



CITY OF EL SEGUNDO
FINANCE DEPARTMENT
350 Main Street
El Segundo, CA 90245

REQUEST FOR PROPOSAL

PROPOSAL NUMBER: 17-02
PROPOSAL TITLE: Full Cost Allocation & User Fee Study
REQUESTING DEPARTMENT: Finance
RELEASE DATE: April 27, 2017
DUE DATE: May 25, 2017 – 5:00PM

Notice is hereby given that sealed proposals will be received in the office of the City Clerk, City Hall, 350 Main Street Room 5, El Segundo, CA 90245-3813 until 5:00PM (PST), May 25, 2017.

Copies of all forms, specifications, and exhibits are available from the office of the Purchasing Agent for the City of El Segundo.

The specifications in this notice are a part of any contract awarded in accordance with this RFP.

Maria L. Cerritos
Purchasing Agent
(310) 524-2331
mcerritos@elesgundo.org

I. REQUEST SUMMARY

The City of El Segundo (the “City”) desires to undertake the preparation of a Full Cost Allocation Plan (a total cost plan and an OMB Circular A-87 plan in compliance with the Single Audit Act) and a comprehensive review and evaluation of citywide user fees (“Fee Study”). The resulting methodology for all fees must comply with applicable federal, state and local laws and regulations. To that end, the City is seeking to engage the services of a qualified professional firm experienced in cost recovery to prepare both reports. The last user fee study was performed in 2008. The City does not have an OMB Circular A-87 Plan for federal grant reimbursement charges. Current cost allocation plans are primarily based upon a combination of direct and indirect charges.

The services are anticipated to commence in late-June/July 2017 with preliminary reports from the selected consultant due by the end of December, 2017. The public hearing on the City’s Master Fee schedule is anticipated to occur in May 2018 and adoption in June, 2018.

II. INTRODUCTION

BACKGROUND

The City of El Segundo is located 14 miles southwest of Downtown Los Angeles, adjacent to the Los Angeles International Airport. The City was incorporated January 18, 1917, as a general law city, with the Standard Oil Company of California refinery as the major industrial taxpayer and employer. The substantial petroleum base of the local economy remains evident, although the defense industry emerged as a major segment during World War II. Aerospace experienced rapid growth during the early 1980’s and accounted for a significant share of El Segundo’s industrial growth during those years. The available commercial/industrial space is now attracting new business-to-business retail and services segments and is providing new opportunities to diversify and enhance the revenue sources of the City.

With a residential population of about 18,000 and a daytime population estimated at 80,000 persons, El Segundo is an employment center of regional and statewide significance. Many geographic and regional aspects contribute to the City’s appeal to the business community. The City borders the Century Freeway (105) on the north and the San Diego Freeway (405) on the east, both of which provide linkages to the other major freeways traveling north, south and east. Additionally, the city is adjacent to the Los Angeles International Airport and is within 15 miles of the Port of Los Angeles.

The City operates as a full-service City, maintaining its own Police and Fire operations. The City also operates its own utility department, providing potable and recycled water service to approximately 5,000 residential and commercial accounts. The City operates many community facilities including one Police Station and two Fire Stations. In addition, the City provides the following facilities: one main library; the Joslyn Senior

Center; the Teen Center; the Lakes at El Segundo golf course; and fourteen parks, including Recreation Park, the largest in the City, which houses the George E. Gordon Clubhouse, Teen Center, and Joslyn Center where the majority of recreation classes and activities are held.

The City has a Council-Manager form of government, with five Council members and a City Manager. Members of the City Council are elected to alternating four-year terms. Other elected positions include the City Clerk and City Treasurer, both of whom also serve four-year terms. The City government is operated on a Civil Service system of merit appointments and promotions. The positions of City Manager and City Attorney are appointed by and serve at the pleasure of the City Council. Department Heads are appointed by and serve at the will of the City Manager. All other positions are filled by appointment, based on structured, competitive examinations. Currently, the City has 379 authorized full-time equivalent positions, which provide all municipal services including the City Manager's Office, City Attorney's Office, City Clerk, City Treasurer, Human Resources, Finance, Information Services (IS), Planning and Building Safety, Police, Fire, Recreation and Parks, Library, and Public Works.

For Fiscal Year 2016-17 El Segundo has a total operating & capital budget of \$120.5 million across all funds. The General Fund makes up \$67.5 million of the total. While City operations generate revenue from various public services such as permitting and recreational activities, the four primary sources of revenue for the General Fund are from taxes: sales tax (\$12.2 million); business license tax (\$11.5 million); transient occupancy tax (\$9.6 million) and property tax (\$7.1 million). The balance of the budget is attributed to funds for miscellaneous services and grants.

