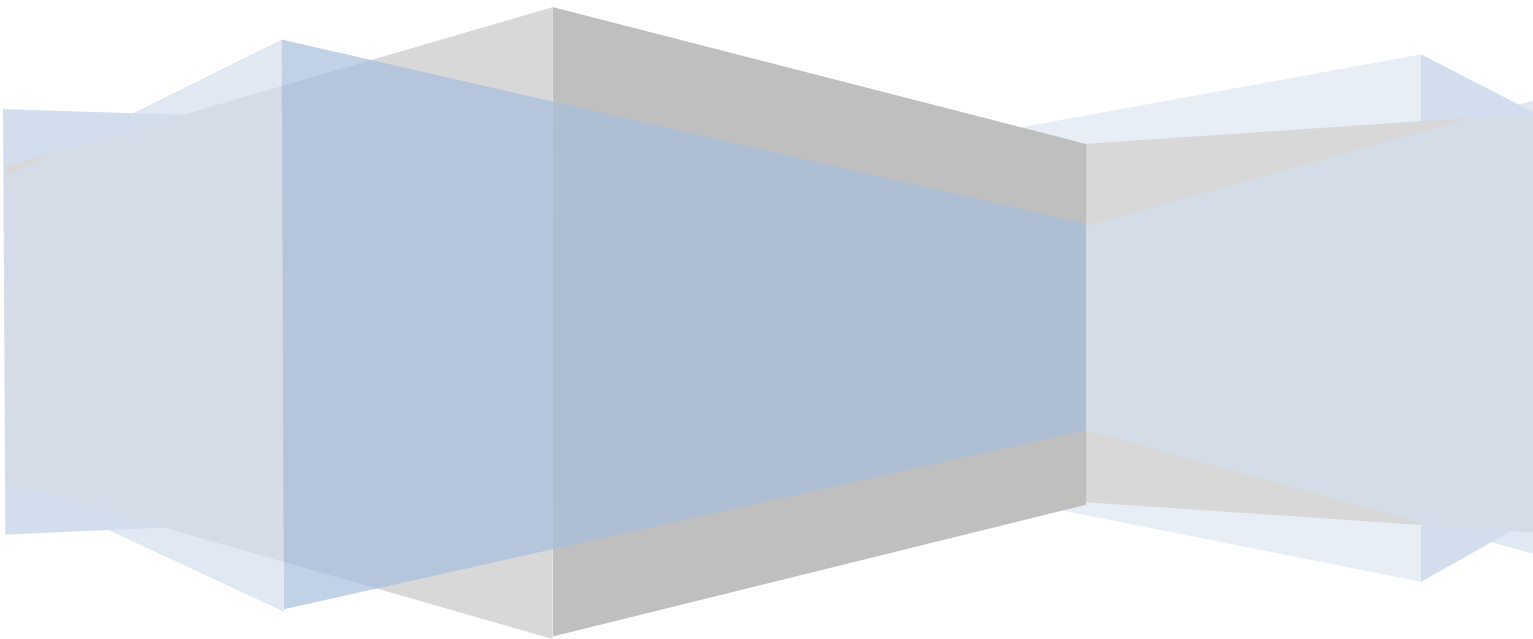


**Issued by:** Northern Middlesex Council of Governments  
40 Church Street, Suite 200  
Lowell, MA 01852

**Date:** October 13, 2009

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**GREATER LOWELL REGIONAL  
EMERGENCY COMMUNICATION  
CENTER FEASIBILITY STUDY:  
REQUEST FOR PROPOSALS FOR  
CONSULTANT SERVICES**



# **REQUEST FOR PROPOSALS: FEASIBILITY STUDY FOR THE ESTABLISHMENT OF A GREATER LOWELL REGIONAL EMERGENCY COMMUNICATION CENTER (RECC)**

## **1.0 PURPOSE AND INTENT**

The Northern Middlesex Council of Governments (NMCOG) is soliciting proposals for a qualified consulting firm to undertake a feasibility study for establishing a Regional Emergency Communication Center (RECC) in the Greater Lowell area. The feasibility study will focus on the nine communities in the NMCOG region: Billerica, Chelmsford, Dracut, Dunstable, Lowell, Pepperell, Tyngsborough, Tewksbury and Westford. The Request for Proposals (RFP) process will allow NMCOG to identify and rate consultants with prior experience in providing the specialized services outlined in this document.

