

**Proposal to Conduct a Community Risk  
Assessment / Standards of Cover Study**

**ASPEN FIRE PROTECTION DISTRICT, COLORADO**

May 15, 2022

**matrix**   
consulting group

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May 13, 2022

Nikki Lapin  
District Administrator  
Aspen Fire Protection District  
420 East Hopkins Avenue  
Aspen, CO 81611

Dear Ms. Lapin:

The Matrix Consulting Group is pleased to provide you with our proposal to develop a Community Risk Assessment / Standards of Cover document for the Aspen Fire Protection District. This proposal is based on our review of the RFP and the District.

Our team's fire and emergency medical service analytical experience includes over 350 projects throughout the country, including these sample assignments:

Albany, California	Grants Pass, Oregon	Pacific Grove, California
Anchorage, Alaska	Highland, California	Peoria, Illinois
Arlington, Texas	Huntington Beach, California	Placer County, California
Barnstable, Massachusetts	Los Lunas, New Mexico	Red Bluff, California
Bellingham, Washington	Mason, Ohio	Reno, Nevada
Big Bear, California	<b>Mesa County, Colorado</b>	Sacramento, California
Butte County, California	Milwaukee, Wisconsin	San Antonio, Texas
Chelsea, Massachusetts	Monrovia, California	Somerville, Massachusetts
Dinuba, California	Monterey, California	<b>Steamboat Springs, CO</b>
Dixon, California	Napa, California	West Sacramento, CA

We are also conducting fire studies in Phoenix (AZ) and Boise (ID).

The assigned project team has conducted numerous Community Risk Assessment/Standard of Cover studies over the past several years. Two of the team members have direct experience working with the Center for Public Safety Excellence as Team Leaders and agency assessors.

The following points characterize our approach to conducting fire staffing studies:

- All of the staff for our proposed team are extremely experienced, having themselves conducted up to hundreds of EMS and fire service studies.

1650 S. Amphlett Blvd., Suite 213 • San Mateo, CA 94402 • 650.858.0507  
SF Bay Area (Headquarters), Boston, Charlotte, Dallas, Irvine, Portland, St. Louis

- The President of the firm, with 40 years of public safety analytical experience would manage the project.
- Our lead analyst, Robert Finn, has led the analysis of all of our fire and EMS studies over the past 11 years and is a member of the NFPA and former Peer Assessor and team leader with CPSE.
  
- We are a 'fact based' firm providing detailed data collection and analysis.
- We obtain extensive input from 'stakeholders' in all of our studies, including municipal managers, elected officials and fire service managers.
- We work closely with our clients through interim reports and review meetings.

The Matrix Consulting Group has not identified any reservations, conditions, or constraints related to the District's RFP. If you have any questions, please do not hesitate to contact me at 650-858-0507 or via email at [rbrady@matrixcg.net](mailto:rbrady@matrixcg.net).

*Richard P. Brady*  
**Matrix Consulting Group**  
Richard P. Brady

# 1 Background and Project Plan

This section of the proposal provides our understanding of the project and our plan for meeting the needs of the Aspen Fire Department on this project.

## 1. Study Background

The Aspen Fire Protection District is seeking the services of a qualified consultant to develop a Standards of Cover Study (SOC). The District is an all-risk fire and EMS agency that provides services to businesses, residents, and visitors to the City of Aspen and surrounding areas.

The Standards of Cover study will assist the District in ensuring a safe, effective and appropriately sized response force for fire suppression, emergency medical services and specialty response situations. This will ensure a collaborative evaluation of current practices and a path of action for future deployment, facilities, staffing and operations.

The study will include the following categories of work:

- General summary of the community and constituents served by the District
- Analysis and summary of the services provided by the District
- A survey and write-up for input from the community
- Up to five web-based community meetings with select groups
- Examination the effectiveness of inter-jurisdictional response
- Analysis and summary of the Community Risk
- Review of Historical Fire Service System Performance
- Performance Objectives and Measures
- Overview of Compliance Methodology
- Analysis of District Governance, Leadership Roles, Responsibilities and Function
- Evaluation, Conclusions, and Recommendations to Policy Makers

The Aspen Fire Protection District currently encompasses 87 square miles in Pitkin County, including the City of Aspen and the Pitkin County Airport. A volunteer organization since 1881, the District hired its first career firefighters in 2020 and now accomplishes its mission with a staff of three Career Battalion Chiefs, 3 Career Lieutenants, 9 Career

Firefighters, over 40 committed volunteers and volunteer officers, a 2-person prevention division and additional operations and administrative support staff.

## 2. Task Plan

### **Task 1** | **Initiate the Project and Document Fire Service Trends and Issues that Led to this Study.**

The purpose of this first task is to develop a thorough understanding of issues and expectations of all key parties to the study. Completion of this task will include:

- Interview the leadership in the Aspen Fire Protection District (AFPD) and, if desired, elected officials. During the course of these interviews, the project team will explore the following:
  - Attitudes toward current service levels and service responsiveness.
  - Views toward any unmet fire related needs.
  - An understanding of cost of service trends and issues.
  - An understanding of emergency medical services response in the District.
  - Growth prospects for the District.
- Interview the Chief, chief officers and personnel in the Aspen Fire Protection District. These interviews would review and discuss such issues as the following:
  - How the District currently serves the community.
  - Trends and issues that have arisen over the past few years in providing emergency services in the District.
  - Service and resource allocation issues facing the District that could further impact service delivery in the District as growth occurs.
  - Regional public safety service issues in providing services to the District.

We would also interview other District and City representatives at the outset, including the following:

- District collective bargaining group representatives.
- Human resources and other key internal service representatives.

- Development and community planning leadership.
- We would also identify regional fire representatives for later contact regarding future opportunities for collaboration.

We will also conduct a one and half day Risk Assessment and Standard of Cover development meeting with AFPD Board members, executive staff, career and volunteer leadership to inform them of the process and gain input for the study.

Finally, this task would also start the process of identifying key data sources.

#### **TASK RESULT**

**The result of this task would be a final project work plan reflecting the project team's updated understanding of the project and development of a weekly schedule and task plan for the project.**

## **Task 2 | Gather Community Input**

In order to maximize input to the study and help build a foundation for the analysis, extensive input from local leaders, civic groups, and neighborhood associations provides key insights into service expectations and future changes to the emergency service system. Our preference for group interviews and meetings is to be held in person. However, the current pandemic has caused us to re-imagine this part of the process. We have conducted numerous virtual group meetings and interviews to provide the input necessary for an effective participation and feedback.

Safety of everyone is paramount and if the conditions change, we stand ready to conduct these sessions in person. We propose two alternative approaches:

- Up to five (5) virtual meetings with select groups from the community.
- Use of an online anonymous community survey.

