon Central Dispatch, and issue monthly reports to our City Council.

- d. The City of Muskegon desires to maintain its current ISO rating of 4. The contracting agency would be expected to perform at a level that maintains this rating.

This will not be an issue due to coverage levels being maintained or increased in all areas of the district, and the ISO rating of both communities could potentially improve if the model is implemented as proposed.

- e. From a staffing standpoint, The City of Muskegon expects that the entire fire district would be staffed with a minimum of nine firefighters each day, but the contracting agency should have the responsibility to adjust staffing levels based on actual service need(s).

As previously mentioned, the City of Muskegon would be combined with the City of Muskegon Heights as a contiguous service area, with 15 total firefighting personnel per shift, not including the Deputy Chief, Fire Marshal, and Fire Chief who would all also be fully trained and certified responders on structure fires if needed. This is a significant increase from the current average staffing of 9 to 11 personnel between the two independent fire departments. Daily staffing levels would be prioritized to accommodate geographic call volumes, staff absences, and area events that would require additional coverage such as local festivals, sporting events, or other exigent circumstances. These staffing assignments would be under the authority of the Fire Chief.

5. Labor, Equipment, Supervision. For the purposes of performing its obligations under the agreement, contracting agency shall furnish and supply all necessary qualified labor, supervision, personal equipment, communication facilities, and supplies necessary to maintain the level of service to be rendered. The City of Muskegon will own and provide all real property structures, vehicles, firefighting apparatuses, and major capital equipment. Please explain in narrative form how you intend to provide this service to the City of Muskegon.

Response: The City of Muskegon Heights would interview, hire, train, and provide all personnel in this model. We propose the purchase of all existing personal equipment other than the listed assets which would remain property of the City of Muskegon. We will rotate all purchased equipment into an annualized Operations and Maintenance plan for the entire organization, and make annual capital improvement/replacement recommendations for all City of Muskegon owned assets. In short, the City of Muskegon Heights will provide and outfit all personnel, keep and replace all of the existing assets of the Muskegon Heights Fire Department, and utilize retained assets of the City of Muskegon such as facilities and vehicles in order to provide services to the district.

6. Assignment of Muskegon Firefighters. In an effort to facilitate a smooth transition from local service to contract service, the City of Muskegon would like the contracting agency to commit to offering positions to up to six current Muskegon Firefighters. Please indicate how many of our firefighters will be offered employment by the contracting agency, and how many of those (if any) could be assigned back to Muskegon for the initial 12 month period of the service agreement.

Response: All existing Muskegon Fire Department Personnel will be encouraged to apply for a position with the Muskegon Heights Metro Fire Service, and our goal will be to hire as many as possible to ensure a smooth service transition and also to ensure that existing training needs are met in the first year such as water rescue. We will not expressly guarantee positions to any individual without their taking part in our internal testing, interview, and onboarding process. The Fire Chief will reserve all shift assignment rights that are not dictated by seniority in the Muskegon Heights Fire Department Local 615 bargaining unit agreement, however the intention will be to staff personnel where they are most familiar and so it will be likely that any existing Muskegon Fire Department staff that are added to this team will be stationed in Muskegon based stations.

7. Fire Inspections. The City of Muskegon has well-established fire inspection program. Currently, there is one firefighter/marshal assigned to this position. The City of Muskegon will request that this position and its occupant remain intact. The City of Muskegon is considering utilizing this position/employee internally to continue to provide this service as part of the City of Muskegon's existing building code program. If this person/position were to transition to the contracting agency, the City of Muskegon understands that he may be used to provide fire marshal and inspection services to the entire district. Please describe how your agency proposes the Muskegon Fire Marshal could transition into your agency. Note that in the

budgeting portion of this document, fire inspection costs are requested as a stand-alone item to provide the City of Muskegon the option to retain this position internally.

Response: The proposed model includes taking this position into the auspices of the Muskegon Heights Metro Fire Service and making them a direct report of the Fire Chief. This will be essential to coordinate services throughout the entire district. We also propose that an additional part time fire marshal position be created as a direct report to the existing marshal to handle the increased workload of a larger service area. The budgeted costs are broken down for review in the appropriate section of this document.

8. Representative to act as liaison. Contracting agency will be expected to provide a representative to act as a liaison between contracting agency and the City. This representative will be expected to communicate with the Muskegon Director of Public Safety no less than once per week regarding the operational status of the fire service. This representative will also be expected to attend one Muskegon City Council Meeting per month, and supply the City with a written report of activities within 10 days of the completion of each calendar month. Please explain in narrative form how you intend to provide this service to the City of Muskegon.

Response: As the director of the workflow of this model, Fire Chief Christopher Dean will serve as the operational liaison to the City of Muskegon and correspond regularly with the Director of Public Safety. He will also provide monthly reports to administration in the City of Muskegon and attend one monthly City Council meeting. Muskegon Heights City Manager Jake Eckholm will serve as the liaison to the management of the service contract for the City of Muskegon Heights and as the direct supervisor of Chief Dean.