## **1.1 INTRODUCTION AND BACKGROUND**

NMCOG has utilized funding provided under the FY 2009 District Local Technical Assistance (DLTA) program to establish a working group focused on the feasibility of regionalizing 911 dispatch services (police, fire and emergency medical services), for seven of the nine NMCOG communities. Based on discussions at the Working Group meetings, it became apparent that the DLTA funds were not sufficient to address a number of issues, including the following:

- How does the current 911 system and police/fire dispatch services work in each NMCOG community and across the region?
- How well do the fire and police departments work together within each community in addressing 911 and dispatch issues?
- What training needs do each of these departments have and what resources are available at the state or federal levels to address these needs?
- If 911 services in Greater Lowell were regionalized, what would it cost and where would the RECC be located? What cost savings and service efficiencies, if any, would be realized if the service were regionalized and what collective bargaining issues would need to be addressed?
- What administrative entity would need to be established in order for all communities to feel that their emergency needs would be addressed in an even-handed and equitable manner?
- What information systems would need to be upgraded, improved or replaced in order to ensure the rapid and compatible transmission of data, messages and information? What equipment would need to be replaced to ensure interoperability?
- What principal coordination issues would need to be addressed in order for a regional 911 system to work?

In May 2009, NMCOG submitted a grant application to the Massachusetts 911 Office for FY 2010 Development Grant funds to conduct a detailed feasibility study examining the formation of an RECC. All nine NMCOG communities have agreed to participate in the study.

On September 1, 2009, NMCOG was notified that a \$100,000 development grant had been awarded for the project, providing a cost-effective means for the nine communities in the Greater Lowell region to retain professional consultant services to analyze and assess the current 911 system and compare it with alternatives for regionalizing the system. This project must be completed no later than June 30, 2010.

## **2.0 SUBMISSION OF PROPOSAL, TERMS AND REQUIREMENTS**

Interested parties are requested to deliver 11 copies of proposals to NMCOG at the following address no later than November 13, 2009 at 2:00 PM. All proposals must include a technical proposal and a fee proposal, submitted in separate, sealed envelopes addressed to:

Beverly Woods, Executive Director  
Northern Middlesex Council of Governments  
40 Church Street, Suite 200  
Lowell, MA 01852

Each envelope must display the name and address of the submitting firm and be appropriately marked as follows:

- “Northern Middlesex Council of Governments – Technical Proposal for the Greater Lowell RECC Feasibility Study”; and
- “Northern Middlesex Council of Governments - Fee Proposal for the Greater Lowell RECC Feasibility Study”.

NMCOG will only accept proposals from consultants who have obtained a copy of this RFP directly from NMCOG. All proposals shall be submitted to NMCOG on or before the proposal deadline. Proposals and modifications to proposals received by NMCOG after the proposal deadline will not be considered, and requests for extensions of time will not be granted. Proposers who mail proposals should allow sufficient time for receipt by NMCOG by the proposal deadline. Any proposal received after the proposal deadline will be returned to the proposer unopened.

To the fullest extent permitted by law, NMCOG reserves the right to reject any and all proposals in whole or in part when doing so is determined by NMCOG to be in its best interest, and, as stated in M.G.L. c. 30B, §5(f), shall waive minor informalities or allow the proposer to correct them. NMCOG reserves the right to select the proposal offering the greatest advantage to the agency, according to its interpretation of the evaluation criteria. NMCOG assumes no responsibility and no liability for costs incurred by prospective consultants prior to the issuance of a contract. NMCOG reserves the right to modify any specifications and submission requirements associated with the proposal and the scope of the project.