We expect to conduct scores of interviews in the community in order to understand the views of the community related to their emergency services. This will include small group interviews to understand the services provided in each service area of the District.

We will also develop an anonymous online survey for the community using SurveyMonkey, which also ensures that only one response can be completed per

individual. The survey will provide the community with the opportunity to provide input into the study, and will elicit responses on topics including:

- Prioritization of services by the Fire District
- Concerns about the Fire District
- Expectations of the residents/taxpayers and the cost associated with the service
- Perceptions of the Fire District
- Controlling costs

The perspectives of the community and the general public are important as are the perspectives of elected officials, administration, and staff of the Fire District.

#### **TASK RESULT**

**The results of the workshops and surveys will be reviewed with the District project team. The results will be utilized in the development of the draft and final report and provided in a summary form within the report.**

### **Task 3 | Evaluation of Current Conditions**

A key to this analysis is the development of a detailed understanding of workloads and service levels. To develop this level of understanding, we will document the current community characteristics and analyze workload and service levels as described in the following illustrative subsections.

#### **(1) Description of the Community Served.**

The project team will document basic descriptive information about the Aspen Fire Protection District and the community they serve, including:

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



## (2) Review of Services Provided.

The project team will work to fully understand the services currently provided by the Aspen Fire Protection District and conduct evaluation on these services. Areas to be considered include:

- Review of firefighter/EMS staff distribution and assignment
- Review and evaluation of administration and support staffing levels
- Review and evaluation of operational staffing levels
- Review staff allocation to various functions and divisions in the District
- Review the staff scheduling methodology in the District
- Review of any current performance goals, objectives and measurements
- Review of the current staffing and service delivery compared to benchmarks

## (3) Review of Fire Stations and Capital Assets

Fire Stations and other facilities used by the Aspen Fire Protection District will be toured to ensure they provide an appropriate and safe location for employees to work and operate from. The project team will tour each facility utilized and review conditions using the NFPA 1500 (2021) checklist to ensure the following:

- **Complete a detailed facilities inventory.** We will meet with facility management personnel to review maintenance histories for each of the fire stations.
- **Conduct a functional analysis of each station.** We will tour each fire station to analyze the building condition, efficiency, square footage, staff per square foot and adjacencies. We will identify underutilized and crowded spaces/conditions. What is the access/egress from the facility? Is the station efficient? Can it accommodate other site amenities? Are there immediate maintenance or improvements needed? Is there proper ingress and egress at the facility? What is the long-term projection for the station life cycle?
- **Inspect the general site conditions.** This assessment will examine all parking lot conditions such as surfacing, sealing and striping, as well as sidewalks and access ramps, steps and entrances into the building. Any deficiencies will be identified and reported. Drainage, fencing and signage will also be examined.
- **Evaluate the building envelope.** The condition of exterior walls, windows, doors

and the roof will be assessed, and any required repairs noted, including prior leaks and previous repair attempts. Adequacy of existing parking on-site? Maintenance needs to avoid costly decay of the building elements will be included in the assessment and included in the report.

- **Evaluate the building interior.** The general conditions of the interior finishes and substrates including walls, floors, insulation, ceilings, doors/hardware and casework/millwork will be assessed for any inefficiencies and required corrections.
- **Identification of life safety issues.** All life safety issues will be identified, and recommendations made to bring all such deficiencies into compliance. Issues to review include, emergency egress, emergency lighting, alarms and pull boxes, fire suppression systems and the quantity and placement of fire extinguishers.
- **Cleaning and Maintenance Issues.** Evaluation of the appropriateness of facilities for cleaning, disinfection and storage to minimize exposure to known cancer causing items. The scheduled, preventative and maintenance programs for each facility will be fully examined.
- **Apparatus Assessment.** During the station tours an assessment of the apparatus housed at each station to ensure it meets the current and project needs of the response area will be conducted with the age, condition and serviceability of the apparatus document. This will allow the development of an appropriate apparatus replacement schedule during the development of the study.

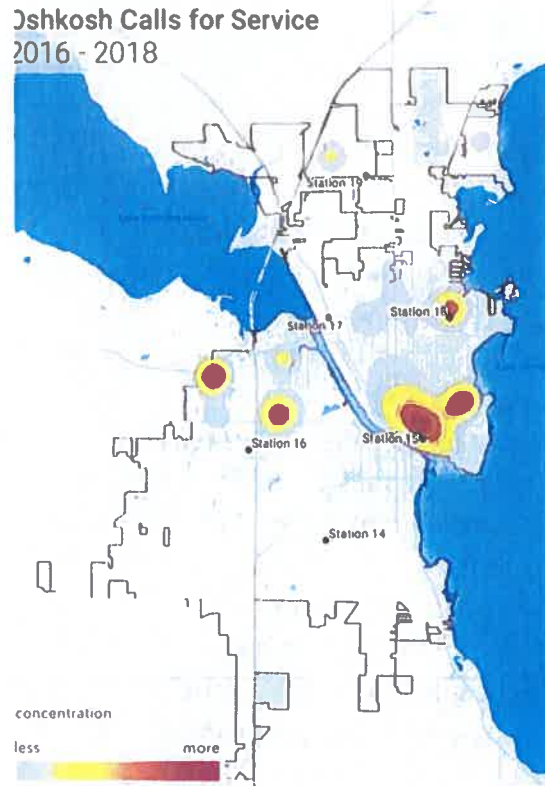
Recommendations for any facility modifications to ensure full compliance with applicable codes and standards will be developed after the assessment.

#### **(4) Conduct a Community Risk Assessment.**

The project team will work to fully understand the range of hazards found within the Aspen Fire Protection District's area of responsibility and growth projections for the District. Specific steps to understanding the fire and non-fire risks present in the District's service area will include:

- Review of local planning/zoning data combined with Geographic Information System (GIS) data to evaluate the physical risks of the community, including:

- Overall geospatial characteristics including political and growth boundaries, construction and infrastructure limitations
  - Topography including response barriers, elevation extremes and open space/wildland interface
  - Transportation network including roads, rail lines, airports and waterways
  - Evaluation of physical assets protected
  - Evaluation of development in Aspen
- Review of available census and community development data 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
    - Locations of mid-rise and high-rise occupancies
    - Occupancy types by land use designation
    - Hazardous substances and processes
    - Non-structural risk in the service area
  - Evaluation of the workloads of the District and how it relates to risks, including:
    - A **Demand Study** that will analyze and geographically display the current service demand by incident type and temporal variation