9. Response Time. The contracting agency will be expected to meet or exceed an average 5 minute initial response time (for the first unit on scene) for all emergency calls. The response time standard must be met 90% of the time calculated on a monthly basis. Please explain in narrative form how you intend to provide this service to the City of Muskegon.

The proposed model will not only improve response times to the southeastern portion of the City of Muskegon by having the current Muskegon Heights station as the first due engine, but will maintain or improve response times for the entire proposed service area. We agree with the City of Muskegon's proposal for monthly response time reports and are confident that the staffing and operations model as described will achieve this goal.

10. Fines and Fees. The City of Muskegon will receive and retain all fees generated through service delivery, inspection, and/or enforcement efforts related to fire services, including fire safety inspections and emergency response cost recovery/reimbursements.

The City of Muskegon Heights agrees with these terms concerning those fees collectible within the city limits of Muskegon. The City of Muskegon Heights will receive and retain all fees generated within its own city limits, and the Fire Chief and administrative staff will be responsible for ensuring all appropriate fees are invoiced to the right jurisdiction.

11. Retirement of Vehicles. The City of Muskegon currently owns a number of service vehicles. Please explain how your agency would make use of these vehicles (including maintenance), and what processes you intend to follow in determining replacement schedules. A list of fleet vehicles will be provided.

The City of Muskegon Heights has physically reviewed all vehicles currently in the Muskegon Fire Department Fleet and proposes no changes or replacements for the first two years of the contract. In the first 6 months of contract implementation the City of Muskegon Heights administrative team will provide a Capital Improvement/Replacement recommendation that will include major vehicle repairs

and replacements if necessary. General maintenance of vehicles is intended to be completed by in-house firefighter/mechanic positions as is currently the case in Muskegon, and major repairs and maintenance will be contracted out on a competitive estimate basis and assessed to the City of Muskegon in monthly contractual billing statements to reimburse the City of Muskegon Heights. Muskegon Heights will continue to maintain and replace any vehicles in the fleet that originated with the Muskegon Heights Fire Department.

12. Current Muskegon Fire Stations. The City of Muskegon intends to make its current fire stations available for use by the contracting agency. City leadership realizes that there is significant benefit when more firefighters occupy these structures. Please explain how you may utilize the building to service not only Muskegon, but to also service your agency's other service other area(s).

Response: The model as proposed would consider both municipalities as one service area, and therefore will allocate resources to sufficiently serve the entire district. With the centralized nature of the existing Muskegon Heights Fire Station it houses the closest engine available for the whole of the City of Muskegon Heights. The advantage to both communities will be the flexibility of this model. See the below example:

There are 2 firefighters and 1 lieutenant stationed in the Nims Fire Station and 2 firefighters and 1 lieutenant in the Muskegon Heights Station. There is a medical call at Pere Marquette Beach which requires the first due engine out of the Nims station. During their call for service another medical call takes place in the Glenside neighborhood, and Muskegon Heights Fire Station is the closest due engine in the district by at least 3 minutes. This shows the versatility of a larger district with 4 stations in a contiguous metro district.

13. Current Muskegon Office Personnel. The City of Muskegon has one office position assigned in-part to the current Fire Department. It is the City of Muskegon's intention to eliminate as much of that person's fire-related duties as possible. Please explain how your agency would handle administrative coordination with the City of Muskegon's Public Safety Department.

Response: The proposal calls for the hiring of one full time administrative assistant that would complete functions for the Fire Chief, Deputy Chief, Fire Marshal, and also maintain daily office functions. This person would ideally be assigned a common contact person in the City of Muskegon so as to maximize administrative efficiency of contract implementation. The proposal allows the City of Muskegon to completely reassign the existing staff member to non-fire related duties.

14. Current Muskegon Firefighters. As indicated in Number 6 above, the City of Muskegon prefers that at least six current firefighters be offered positions with the contracting agency. In narrative form, please indicate how those officers would transition into employment with your agency. Specifically, please provide specifics related to the following:

- a. Will Muskegon firefighters be required to pass physical and/or psychological examinations?
Response: Yes, we conduct a physical agility test and are planning on implementing a psychological examination with all future hires.
- b. Will Muskegon firefighters be required to complete a probationary period with your agency?
Response: Yes, all new firefighters on our team complete a one year probationary period.
- c. Will Muskegon seniority be used in factoring any salaries or benefits?
Response: No, salary and benefits will be determined by the hiring team based on qualifications and experience. Seniority would not travel with any hires from any agency, including the City of Muskegon.
- d. Will Muskegon seniority be used in calculating shift bidding order?
Response: No, Muskegon Fire Department seniority will not be considered in shift bidding.