NMCOG makes no express or implied representations or warranties as to the accuracy and/or completeness of any of the information provided as part of the Request for Proposals, including information that is available upon request. This information is provided subject to errors, omissions, additional changes in and different interpretation of laws and regulations. NMCOG

reserves the right to seek additional information or revised proposals from respondents at any time prior to selection through written notice to all respondents.

Proposals that meet all quality requirements shall be evaluated based on the responsiveness to the criteria, terms and conditions contained in this RFP and its attachments. Failure to follow instructions, to meet the criteria, or agree to the terms and conditions contained in this RFP may be cause for rejection of the proposal as non-responsive.

All proposals shall be signed in ink by the proposer. If the proposer is a corporation, the authority of the individual signing shall be endorsed upon, or attached to, the proposal and certified by the clerk of the corporation. All proposals shall be binding upon the proposer for a minimum period of forty-five (45) calendar days following the opening of proposals. All proposals and related materials submitted in response to the RFP shall become the property of NMCOG and will not be returned to proposers unless NMCOG, at its sole discretion, determines otherwise.

## **2.1 REVISIONS TO THE RFP**

If it becomes necessary to revise any part of this RFP, revisions will be provided by addenda to all who received the RFP. NMCOG shall bear no responsibility or liability due to copies of revisions lost in mailing or not delivered to a prospective consultant due to unforeseen circumstances. No addenda shall be issued within the immediate three (3) business days prior to the proposal deadline.

## **2.2 BRIEFING SESSION**

NMCOG will hold a briefing session on Monday, October 26, 2009, at 2:00 p.m. The session will be held at the NMCOG Office, located at 40 Church Street, Suite 200, Lowell, Massachusetts. Directions are available on our website: [www.nmcog.org](http://www.nmcog.org).

## **2.3 QUESTIONS AND INQUIRIES**

Questions and inquiries will be accepted from any and all proposers and must be in writing. Questions will be answered in writing and both questions and answers will be distributed to all proposers who receive the RFP provided, however, that all questions are received at least four (4) days in advance of the proposal deadline. All questions regarding the meaning or intent of the Request for Proposals shall be directed in writing to Beverly Woods, Executive Director, NMCOG, at the above address, or to [bwoods@nmcog.org](mailto:bwoods@nmcog.org).

## **2.4 CONSULTANT QUALIFICATIONS**

An applicant's qualifications statement must be included in the proposal, as described in Section 3.1 of this RFP. This statement must include a detailed description of the professional work experience of all personnel to be assigned to the project by the proposer. Resumes must be included for all project personnel.

Consultant personnel shall perform support work under the contract executed pursuant to this RFP, and provide appropriate supplies and services, sufficient to complete the work in a timely, effective and efficient manner.

Proposers shall submit with their proposal a minimum of five (5) references from other public entities for which they have performed similar work within the past five (5) years.

## **2.5 CONFLICT OF INTEREST/NON-COLLUSION CERTIFICATION**

By submitting a proposal in response to this RFP, the proposer shall be deemed to have certified that no officer, agent, or employee of NMCOG has a direct or substantial financial interest in the procurement, that the proposal is submitted in good faith and exclusively on the proposer's behalf, without fraud, collusion or connection of any kind with any other proposer for the same work or with any undisclosed party. Each proposer is required to execute the "CERTIFICATE OF NON-COLLUSION" contained in the RFP and submit the executed certificate with its proposal.

## **2.6 ASSIGNMENT**

The successful consultant is prohibited from assigning, transferring, conveying, or otherwise disposing of this agreement or its rights, title or interest therein or its power to execute such agreement to any other person, company or corporation without prior written consent and approval by NMCOG.

## **2.7 INSURANCE REQUIREMENTS**

The successful proposer shall procure and maintain, at the Contractor's expense, the following insurance coverage for the period of the contract. A certificate of insurance must be provided to NMCOG before a contract is signed and prior to the commencement of work.