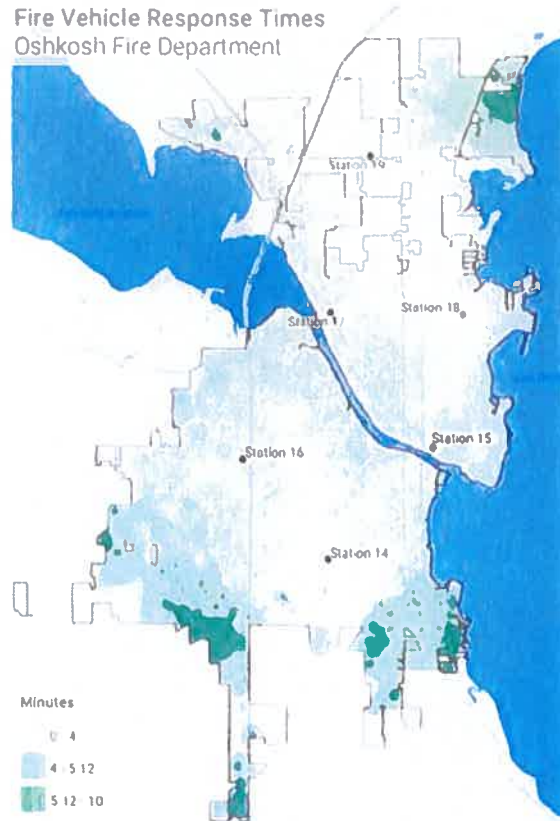


- Development of a matrix for the common and predictable risk types and corresponding staffing, resource needs and time standards to mitigate these types of emergencies. This will allow comparison of the current deployment capabilities and calls against community risks.
- Summary of the current available resources and how they correspond to the community risk profile

**(5) Review of Historical System Performance**

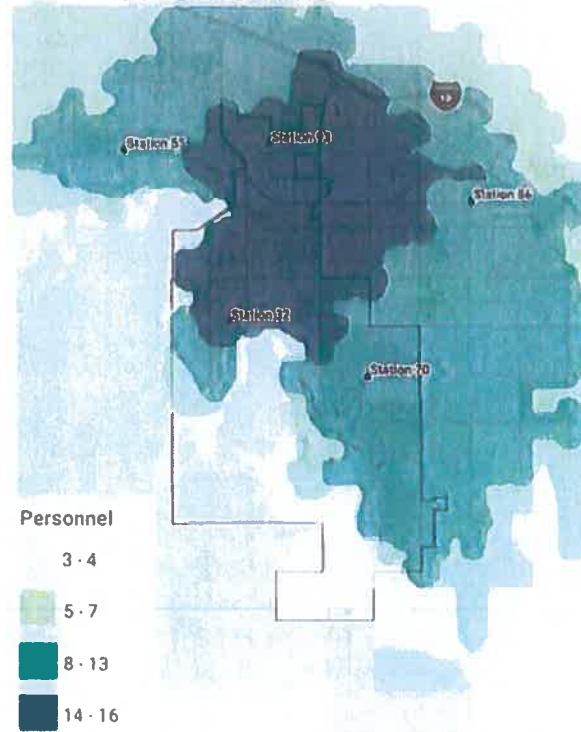
The project team will review and make observations in areas specifically involved in, or affecting, service levels and performance. This will include reviewing the impact of traffic calming strategies and other modifications that can impact response travel times. Key areas to be reviewed will include:

- **Distribution Study** – Overview of the current facility and apparatus deployment strategy, analyzed through GIS software, with identification of service gaps and redundancies in initial unit arrival.



- **Concentration Study**
  - Analysis of response times to achieve a full effective response force
  - Analysis of company and staff distribution as it relates to the assembly of an effective response force

### Estimated Personnel Concentration 14 Minute Drive Time



- **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 the impact on the ability to assemble an effective response force an impact on resource exhaustion
  - Analysis of actual system reflex time performance both system wide and by individual companies
- Review of current automatic and mutual aid documents to determine the ability of outside agencies to assist in the delivery of emergency services and development of an effective response force and development of maps illustrating the capability of these resources and the effectiveness of inter-jurisdictional response.
- Development of an optimal station placement and staffing plan to address current needs and future planned growth.

- Impacts of unhoused populations on service reliability and how to mitigate the impacts of serving this segment of the community.

#### **TASK RESULT**

**This task will conclude in an interim project report showing the current conditions and capabilities of the Aspen Fire Protection District, including a detailed facility and apparatus assessment. This document will be delivered to the District for factual review to ensure that our understanding is factual.**

#### **Task 4 | Establish Performance Objectives and Measures**

Once the above document has been approved as factual the project team will work to develop an appropriate set of goals and objects for the District specific to the types of risks identified as probable in the service area. The goals and objectives will be developed with respect to the following:

##### **(1) Performance Objectives and Measures.**

- **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
- Are changes needed to the response time standards used by the District?

##### **(2) Overview of Compliance Methodology**

The project team will work with the District's management team to develop a methodology to provide continual measurement of future performance. This methodology will include:

- Records Management Systems (RMS) usage policies
- Assignment of oversight responsibilities
- Schedule of assessments
- Review requirements of each assessment type

**TASK RESULT**

**This task will result in the development of performance objectives as well as compliance methodology to ensure the continual measurement of future performance of the Aspen Fire Protection District can be conducted.**

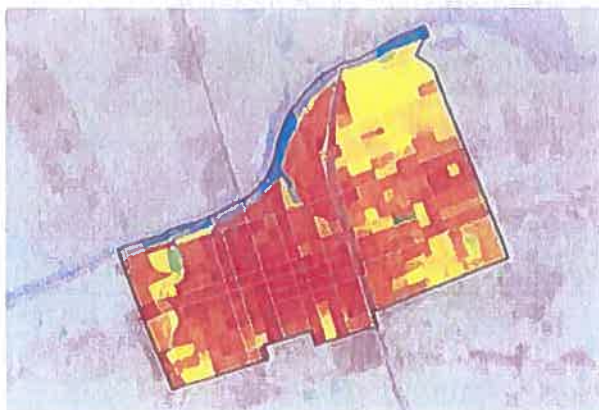
**Task 5 | Projection of Fire and EMS Service Demands and Personnel Resource and Capital Needs.**

The unique factors of a community shape the service environment that public safety personnel operate in, and as a result, there is not a one-size-fits-all approach to identifying strategic planning.

The modeling system we have developed to determine the impacts of development and growth on fire service demands is the combined product of using advanced technical capabilities and our experience in working with local government clients.