OBJECTIVE

Full Cost Allocation Plan

The purpose of this project is to ensure that the City of El Segundo has a basis of applying comprehensive overhead rates and is accurately accounting for the true cost of providing various services by each department through the development of a total cost allocation plan. A Total Cost Plan is able to allocate all indirect costs like the private sector routinely does. This plan is recommended whenever the goal is to fully allocate indirect costs for interfund transfers and fee calculations. Furthermore, best practices, accounting standards and OMB Circular A-87 make it necessary for the City to maintain a well-documented cost allocation plan that will help it to appropriately allocate general and administrative costs in its budget; properly identify overhead rates that can be used in the calculation of billable hourly rates for federal and state grants, user fees, and reimbursements from other governmental agencies.

User Fee Study

Similar to most cities in California, the City made a number of organizational changes during the Great Recessionary period that had lasting effects through the current day. These changes occurred in order to maintain as many services as possible with decreased resources. As a result, the City was required to create efficiencies and

eliminate certain processes. Consequently, the underlying activities upon which the previous user fee study have changed. As such, the City wishes to examine whether a reasonable relationship exists between its costs of providing service and its current fees, with a consideration to the compliance requirements under Proposition 218 and Proposition 26.

General RFP Submittal Information

The City’s designated staff will evaluate proposals received.

During the review process, the City reserves the right, where it may serve the City’s best interest, to request additional information or clarification from those that submit proposals, or allow corrections of errors or omissions. Any and all changes in the RFP will be made by written addendum, which shall be issued by the City to all proposers who have responded to the RFP by the deadline.

The City reserves the right to retain all proposals submitted. Submission of a proposal indicates the firm’s acceptance of the conditions contained in this Request For Proposals, unless clearly and specifically noted in the proposal submitted and confirmed in the contract between the City and the consultant selected.

The preparation of the RFP will be at the total expense of the Proposer. There is no expressed or implied obligation for the City to reimburse responding proposers for any expense incurred in the preparation of proposals in response to this RFP.

The City reserves the right to reject any or all proposals, in whole or part, to waive any informality in any proposal, and to accept the proposal which, in its discretion, is in the best interest of the City.

To be considered, proposers must send **one original and three (3) hard copies of their proposal** in a sealed envelope with the name and address of the company submitting the proposal and it should be clearly marked with the words “Request for Proposal #17-02” and the title “Full Cost Allocation and User Fee Study” no later than 5:00P.M. PST on May 25, 2017 to:

City of El Segundo
City Clerk’s Office
350 Main Street, Room 5
City of El Segundo, CA 90245-3813

Proposals received after the scheduled submittal deadline will be returned unopened.

RFP Questions

Questions with regard to this RFP should be submitted by e-mail to Juliana Demers, Revenue Manager, at JDEMERS@ELSEGUNDO.ORG by 5:00 P.M. PST on May 11, 2017. All firms sending questions will receive responses to all questions and any other addenda that may be released via e-mail on May 18, 2017.

Schedule

The City reserves the right to make changes to the below schedule, but plans to adhere to the implementation of this bid process as follows:

| | |
|---|-----------------------|
| RFP released: | April 27, 2017 |
| Deadline for receiving questions: | May 11, 2017 |
| Proposals due by 5:00pm PST | May 25, 2017 |
| Finalists selected: | June 1, 2017 |
| Presentations/Interviews (if necessary): | June 5-8, 2017 |
| Staff's recommendation to City Council/ Contract approved by City Council: | June 20, 2017 |
| Work Begins | July/August 2017 |
| Preliminary report to staff | December 2017 |
| Presentation to City Council | January/February 2018 |
| Completion of project | March 2018 |

III. SCOPE OF SERVICES

Project tasks shall include, but are not necessarily limited to, the following. If the firm feels that additional tasks are warranted, they must be clearly identified in the firm's proposal.

Full Cost Allocation Plan

Prepare the City's Full Cost Allocation Plan (total cost plan and a OMB Circular A-87 plan), which may include the following elements. If the consultant feels that additional tasks are warranted, they must be clearly identified in the consultant's proposal.