1. Workers Compensation Insurance as required by the Commonwealth of Massachusetts
2. Professional liability in the amount of \$1,000,000 per occurrence and \$1,000,000 in aggregate
3. Commercial General Liability and Personal Injury Insurance up to \$500,000 with NMCOG named as additional insured.

## **3.0 PROPOSAL CONTENT**

The proposal must contain a detailed description of how the consultant proposes to carry out the requirements set forth in the RFP, including a schedule for completion of each task. The information submitted must include the following items:

1. A statement, in concise terms, of the consultant's understanding of the scope and work to be completed for this project;

2. A detailed breakdown of the tasks to be performed by the consultant, including specifics regarding the number of staff hours and other resources required, and the dates for attaining project milestones;
3. Identification of each person responsible for directing the work to be performed under the contract. For each individual with identified responsibilities, the consultant must include a statement of the percentage of each person's time that will be devoted to this project and a complete resume;
4. A list of resources, data or other assistance which the consultant expects to receive from NMCOG and/or the municipalities in order to complete each task in the scope of work;
5. A company background statement which includes:
  - Full name, address and telephone number(s) of the firm and, if applicable, the branch office that will perform or assist in performing the contract work. Corporations should indicate the state in which they are incorporated. If appropriate, note whether the firm is licensed to operate in Massachusetts; and
  - Names, addresses and telephone numbers of personnel authorized to negotiate the proposed contract with NMCOG.
6. Demonstration of the consultant's relevant previous experience and qualifications for successfully completing the requirements of the RFP; and
7. An Affirmative Action/Non-Discrimination Plan/Statement.

### 3.1 PROPOSAL FORMAT

Massachusetts General Laws, Chapter 30B, Section 6 requires the submission of separate "Technical" and "Fee" proposals. When submitted, proposals are to follow Section 3.2, Scope of Work. The fee proposal shall include the fee (net cost) for all work performed under the terms of the RFP.

(A) **Technical proposal:** The technical proposal must contain the following:

- (1) **Statement of Qualifications:** Describe your firm's qualifications and experience. Attach resumes for all key personnel who will be assigned to work on the project. Include a minimum of five (5) references from other public entities for which you have performed similar work within the past five (5) years. Include a contact person and telephone number for each reference.
- (2) **Plan of Services:** Provide a detailed description of your understanding of the Scope of Work, as outlined in Section 3.2 of this RFP. In this description, detail the approach that your firm will utilize and outline your firm's qualifications for completing the scope of work.
- (3) If the applicant is a partnership or joint venture, the proposal must specify who will act as the lead consultant for purposes of assuming contractual responsibility. If the consultant intends to sub-contract any of the work required in the scope of work, the subcontractor(s) must be identified.

(4) The following forms are required and must be completed and submitted with the Proposal:

- Certificate of Tax Compliance
- Certificate of Authority
- Certificate of Non-Collusion

(B) **Fee Proposal:** The fee proposal must contain a fixed price for full completion of the Scope of Work within the timeframe required. The funding for the project is provided through a \$100,000 development grant awarded to NMCOG by the State 911 Office. The consultant shall provide and pay for all facilities, products, labor, materials, tool, delivery, transportation, and other services necessary to perform the work required under any contract executed pursuant to the RFP. The fee shall include all reimbursable expenses. The proposal shall also include the rate schedule(s) for all personnel working on the contract.

**3.2 REQUIRED SCOPE OF WORK:** NMCOG will accept proposals from consultants interested in completing the Scope of Work outlined below. Final review and approval of the detailed description of work submitted by the proposer will take place before a contract is executed. This scope of work is designed to establish the required feasibility study elements, outline the expectations of the process, and detail the content and schedule of project deliverables. Proposals shall provide detailed information identifying how the consultant will accomplish the tasks outlined in the scope of work.

#### **Task A – Existing Conditions Analysis**

- Inventory the existing 911 dispatch facilities, systems, equipment and procedures in each of the NMCOG communities, and provide an assessment of current call volumes and response times.
- Examine the current dispatch facilities in the nine member municipalities, and validate or invalidate the need for new physical plant for all purposes, including examination of potential for increased opportunities for cost-sharing in future technologies and dispatch equipment.
- Review opportunities for improvement to present operations, staffing training, management, supervision and governance.