Key aspects of the model employed to create an accurate and defensive model for planning service and personnel needs include the following:

**Illustrative Factors Considered to Project Future Staffing Needs**

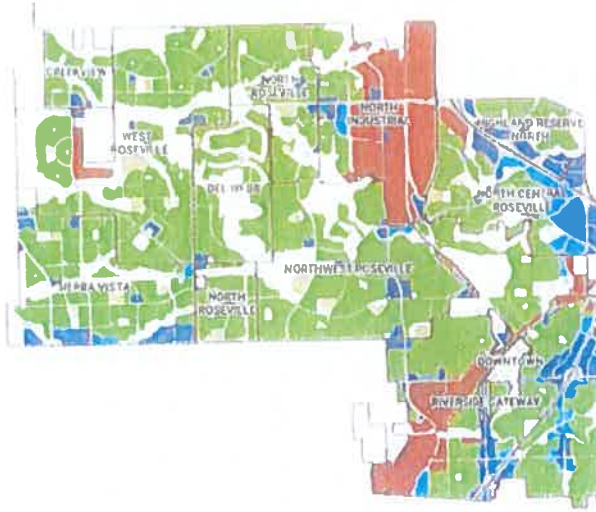


**Geographic Analysis of Service Needs**

In order to model the effects of the anticipated development projects in Aspen, it is critical to understand the rates at which existing and similar developments generate workloads and other public safety service needs.

Our analysis will utilize a GIS-centered approach to examine geospatial trends in service demand.



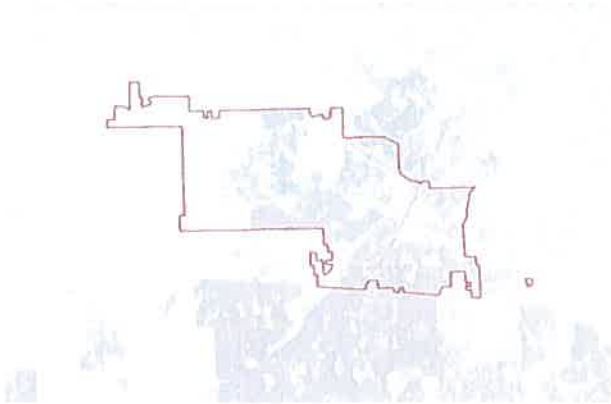


**Land Use and Redevelopment**

Different types of residential, commercial, and industrial zoning spaces have unique impacts on public safety service needs.

We will meet with Aspen Planning to understand how land is used currently, as well as the configurations of the anticipated development projects, in order to accurately model how these needs will evolve.

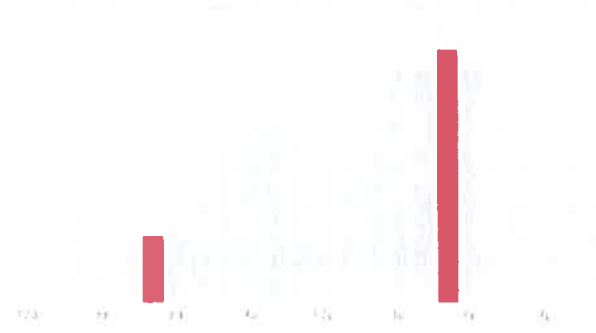
The data collected from Planning and other resources will form the basis of our GIS model of how fire service needs will evolve over the projection timeframe.



**Regional Interactions**

Understanding the context of the community within its surrounding region is essential to forecasting its planning needs.

This includes developing an understanding of factors such as the daytime working population and effects on field resource demands in the mixed-use environment of this proposed project. Are there regional response teams available or the need for specialty teams in Aspen such as technical rescue and hazardous materials?



**Workload-Based Projections**

Rather than base projections for future staffing needs on a simple ratio such as firefighters per capita, our analysis builds staffing needs from how workload is changes – whether driven by calls for service, inspection workload, or reports and administrative workloads for other staff.

Data collected for the analysis of projected service and personnel needs includes the following:

- CAD data (up to the past three years if current CAD system has been in place for that timeframe)

- Supporting information for CAD analysis (e.g., unit code and incident type lists, incident report totals).
- Planning and land use GIS shapefiles (preferably including information such as commercial space, housing unit counts, and other key target hazard data)
- Information on planned developments, including expected timeframes for completion when possible

The project team will collect other publicly available data used for the analysis, such as current and proposed road networks, census data, and geographical features.

The results of the service need, and staffing projections will be developed into an interim deliverable that provides comprehensive projections for service and staffing needs for every fire service function to meet current services and provide services to the service area. The projections will be provided at multiple timeframes in order to provide for a more accurate planning process.

#### **TASK RESULT**

**The analysis will result in an interim deliverable that comprehensively projects public safety service and staffing needs related to the planned development for each function of the District. The project team will review the draft deliverable and make revisions as needed.**

### **Task 6 | District Governance Assessment**

In this task we will work with the elected officials, district attorney and management to determine the effectiveness of the current board and governance practices of the District. This review will include the following elements:

- Evaluation of the organizational roles and responsibilities of the Board?
- The effectiveness of the Governance structure in the District.
- The effectiveness of the Governance philosophy and model.

#### **TASK RESULT**

**The analysis will result in and assessment of the effectiveness of the District Governance, Leadership Roles, Responsibilities and Functions.**

## **Task 7 | Develop the Draft and Final Report and Present the Results**

Once the work tasks noted above have been completed, our findings, conclusions, and recommendations will be documented in the form of a detailed draft report. This report will contain the analysis and recommendations for delivering optimal services from existing locations, short-term, mid-term and long-range options for improving services to the community through changes to station locations and/or deployment of staff. The SOC document will provide detailed statistics for the District as a whole, and any other geographical area important to the District. The report will consist of:

- Executive summary describing the report, methods utilized for analysis, findings and key recommendations.
- Specific recommendations regarding:
  - Any recommended relocation of facilities
  - General location of any required future fire stations
  - Selection and deployment of each apparatus type
  - Deployment of operations personnel
  - Deployment of any special units or resources
  - Changes to management systems or administrative staffing
  - Changes to the organizational design of the District
  - Changes to the hours and staffing of EMS.
- Evaluation and description of deployment options to include:
  - Best long-range strategy for service delivery
  - Recommended performance objectives
  - Benefits gained through implementation
  - Extent to which performance objectives will be achieved
  - Any potential negative consequences associated with the implementation
  - Summary of benefits gained through implementation of recommendations