- e. Will Muskegon seniority be used in determining ability to test for promotions and/or special assignments?

Response: No, Muskegon Fire Department Seniority will not be considered in promotions within the Muskegon Heights Metro Fire Service.

- f. We have firefighters with specialized training. How would your agency intend to utilize this specialized training?

Response: Our goal is to hire all necessary personnel to conduct the necessary functions of this organization. This includes water rescue/recovery, extrication, and other specialized functions. Muskegon firefighters with this experience will have advantage in the hiring process over those without, but they must still participate in our interview process. Within the first several months of the contract implementation the City of Muskegon Heights will ensure that staff are adequately trained for all functions of the organization.

15. How does your agency propose to mark/identify the emergency response vehicles covering Muskegon?

Response: All vehicles will be branded as "Muskegon Heights Metro Fire Service."

16. If you were selected as the preferred vendor, would you be ready to begin implementing a contract by October 1, 2018? If not, what is the earliest your organization would be ready to implement a contract?

Response: It is unlikely that any contracting agency could be ready for turnkey operations by October 1, 2018. We propose that, if an agreement is reached, contract language should be finalized and ratified by both municipalities by August 1st, 2018 with hiring and inventory of purchased equipment to take place immediately thereafter. The earliest the City of Muskegon Heights would agree to implement contracted services would be January 1st of 2019 to ensure adequate time to hire, train, and orient all necessary staff.

17. The City of Muskegon intends to make the following data available to the contracting agency to assist with responding to this request (and additional data/information may be requested directly from the Muskegon City Manager's office):

- a. Emergency Response Data for calendar years 2008-2017
- b. Existing equipment inventory (including vehicles)
- c. Current year's and three previous years' operating budgets
- d. Map of the current response area by district

Fire, Rescue, Medical First Response Services Cost Proposal

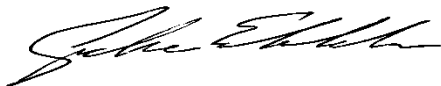
| Costs to Muskegon Year 1 | |
|---------------------------------|-----------------------|
| Staffing | |
| Firefighters-18 | \$1,323,319.14 |
| Lieutenants-9 | \$ 790,438.32 |
| Captains-3 | \$ 274,919.52 |
| Marshal | \$ 91,639.84 |
| PT Marshal | \$ 23,957.00 |
| PT FF-18 | \$ 247,000.00 |
| Clerical | \$ 76,240.27 |
| Asst. Chief | \$ 104,155.40 |
| Chief | \$ 35,000.00 |
| Other Costs | |
| Training | \$ 50,000.00 |
| Overtime/Holiday | \$ 100,000.00 |
| Equipment | \$ 100,000.00 |
| Admin Fee | \$ 297,502.00 |
| Total Contract Cost | \$3,514,171.09 |

| Costs to Muskegon Year 2 | |
|---------------------------------|-----------------------|
| Staffing | |
| Firefighters-18 | \$1,363,018.71 |
| Lieutenants-9 | \$ 814,151.47 |
| Captains-3 | \$ 283,167.11 |
| Marshal | \$ 94,389.04 |
| PT Marshal | \$ 23,957.00 |
| PT FF-18 | \$ 247,000.00 |
| Clerical | \$ 78,527.48 |
| Deputy Chief | \$ 107,280.06 |
| Chief | \$ 36,050.00 |
| Other Costs | |
| Training | \$ 50,000.00 |
| Overtime/Holiday | \$ 100,000.00 |
| Equipment | \$ 100,000.00 |
| Admin Fee | \$ 304,754.09 |
| Total Contract Cost | \$3,602,294.95 |

| Costs to Muskegon Year 3 | |
|---------------------------------|-----------------------|
| Staffing | |
| Firefighters-18 | \$1,403,909.28 |
| Lieutenants-9 | \$ 838,576.01 |
| Captains-3 | \$ 291,662.12 |
| Marshal | \$ 97,220.71 |
| PT Marshal | \$ 23,957.00 |
| PT FF-18 | \$ 247,000.00 |
| Clerical | \$ 80,883.30 |
| Deputy Chief | \$ 110,498.46 |
| Chief | \$ 37,131.50 |
| Other Costs | |
| Training | \$ 50,000.00 |
| Overtime/Holiday | \$ 100,000.00 |
| Equipment | \$ 100,000.00 |
| Admin Fee | \$ 313,083.84 |
| Total Contract Cost | \$3,693,922.22 |

All costs are based on current contracted wage tables plus year over year rate increases. Training, holiday expense, and equipment costs are not calculated into the 10% administrative fees assessed to the City of Muskegon in the above proposal. Final costs and associated annual increases to be itemized in 10 year service contract.

Submitted by:



Jake Eckholm, City of Muskegon Heights