**Task A Deliverable:** Technical Memorandum documenting the existing conditions described above.

#### **Task B – Feasibility Assessment for Consolidation/Regionalization**

- Examine best practices from other similar regions and PSAPs relating to operations, staffing, training, management and governance of consolidated, intra-municipal PSAP/Emergency Dispatch/EOC. This evaluation should focus on RECCs/Regional PSAPs that have been operating for at least five years.
- Taking into account the characteristics, demographics, and geography of each community and the overall region, document the advantages and disadvantages of partial or full

consolidation as well as the advantages and disadvantages of forming a regional PSAP or a RECC, both alternatives should be explored.

- Provide a comprehensive review of all the participating entities including, but not necessarily limited to the following: collective bargaining agreements, personnel policies, job descriptions, training requirements, compensation and benefits, and reporting lines. The report should include an analysis of potential labor relations or legal issues related to merging staff from the various departments into one RECC/Regional PSAP and should make recommendations for successful implementation.
- Analyze the public safety operational preparedness and response under a regionalized system, in terms of the benefits and disadvantages. This analysis should include an assessment of response times within each municipality under a RECC/Regional PSAP.
- Analyze how a RECC/Regional PSAP would affect the array of services provided to dispatch entities and the ability to respond to 911 calls.
- Determine capacity for enhanced 911 call surge, and outline protocol and SOP to prioritize calls and preventing the stacking of calls.
- Analyze the capacity for coordination of local police, fire, and EMS resources, including response to routine events and major disasters.
- Demonstrate that a satisfactory arrangement can be made regarding RECC/Regional PSAP governance, standard operating procedures, accountability, service, standards and control.
- Outline the training that will be needed for transitioning to a regional system.
- Provide an examination of potential legal and organizational structures for the RECC/Regional PSAP. The report should recommend a structure that will be allowable by law and suitable in practice for all participating entities.
- Analyze the ability to share currently separate services between PSAPs, such as CAD systems, mapping systems, and radio systems. The compatibility of computer, radio, mapping, telephone and related equipment currently owned by each PSAP should be evaluated and the need for equipment for a new RECC/Regional PSAP must be evaluated and documented.
- Identify the need for and possible location of a backup communications center, should the main site fail for any reason.
- Identify any infrastructure that will be needed to communicate with a regional dispatch system relative to municipal fire alarm telegraph dispatch systems, ADT-type residential notification systems, etc.
- Analyze how an RECC/Regional PSAP would affect interoperability of communications on a local, regional and statewide basis.
- Analyze the potential for incorporating a 311 regional call center into the RECC/Regional PSAP.
- Outline the impact of establishing an RECC/Regional PSAP on Community Policing principles, the level and quality of services provided to residents, and communications and contact between public safety officials and the general citizenry at the neighborhood level.

**Task B Deliverable** – Technical Memorandum documenting the Feasibility Assessment as outlined above.

### **Task C – Financial Analysis**

- Using cost/benefit analysis, assess the cost effectiveness or ineffectiveness of the proposed project.
- Analyze personnel structures and costs for each community, including an analysis of the core and additional services provided by current personnel and estimated personnel costs for staff a regional PSAP/RECC, along with costs to maintain or increase public safety services for each municipality.
- Determine if the initial costs are justified based on proposed work and expected benefits, including the potential for operating or capital costs savings.
- Identify financial resources available to provide ongoing support for the project and ensure sustainability in future years, including capital needed for maintaining and replacing equipment. Provide an estimate of the per capita operating costs that would be assessed to each municipality.
- Conduct an analysis and make recommendations for revenue opportunities to sustain state-of-the-art communications systems and infrastructure.