- A. Work and meet with City staff to refine the project scope, purpose, uses and goals of the City's Cost Allocation Plan to ensure that the study will be both accurate and appropriate to the City's needs. Review project schedule and answer any questions pertaining to the successful development of the study.
- B. Meet with staff and conduct interviews as needed to gain an understanding of the City's processes and operations.
- C. Identify the total cost of providing each City service at the appropriate activity level and in a manner that is consistent with all applicable laws, statutes, rules and regulations governing the collection of fees, rates, and charges by public entities including, but not limited to, the State Controller's Office Guidelines for Cost Claiming and OMB 2 CFR Part 225 standards.
- D. Determine the appropriate General and Administrative overhead allocations to City activities and applicable overhead rates for use in calculating the City's Billable Hourly rates. The requirements of the model should allow for:

- a. Additions, revisions, or removal of direct and overhead costs so that the full cost allocation plan can be easily adapted to a range of activities, both simple and complex.
 - b. The ability of the City to continuously update the model and full cost allocation plan from year to year as the organization changes.
 - c. The addition of hypothetical service area information for future service enhancements, and the ability to calculate the estimated costs of providing the service under consideration (i.e. ad-hoc analysis).
- E. Report on other matters that come to your attention in the course of your evaluation that in your professional opinion the City should consider.
 - F. Present the plan to the City's management group and make necessary adjustments as requested.
 - G. Prepare and deliver presentations to the Council to facilitate their understanding of the plan and its implications to the City.
 - H. Work with the Finance Department in developing service provisions, cost categories, and allocation criteria for current and future programs.
 - I. Provide the City with an electronic copy of the final comprehensive review, including related schedules and cost documentation in a format that can be edited and updated by City staff to accommodate changes in the organization or changes in cost.
 - J. Prepare a final report and provide five bound copies, one unbound copy, and a single Microsoft Excel and PDF file of the Full Cost Recovery Plan that can be made available to City staff. Models, tables and graphs should be provided in Microsoft Excel. Any Cost Allocation Model revisions developed shall also be made available to the City in Microsoft Excel and PDF formats, providing the ability to add, delete and/or update information as needed.
 - K. Provide a computer based model in Microsoft Excel for adjusting these fees and charges for the City's current and future needs and provide the City with an electronic copy of the final comprehensive study, including related schedules and cost documentation in a format that can be edited and updated by City staff to accommodate changes in the organization or changes in costs.
 - L. Consult with City staff should the need arise to defend the cost allocation plan as a result of audits or other challenges.

User Fee Study

Prepare a User Fee Study of for the City, which may include the following elements. If the consultant feels that additional tasks are warranted, they must be clearly identified in the consultant's proposal.

- A. Work and meet with City staff to refine the project scope, purpose, uses and goals of the City's User Fee Study to ensure that the study will be both accurate and appropriate to the City's needs. Review project schedule and answer any questions pertaining to the successful development of the study.

- B. Meet with staff and conduct interviews as needed to gain an understanding of the City's processes and operations. Conduct a comprehensive review of the City's existing fees, rates, and charges.
- C. Identify the total cost of providing each City service at the appropriate activity level and in a manner that is consistent with all applicable laws, statutes, rules and regulations governing the collection of fees, rates, and charges by public entities including, but not limited to, Proposition 218.
- D. Compare service costs with existing recovery levels. This should include any service areas where the City is currently charging for services as well as areas where perhaps the City should charge, in light of the City's practices, or the practices of similar or neighboring cities.
- E. Recommend potential new fees and charges for services that the City currently provides but does not have any fees and/or charges established. Recommendations should be based on practices by surrounding cities that may charge for similar services, industry best practices, or the consultant's professional opinion.
- F. Recommend appropriate fees and charges based on the firm's analysis together with the appropriate subsidy percentage for those fees where full cost recovery may be unrealistic.
- G. Prepare a report that identifies each fee service, its full cost, recommended and current cost recovery levels. The report should also identify the direct cost, the indirect cost, and the overhead cost for each service.
- H. Prepare a report that identifies the present fees, recommended fees, percentage change, cost recovery percentage, revenue impact and fee comparison with other Los Angeles County cities or other California cities that are comparable to the City of El Segundo. A survey comparison of rates and fees with similar cities is required.
- I. Report on other matters that come to the Consultant's attention in the course of the evaluation that, in the Consultant's professional opinion, the City should consider.
- J. Provide a computer based model in Microsoft Excel for adjusting these fees and charges for the City's current and future needs and provide the City with an electronic copy of the final comprehensive study, including related schedules and cost documentation in a format that can be edited and updated by City staff to accommodate changes in the organization or changes in costs. The requirements of the model should allow for:
 - a. Additions, revisions, or removal of direct and overhead costs so that the full cost allocation plan can be easily adapted to a range of activities, both simple and complex.
 - b. The ability of the City to continuously update the model and full cost allocation plan from year to year as the organization changes.
 - c. The addition of hypothetical service area information for future service enhancements, and the ability to calculate the estimated costs of providing the service under consideration (i.e. ad-hoc analysis).
- K. Prepare and deliver presentations to the City Council to facilitate their understanding of the plan and its implications for the City and make necessary adjustments as requested.