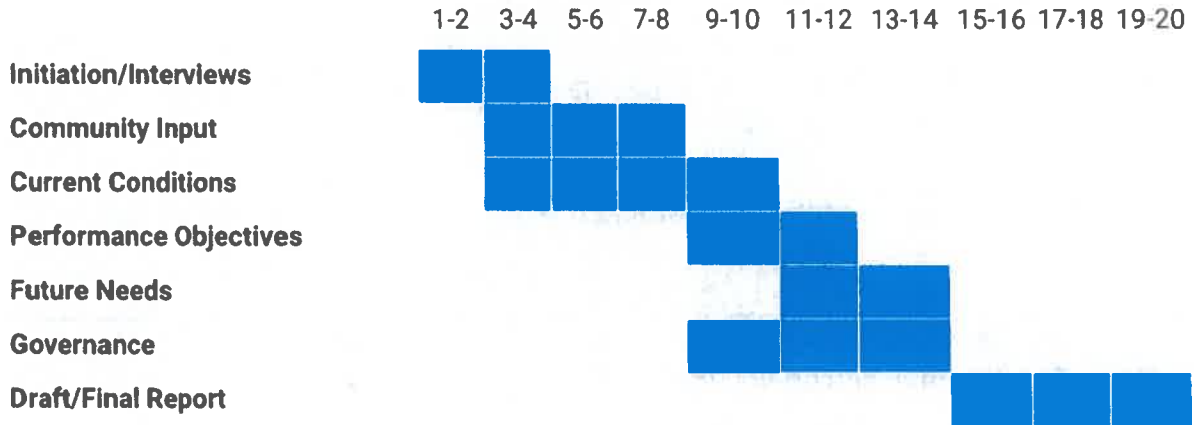
### **TASK RESULT**

**The draft report will be reviewed with the District while in draft form. Once all reviews and any necessary revisions have been completed and the report is in final form, we will make a formal presentation of the report, if desired.**

## 4. Project Schedule

The table, below, graphically displays the tentative schedule to conduct the Fire Study. The chart shows the sequencing of each proposed work task, the elapsed time it would take to complete each task. As can be seen from the chart, we are proposing that the study be completed in 20 calendar weeks.

**Week-by-Week Schedule of Project Tasks**

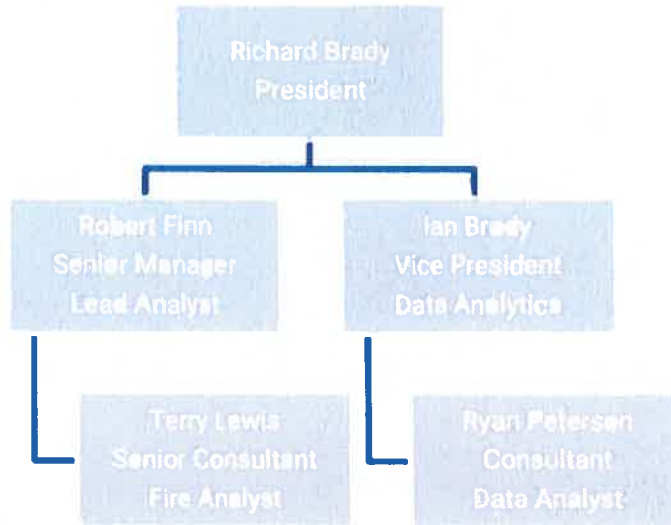


We are also prepared and have the financial strength to wait for a notice to proceed when the District is ready to conduct the study.

## 2 Project Team Qualifications

The Matrix Consulting Group proposes to utilize a senior project team, including our President and other experienced personnel, one with direct fire service experience. The senior members of the team have between 10 and 30+ years of professional experience as consultants and/or fire professionals.

The organization of the project team is as follows:



Summary descriptions of each team member are provided below beginning with our proposed project manager:

Name/Title	Summary of Professional Background, Experience, and Education
<p><b>Richard Brady</b> <b>President</b></p> <p>Project Management and Oversight</p>	<p>Mr. Brady has been providing management consulting services to municipalities for 40 years across all governmental functions, including over 250 law enforcement and 250 fire service clients conducting costs and financial analysis, organizational and operational assessments, organizational structure reviews, feasibility studies, technology and equipment reviews, and performance audits.</p> <p>His recent fire assessments include Anchorage (AK), Atherton (CA), Bellingham (WA), Big Bear (CA), Boston (MA), Butte County (CA), Coconut Creek (FL), Cooper City (FL), Davenport (IA), DeKalb County (GA), Dixon (CA), Grants Pass (OR), Huntington Beach (CA), Los Banos (CA), Merced County (CA), Monterey (CA), New Rochelle (NY), Placer County (CA), Redding (CA), San Antonio (TX), Santa Paula (CA), Tuolumne County (CA), Vernon (CA) and West Sacramento (CA).</p> <p>He has a Doctoral Degree from Oxford University and a BA from Cal State, Hayward.</p>
<p><b>Robert Finn</b> <b>Senior Manager</b></p> <p>Lead Project Analyst</p>	<p>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. Mr. Finn has a strong educational, Professional and consulting background in the fire service coupled with a successful track record that includes strategic planning, budgeting, change management, community relations, and building collaborative partnerships. He has over 25 years of experience in fire service operations and consulting. Robert Finn is also a Peer Assessor, Team Leader, and Technical Reviewer with the Commission on Fire Accreditation International (CFAI).</p> <p>Recent fire service consulting projects include Butte, Merced, Placer and Tuolumne Counties (CA), Coconut Creek, Cooper City and Winter Garden (FL), Billerica, Boston, Chelsea and Yarmouth (MA), Atherton, Big Bear, Dinuba, Dixon, Huntington Beach, Los Banos, Monterey, Redding, Santa Paula, Vernon and West Sacramento (CA), Estacada and Grants Pass (OR), DeKalb County (GA), Lincoln (RI), North Utah County (UT), Oshkosh (WI), San Antonio (TX), Steamboat Springs (CO) and Suffolk (VA).</p> <p>Mr. Finn has a MBA and Bachelor of Science in Public Safety Management from Grand Canyon University.</p>