**Task C Deliverable** – Technical Memorandum documenting the Financial Analysis as outlined above.

### **Task D – Draft Feasibility Report and Draft Implementation Plan**

- Develop an implementation plan to guide the NMCOG region in conversion to consolidated operations.
- Identify the location and back up location(s) for a RECC/Regional PSAP.
- Prepare a draft feasibility report consisting of the information outlined in the technical memos for Tasks A through C above, recommendations for addressing the issues identified, and the implementation plan.

**Task D Deliverable** – Draft Feasibility Report and Implementation Plan as described above.

### **Task E – Final Feasibility Report and Implementation Plan**

Prepare the Final Feasibility Report and Final Implementation Plan, incorporating feedback received from the Working Group, NMCOG, local communities, and the public.

**Task E Deliverable** – Final Feasibility Report and Implementation Plan

### **Task F – Meetings**

The successful consultant will be expected to have relevant staff in attendance at the following meetings, and therefore, staff time should be factored into the budget:

- Monthly meetings with the NMCOG project staff, and monthly meetings with the established 911 Working Group. To maximize efficiency, the NMCOG meetings and the Working Group meetings would be scheduled back-to-back on the same days. It is

anticipated that the meetings with NMCOG staff will average 30-45 minutes in duration. The Working Group meetings average 1.5 hours in duration.

- A presentation and input session for local officials on the Draft Feasibility Report and Implementation Plan.
- A presentation for the NMCOG Council on the Draft Feasibility Report and Implementation Plan.
- A regional public meeting on the Draft Feasibility Report and Implementation Plan.

#### 4.0 SELECTION OF CONSULTANT

NMCOG shall award a contract to the responsible prospective consultant whose proposal is most advantageous to NMCOG, and meets the requirements outlined within this RFP. After the proposed fee and all other factors are considered, NMCOG will select a consultant with the timeframe indicated in Section 6.0: RFP Schedule.

A selection committee comprised of NMCOG staff and representatives of three NMCOG communities will evaluate all proposals according to the Evaluation Criteria contained in this RFP. Three consultants may be asked to attend an interview with the Selection Committee for further evaluation. Following completion of all interviews the Committee will select the most advantageous consultant. The selected consultant will be required to sign a contract with NMCOG and must be prepared to commence work immediately upon execution of the signed contract. All contract work must be completed no later than June 30, 2010.

#### 5.0 EVALUATION CRITERIA

The Selection Committee will review proposals according to the criteria outlined in the table below:

Criteria	Highly Advantageous	Advantageous	Not Advantageous
<b>I. Plan of Services</b> Ratings will be based on the project approach and schedule. Particular attention will be given to the methods by which the proposer plans to complete all tasks in the Scope of Work	Proposal includes a detailed, logical, and highly efficient scheme for addressing all required tasks.	Proposal covers all tasks outlined in the Scope of Work.	Proposal is not sufficiently detailed to fully evaluate, or does not contain the components necessary to address all tasks contained in the Scope of Work.
<b>II. General Qualifications of Firm</b> Particular attention will be paid to evidence of successful past performance.	Consultant has successfully completed multiple large and small scale projects and has a proven track record for completing projects on time and within budget.	Consultant has successfully completed a minimum of five projects, as outlined in the RFP, on time and on budget.	Candidate has experienced difficulty in completing projects successfully.

<b>Criteria</b>	<b>Highly Advantageous</b>	<b>Advantageous</b>	<b>Not Advantageous</b>
<b>III. Personnel and Resources to be utilized</b> Rating will be based on evidence that adequate qualified personnel are assigned to all phases of the project, and that sufficient resources are available	More than one individual from the proposed project staff has substantially contributed to the development of a similar project.	One individual from the proposed project staff has contributed to, or has experience with, a similar project.	None of the project staff has substantially contributed to the development of a similar type of project.
<b>IV. Experience with similar projects</b> Rating will be based on experience providing professional services for similar emergency response based projects	The project staff has at least five years of experience in emergency management and 911 dispatch service planning and evaluation. The proposal contains at least three 911 dispatch related projects.	The project staff has at least three years of experience in emergency management and 911 dispatch service planning and evaluation. The proposal contains at least one 911 dispatch related project.	The project staff has less than three years experience with projects of this type.
<b>V. Fee</b> Rating will be based on the fee provided to complete the Scope of Work outlined in the RFP.	Proposal includes a fee structure that complies with the requirements set forth in the RFP and is less than the budget available for the project.	Proposal includes a fee structure that complies with the requirements set forth in the RFP and is equal to the budget available for the project.	Proposal includes a fee structure that is greater than the budget available for the project.