Name/Title	Summary of Professional Background, Experience, and Education
<p><b>Terry Lewis</b> Senior Consultant</p> <p>Fire Analyst</p>	<p>Terry Lewis is a Senior Consultant with our firm and has over 30 years' experience as a consultant and fire service manager. He worked in all capacities of the fire service including financial management, fire prevention, public education and operations, eventually becoming Fire Chief. Terry also served as a Team Leader, Peer Assessor and Agency Mentor for Departments seeking accredited status from CFAI.</p> <p>Mr. Lewis was a member of our department study teams for Butte, Merced, Placer and Tuolumne Counties (CA), Coconut Creek and Cooper City (FL), Billerica, Boston and Yarmouth (MA), Atherton, Big Bear Dixon, Los Banos, Santa Paula, Vernon and West Sacramento (CA), Estacada and Grants Pass (OR), Mequon and Oshkosh (WI), and Steamboat Springs (CO).</p> <p>Mr. Lewis has a Bachelor of Science in Fire and Safety Engineering Technology and an Associates in Accounting from the University of Cincinnati.</p>
<p><b>Ian Brady</b> Vice President</p> <p>Data Analytics/GIS Mapping</p>	<p>Ian Brady is a Vice President with the Matrix Consulting Group as part of our Management Services Division. Mr. Brady created and leads our data analytics practice, which for fire staffing studies includes evaluation of deployments, staffing and scheduling issues and alternatives.</p> <p>Mr. Brady has recently worked on police and fire management studies for Austin (TX), Butte, Merced, Placer and Tuolumne Counties (CA), Coconut Creek and Cooper City (FL), Billerica, Boston and Yarmouth (MA), Atherton, Big Bear Dixon, Los Banos, Vernon and West Sacramento (CA), Estacada and Grants Pass (OR), Oshkosh (WI), and Steamboat Springs (CO).</p> <p>He received his BA in Political Science from Willamette University.</p>
<p><b>Ryan Peterson</b> Consultant</p> <p>Data Analytics/GIS Mapping</p>	<p>Ryan Peterson is a Consultant with the Matrix Consulting Group, specializing in GIS and data analytics. He has over seven years of experience in conducting geospatial analysis for local and regional governments, having previously worked for the City of Portland and City of Beaverton, as well as the Tri-County Metropolitan Transportation District of Oregon (TriMet). His experience on analytical projects include studies for Fort Worth (TX), Orange County (FL), Howard County (MD), Merced, Placer and Tuolumne Counties (CA), Coconut Creek and Cooper City (FL), Billerica, Boston and Yarmouth (MA), Atherton, Big Bear Dixon, Los Banos, Sacramento, Santa Paula, Vernon and West Sacramento (CA), Estacada and Grants Pass (OR), Oshkosh (WI), and Steamboat Springs (CO).</p> <p>He holds a BS in Geography/GIS from University of Oregon, as well as a GIS Graduate Certificate from Portland State University, and a certificate in programming from the Epicodus School.</p>

Single page project team resumes are included in the pages that follow.

## RICHARD BRADY

### PRESIDENT, MATRIX CONSULTING GROUP

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**Richard** founded Matrix Consulting Group in 2002 and our Canadian firm, MCG Consulting Solutions in 2017. He leads our Public Safety Practice which includes law enforcement and justice studies. He has served as the Project Manager or Lead Analyst on hundreds of public safety studies in his 40 year career. His subject matter expertise includes staffing and deployment, management effectiveness, and governance and transparency. Prior to his founding of these two firms, he served for over 20 years as a practice leader in two other firms, including Maximus.

#### Experience Highlights

**West Sacramento, CA:** Richard served as the Project Manager for this engagement. He was responsible for oversight of all aspects of the project that examined the police and fire departments. Key findings/ achievements of the project:

- Adding a quick response EMS vehicle
- 10 year plan to add a station to the developing southern portion of the City
- Full assessment of growth impacts for 25 years.

**Davenport, IA:** Richard served as the Project Manager for this project that examined the staffing and operations of both the Police and Fire Departments. Key findings/achievements include:

- Developing performance measures based on population density and risk profile
- Relocating a station to improve services in the northern areas of the City
- Creating a full-time training officer position.

#### Role on This Engagement:

Richard will serve as a project executive and advisor.

#### Relevant Clients:

MB Winnipeg  
 ON Kawartha Lakes  
 AB Edmonton  
 AZ Phoenix  
 CA Los Angeles  
 CO Mesa County  
 CO Steamboat Springs  
 IA Davenport  
 TX Austin  
 TX Fort Worth  
 MO Kansas City  
 OH Columbus  
 OR Portland  
 VA Richmond  
 NC Raleigh  
 NC Asheville  
 WA Tacoma  
 WI Glendale  
 WI Oshkosh  
 OR Portland

**Years of Consulting:** 40

#### Education:

BA, California State University, East Bay.

PhD, Oxford University, U.K.

#### Notable

#### Accomplishments:

Massachusetts Governor's Committee on Local Government

#### Professional Association:

Association of Local Government Auditors

International City-County Management Association



## ROBERT FINN

### SENIOR MANAGER, MATRIX CONSULTING GROUP

**ROBERT FINN** Robert is a Senior Manager with the Matrix Consulting Group and previously served as the Chief of the Southlake (TX) Department of Public Safety. 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. Robert has over 30 years of fire service and consulting experience covering all aspects of the fire service industry.

Robert's relevant experience includes serving the City of Southlake, Texas for 25 years in the following roles:

- Chief of Police (2008 to 2011)
- Chief of Fire Services (2004 to 2008)
- Lieutenant of Professional Standards (1999 to 2004)
- Lieutenant of Training (1995 to 1999) – Level II Instructor
- Coordinator of Emergency Medical Services (1993 to 1995)
- Firefighter / Driver / Paramedic (1987 to 1993)

**Big Bear, CA:** Robert was the lead analyst on this study to look at the staffing, operations and deployment of the fire department. Key findings/achievements include:

- Development of a 10 year Master Plan
- 5 year plan for a new station in the northwest area of the City
- Increasing staffing on engine companies to 3 personnel
- Improvements to the paid call firefighter program

**Steamboat Springs, CO:** Robert was the lead analyst on this study to conduct an operational analysis of the Fire Department. Key findings/achievements include:

- Establish and tracking of performance measures to improve services.
- Increasing staffing on each shift from 8 – 10 over three years.
- Relocating the central fire station.
- Implementing an engine company inspection program.

**Role on This Engagement:** Robert will be the lead analyst and Client Service Leader on this project. He served in this role on all the references previously provided.

#### Relevant Clients:

AK Anchorage  
 CA Big Bear  
 CA Huntington Beach  
 CA Mercer County  
 CA Monterey  
 CO Mesa County  
 CO Steamboat Springs  
 CT Greenwich  
 CT Westport  
 GA DeKalb County  
 IA Davenport  
 MA Billerica  
 MA Boston  
 MA Chelsea  
 MA Yarmouth  
 MI Sterling Heights  
 NC Raleigh  
 NY Bedford  
 NY New Rochelle  
 OH Cleveland  
 TX Possum Kingdom  
 TX San Antonio  
 WA Bellingham  
 WI Oshkosh

**Years of Experience:** 30

#### Education:

MBA, and BS, Public Safety Administration, Grand Canyon University

#### Professional Association:

National Fire Protection Association (NFPA)  
 International Association of Fire Chiefs (IAFC)  
 Center for Public Safety Excellence (CPSE)

## TERRY LEWIS

SENIOR CONSULTANT, MATRIX CONSULTING GROUP

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**TERRY** has over 30 years of fire service and consulting experience. He previously served as the Chief of the Henderson (KY) Fire Department. Terry has a strong educational background coupled with a successful track record of leading an agency of 60 personnel in a community with 30,000 residents. Terry brings a wealth of knowledge and experience evaluating the staffing and operational needs of fire and EMS operations.