## 6.0 RFP SCHEDULE

NMCOG plans to employ the following schedule for procuring the consultant and awarding a contract:

<b>Milestone</b>	<b>Date</b>
RFP Available	October 13, 2009
Pre-Proposal Briefing Session	October 26, 2009
Proposals Due	November 13, 2009 by 2:00 p.m.
Interviews	November 23, 2008
Contract Award	No later than December 1, 2009

**ATTACHMENT A: CERTIFICATE OF AUTHORITY**

**Name of Proposer:** \_\_\_\_\_

At a duly authorized meeting of the Board of Directors of \_\_\_\_\_  
(Name of Company)  
held on \_\_\_\_\_ at which all the Directors were present or waived notice,  
(Date)  
it was voted that \_\_\_\_\_ of this company be and hereby  
(officer and Title)  
is authorized to execute contracts and bonds in the name of said company, and affix its  
corporate seal thereto, and such execution of any contract of obligation in this company's  
name on its behalf of such \_\_\_\_\_ under the seal of the company,  
(Officer)  
shall be valid and binding upon this company.

A TRUE COPY,

ATTEST: \_\_\_\_\_

Place of Business: \_\_\_\_\_

I hereby certify that I am the \_\_\_\_\_ of the \_\_\_\_\_  
(Title) (Name of Corporation)

That \_\_\_\_\_ is the duly elected \_\_\_\_\_ of  
(Name of Officer) (Title)  
said company, and the above vote has not been amended or rescinded and remains in full  
force and effect as of the date of this contract.

Signature: \_\_\_\_\_

Name/Title: \_\_\_\_\_

Date: \_\_\_\_\_

(Corporate Seal)

**COMMONWEALTH OF MASSACHUSETTS**

Middlesex, ss.

On this \_\_\_\_ day of \_\_\_\_\_, 2009, before me, the undersigned notary public, personally appeared \_\_\_\_\_, proved to me through satisfactory evidence of identification, which were \_\_\_\_\_, to be the person whose name is signed on the preceding or attached document, and acknowledged to me that he/she signed it voluntarily for its stated purpose.

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Notary Public  
My Commission expires:

**ATTACHMENT B: MASSACHUSETTS TAX COMPLIANCE STATEMENT**

To: Northern Middlesex Council of Governments  
40 Church Street, Suite 200  
Lowell, MA 01852

From: \_\_\_\_\_ Fed ID#: \_\_\_\_\_

I certify under the penalty of perjury that the above named organization or person, to the best of my knowledge, has filed all State tax returns and paid all State taxes required under law.

SIGNED THIS DATE: \_\_\_\_\_ BY \_\_\_\_\_

Name: \_\_\_\_\_

Title: \_\_\_\_\_

\*Note: Your Federal identification number will be furnished to the Commonwealth of Massachusetts – Department of Revenue to determine whether all tax filing and tax payment obligations have been met. Under MGL Chapter 62, Section 49A, providers of goods and services who fail to correct a tax filing or tax payment delinquency will not have contract or other agreements issued, renewed or extended.

**ATTACHMENT C: CERTIFICATE OF NON-COLLUSION**

The undersigned certifies under penalties of perjury that this bid or proposal has been made and submitted in good faith and without collusion or fraud with any other person.

As used in this certification, the word “person” shall mean any natural person, business, partnership, corporation, union, committee, club, or other organization, entity, or group of individuals.

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(Signature of individual submitting bid or proposal)

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(Name of business)