Terry's relevant experience includes serving the City of Henderson, Kentucky as Fire Chief for 10 years. He began his career with the Loveland-Symmes (OH) Fire Department where he advanced through the ranks until being appointed as Chief of Henderson. He has experience in the following areas:

- Administration
- Fire Prevention
- Financial Management
- Operations
- Hazardous Materials

### Experience Highlights

**Los Banos, CA:** Terry served as a fire analyst for this engagement. He was responsible for analyzing all aspects of the project that developed the Standards of Cover and Strategic Plan. Key findings/achievements include:

- Relocating station 2 to better serve the City
- Adding a 3<sup>rd</sup> station in phase II implementation
- Adding a civilian fire inspector
- Creating a training officer position.

**Oshkosh, WI:** Terry was a technical analyst on this study to look at the staffing, operations and deployment of the fire department. Key findings/achievements include:

- Centralizing fleet and facility maintenance in the City.
- Discontinuing the interfacility EMS transfer program.
- Reorganization to improve reporting relationships in the Department.
- Deployment changes to improve gaps in coverage in the City.

### Role on This Engagement:

Terry will be a technical expert for fire operations.

### Relevant Clients:

CA Atherton  
 CA Big Bear  
 CA Butte County  
 CA Dixon  
 CA Huntington Beach  
 CA Mercer County  
 CA Monterey  
 CO Mesa County  
 CO Steamboat Springs  
 CT Greenwich  
 CT Westport  
 FL Coconut Creek  
 GA DeKalb County  
 IA Davenport  
 MA Billerica  
 MA Boston  
 MA Chelsea  
 MI Sterling Heights  
 NC Raleigh  
 NH Berlin  
 NY New Rochelle  
 OH Cleveland  
 OR Estacada  
 TX San Antonio  
 WA Redmond  
 WI Oshkosh

**Years of Experience:** 30+

### Education:

BS Fire Technology, AS Accounting, University of Cincinnati

### Professional Association:

National Fire Protection Association (NFPA)

International Association of Fire Chiefs (IAFC)

Center for Public Safety Excellence (CPSE)

## IAN BRADY

VICE PRESIDENT, MATRIX CONSULTING GROUP

**Ian Brady** is a Vice President with Matrix Consulting Group and heads our data analytics unit. He has over 10 years of consulting experience, and specializes in data science and public safety.

He lead developer on all of our statistical modeling and data analytics efforts, and has created standalone models in support of our studies' analytical efforts, including for:

- Developing interactive modeling tools to forecast the effects shift schedule configurations on service levels and overtime usage.
- New agency formation feasibility, financial and service delivery (For nine municipalities in Riverside County, CA).
- Growth forecasting using GIS-based projections for population, service needs, and staffing requirements.
- Comprehensive workload and staffing analytics.

### Experience Highlights

**Placer County, CA:** Ian was a data analyst on this project that examined community risk and development of a standards of cover document. Key findings/ achievements of the project:

- Performed a CAD analysis that determined the current workload of all fire departments serving the County.
- Development of a phased expansion of fire services over a 10 year planning period.
- Development of a staffing plan for the planned growth in the County.

**Grants Pass, OR:** Ian was a data analyst on this project that examined the staffing and deployment to develop a community risk and standards of cover document. Key roles included:

- Data analysis of CAD and other critical data
- Development of community risk maps
- Development of long-term staffing needs based on planned growth.

### Role on This Engagement:

Ian will serve as the lead analyst on statistical modeling and data analytics.

### Relevant Clients:

- AZ Peoria
- AL Birmingham
- CA Berkeley
- CA Los Angeles
- CA Roseville
- CA Sacramento
- CA San Francisco
- CA San Jose
- CO Adams County
- FL Miami Beach
- FL Orange County
- GA DeKalb County
- HI Kauai County
- IL Lansing
- IL Rockford
- KS Wichita
- M Harford County
- M Howard County
- M Hennepin County
- N Columbia
- ND Kansas City
- M Midwest City
- NC Raleigh
- NJ Mahwah
- N Rio Rancho
- M Newburgh
- O Columbus
- H Portland
- OR Carlisle
- PA Austin
- TX Fort Worth
- TX Travis County
- TX Suffolk
- VA

**Years of Experience:** 10

### Education:

BS in Politics,  
Willamette University.

## RYAN PETERSON

DATA/GIS ANALYST, MATRIX CONSULTING GROUP

**RYAN PETERSON** is a Consultant with the Matrix Consulting Group, specializing in GIS and data analytics. He has over nine years of experience conducting geospatial analysis for local and regional governments, having previously worked for the City of Portland (OR), City of Beaverton (OR) and the Tri-County Metropolitan Transportation District of Oregon (TriMet).

Relevant experience highlights, include:

- Data collection and analysis.
- Growth forecasting using GIS-based projections for population, service needs and staffing requirements.
- Comprehensive workload and staffing analytics.
- Analysis and redistricting of operational boundaries
- Standards of Cover analysis, including community risk, deployment, concentration and system performance.

### Experience Highlights

**Placer County, CA:** Ryan was a data analyst on this project that examined community risk and development of a standards of cover document. Key findings/ achievements of the project:

- Performed a CAD analysis that determined the current workload of all fire departments serving the County.
- Development of a phased expansion of fire services over a 10 year planning period.
- Increase of staffing to 3 person engine companies in the suburban and urban areas of the County to improve effective response force formation.

**Grants Pass, OR:** Ryan was a data analyst on this project that examined the staffing and deployment to develop a community risk and standards of cover document. Key findings/achievements include

- Increasing staffing to 3 personnel on engine companies
- Improvements in the capturing and reliability of response data
- Development of performance objectives for future growth planning.

**Role on This Engagement:** Ryan will serve as a data analytics and GIS analyst.

### Relevant Clients:

Atherton, CA  
 Bellingham, WA  
 Birmingham, AL  
 Big Bear, CA  
 Billerica, MA  
 Boston, MA  
 Butte County, CA  
 Chelsea, MA  
 Cleveland, OH  
 Coconut Creek, FL  
 Columbia, MO  
 Columbus, OH  
 Davenport, IA  
 DeKalb County, GA  
 Fort Worth, TX  
 Greenwich, CT  
 Hennepin County, MN  
 Huntington Beach, CA  
 Kauai County, HI  
 Los Angeles, CA  
 Monterey, CA  
 Newburgh, NY  
 New Rochelle, NY  
 Oshkosh, WI  
 Portland, OR  
 Raleigh, NC  
 San Jose, CA  
 Steamboat Springs, CO  
 Sterling Heights, MI  
 Westport, CT

**Years of Experience:** 9

### Education:

BS, University of Oregon,  
 Geography  
 Certificate, Portland  
 State University, GIS  
 Certificate of  
 Programing, Epicodus  
 Vocational School

## 3 Firm Qualifications

This section of the proposal provides background information on the firm and the services we provide.

### 1. Introduction to the Matrix Consulting Group

The Matrix Consulting Group was formed by senior consultants who created it in order to pursue a service in which the senior people actually do the work. Our only business focus is the provision of organization and management analytical services to local government. Our firm's history and composition are summarized below:

- We were founded in 2002 as a corporation in California. However, the principals and senior staff of our firm have worked together in this and other consulting organizations as *one team* for between 10 and 30 years.
- While we provide a variety of services to local government our most significant service area is public safety. The Matrix Consulting Group project team has conducted studies of more than 350 fire service agencies throughout the United States since our founding in 2002.
- Our firm maintains two offices in California (our headquarters is in San Mateo and we also have an Irvine office), Oregon, Florida, Illinois, North Carolina and Texas. We currently have 22 full-time and 4 part-time staff.

The contact information for the Project Manager (Principal) and our corporate headquarters is as follows:

Richard P. Brady, President  
Matrix Consulting Group, Ltd.  
1650 S. Amphlett, Suite 213  
San Mateo, CA 94402  
(650) 858-0507 (650) 397-4050 fax  
[rbrady@matrixcg.net](mailto:rbrady@matrixcg.net)

We are proud of our track record in providing analytical assistance to local governments in general, and to fire agencies specifically.

## 2. Fire Consulting Experience

The Matrix Consulting Group has conducted over 350 fire and emergency medical services studies. A summary of the Matrix Consulting Group’s fire and emergency medical services analytical experience in recent years is provided in the table below:

Albany, California	Grants Pass, Oregon	Pacific Grove, California
Anchorage, Alaska	Highland, California	Peoria, Illinois
Arlington, Texas	Huntington Beach, California	Placer County, California
Barnstable, Massachusetts	Los Lunas, New Mexico	Red Bluff, California
Bellingham, Washington	Mason, Ohio	Reno, Nevada
Big Bear, California	<b>Mesa County, Colorado</b>	Sacramento, California
Butte County, California	Milwaukee, Wisconsin	San Antonio, Texas
Chelsea, Massachusetts	Monrovia, California	Somerville, Massachusetts
Dinuba, California	Monterey, California	<b>Steamboat Springs, CO</b>
Dixon, California	Napa, California	West Sacramento, CA

We are also conducting fire analytical projects for Phoenix (AZ) and Boise (ID).

## 3. Community Risk Assessment / Standards of Cover Experience

The firm and this project team have completed several Standard of Cover Studies across the United States in the past five (5) years, these include:

Client	Project	Team
Bellingham, WA	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Big Bear Fire Authority, CA	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Dinwiddie County, VA	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Dixon, CA	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Grants Pass, OR	Standard of Cover Study	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst

Los Banos, CA	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Oshkosh, WI	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Placer County, CA	Standard of Cover Study	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Stafford County, VA	CRA/SOC Study	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Steamboat Springs, CO	Standard of Cover Study	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Vernon, CA	Standard of Cover	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
West Sacramento, CA	Standard of Cover Study	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst
Westport, CT	Standard of Cover / Strategic Plan	R. Brady Project Manager R. Finn Lead Analyst T. Lewis Fire Analyst R. Peterson Data/GIS Analyst

#### 4. References

The following section provides references for selected analytical projects that have been performed by the firm in the past five years, including Community Risk Assessment / Standard of Cover studies.

**Steamboat Springs, Colorado**

**Fire Department Standard of Cover/Strategic Plan**

Gary Suiter, City Manager  
 (970) 871-8228  
[gsuiter@steamboatsprings.net](mailto:gsuiter@steamboatsprings.net)

In this project, the Matrix Consulting Group evaluated organization, staffing and management of this of the Steamboat Springs Fire Department.

Recommendations for the improvements included formally establishing performance targets, increasing the staffing of each shift by two personnel, creating a policy for scheduling time off to minimize overtime, relocating the central station and making organizational changes to improve the spans of control for supervisors.

**Oshkosh, Wisconsin**

**Staffing and Deployment Study**

Mike Stanley, Fire Chief  
 (920) 236-5235  
[MStanley@ci.oshkosh.wi.us](mailto:MStanley@ci.oshkosh.wi.us)

The Matrix Consulting Group was retained by the City of Oshkosh to examine the staffing, deployment and operations of the Fire Department.

The study examined the current staffing, deployment, response capabilities, response times and available resources of the Fire Department. The study found issues regarding the capturing of call processing times, issues with the cost of interfacility transfers compared to revenue received, gaps in the ability to develop and effective response force in areas of the city. There were also identified efficiencies by moving fleet and facility services to the City services as well as organizational changes to improve reporting relationships in the Department.

**Big Bear Fire Authority, California**

**Fire and EMS Master Plan**

Jeff Willis  
 Fire Chief  
 (940) 325-576  
[jeff.willis@bigbearfire.org](mailto:jeff.willis@bigbearfire.org)

The Matrix Consulting Group was retained by the Big Bear Fire Authority to develop a Master Plan for the Big Bear Fire Department that would guide the growth of the agency and ensure effective service delivery over the next 10 years.

The study examined the current staffing, deployment, capital assets and administrative services for services provided to the City of Big Bear Lake and the Big Bear City Community Services District. The study found gaps in service delivery that required the construction of a new station. Call concurrence and long ambulance transport times were also an issue, which required the Department to move from 2 person to 3 person staffing of engine companies. We also found opportunities to improve the paid call firefighter program and enhance the use of paid call personnel to reduce overtime.



## 4 Fee Proposal

The Matrix Consulting Group is proposing to develop the Community Risk Assessment / Standard of Cover Study for the Aspen Fire Protection District at a not-to-exceed cost of **\$59,000**, including all fees and expenses, as described in the following table:

Task	Project Manager	Lead Analysts	Project Analysts	Total Hours	Total Cost
Initiation	4	16	16	<b>36</b>	\$6,500
Community Input	4	8	8	<b>20</b>	\$3,700
Current Conditions	4	24	40	<b>68</b>	\$11,700
Performance Objectives	4	8	8	<b>20</b>	\$3,700
Future Needs	4	16	16	<b>36</b>	\$6,500
Governance	4	24	12	<b>40</b>	\$7,500
Draft / Final Report	8	32	48	<b>88</b>	\$15,400
<b>Total Hours</b>	<b>32</b>	<b>128</b>	<b>148</b>	<b>308</b>	
Rate Per Hour	\$225	\$200	\$150		
<b>Total Cost</b>	<b>\$7,200</b>	<b>\$25,600</b>	<b>\$22,000</b>		<b>\$55,000</b>
Travel Related Expense					\$4,000
<b>Total Project Cost</b>					<b>\$59,000</b>

Our usual practice is to invoice our clients monthly for time and materials up to the total project amount. We are also amenable to alternative invoicing arrangements. We will bill for travel and any related expenses at actual cost. This price is firm for the length of the contract.