- L. Provide on-site training to enable staff to update fees on an annual basis.
- M. Prepare a final fee study report and provide five bound copies, one unbound copy, and a single Microsoft Excel and PDF file of the User Fee Study that can be made available to City staff. Models, tables and graphs should be provided in Microsoft Excel. Any Master Fee Schedule revisions developed shall also be made available to the City in Microsoft Excel and PDF format, providing the ability to add or delete and/or update information as needed.
- N. Consult with City staff should it become necessary to defend the City's User Fees as a result of any legal or other challenge.

General

The Consultant may recommend other tasks that it deems appropriate to achieve the objectives set forth in this RFP.

The successful respondent shall be required to retain all working papers and related supporting documents, including records of professional time spent, for a period of five years after delivery of the required reports, unless notified in writing by the City of the need to extend the retention period. The Consultant further agrees to allow City staff to review such documents upon written request at any time during the retention period.

IV. PROPOSAL OUTLINE TO BE SUBMITTED

The proposal shall be organized and submitted with the following elements:

- *Cover page*
- *Table of Contents*
- *Executive Summary*

Provide a brief summary describing the proposer's ability to perform the work requested, a history of the proposer's background and experience providing services, the qualifications of the proposer's personnel to be assigned to this project, any subcontractor, sub consultants, and/or suppliers and a brief history of their background and experience, and any other information called for by this request for proposal which the proposer deems relevant, including restating any exceptions to this request for proposal. This summary should be brief and concise to apprise the reader of the basic services offered, experience and qualifications of the proposer, staff, subcontractors, and/or suppliers.

- *Questionnaire/Response to Scope of Services*

Proposer shall provide responses and information to fully satisfy each item in the Questionnaire. Each question item should be presented before the proposer's response.

- *Attachments*

V. QUESTIONNAIRE

Company and General Information

- Company name and address.
- Letter of transmittal signed by an individual authorized to bind the respondent, stating that the respondent has read and will comply with all terms and conditions of the RFP.
- General information about the primary contact who would be able to answer questions about the proposal. Include name, title, telephone number and email address of the individual.

Qualifications and Experience of the Firm

- Describe your firm's history and organizational structure. Include the size of the firm, location of offices, years in business, organizational chart, name(s) of owner(s) and principal parties, and number and position titles of staff.
- What is the primary business of the parent company and/or affiliates?
- Which office(s) of your organization will have primary responsibility for managing the user fee study?
- What is your firm's experience conducting Full Cost Allocation Plans, and User Fee Studies? Identify the studies performed by your firm in the last three years.
- Which office(s) of your organization will have primary responsibility for managing the Cost Allocation Plan?
- What is your firm's experience preparing Total Cost and OMB Circular A-87 Cost Allocation Plans? Identify the Plans prepared by your firm in the last three years. Include the type of plan prepared.
- Comment on other areas that may make your firm different from your competitors.

Qualifications and Experience of Proposed Project Team

- Describe the qualifications of staff proposed for the assignment, position(s) in the firm, and types and amount of equivalent experience. Be sure to include any municipal agencies they have worked with in the past three years and their level of involvement.
- Identify and provide the resume(s) of the personnel who will be assigned to this project.

Questions/Response to Scope of Services

- Describe the methods by which your firm will fulfill the Full Cost Recovery Study and User Fee Study requested in the Scope of Services (Section III). In responding to the Scope of Services, please be thorough in describing your firm's methodology for completing Full Cost Recovery Studies and User Fee Studies, and how your firm will address all services identified in the Scope of this request.
- Provide a statement of the service(s) that differentiate your firm from other respondents.

Fees

Please provide three copies in a separate envelope marked “Fees.”

- Provide your fees for the proposed services. Fee quotes should be detailed by service.
- The fee should include preparation of the Total Cost Allocation Plan (including a supplement for an OMB Circular A-87 Cost Allocation Plan) and a User Fee Study.
- Outline billing and payment expectations, including timing and method of payment.
- Describe any remaining fees not already detailed above.
- Present a specific “not to exceed” fixed fee including associated fees (i.e., printing costs, attendance at meetings, travel).

References

- Provide a list of the municipal agencies for which the respondent has conducted a Full Cost Recovery Plan and a User Fee Study within the past three years.

The Consultant should provide a list of at least three municipal agencies for each component of the RFP under consideration by the City.

- Provide the following information for three projects that are similar in size and scope to the project requested by this proposal:
 - a. Name, address, and telephone number of the agency
 - b. Time period for the project
 - c. Brief description of the scope of the review
 - d. Recommended procedures
 - e. Reference contact name and telephone number

Implementation Schedule

Include an implementation schedule with a preliminary report delivery date by December 2017 and note key project milestones and timelines for deliverables. Identify any assumptions used in developing the schedule.

Insurance Requirements

The City will require the successful Consultant to acquire and maintain workers' compensation, employer's liability, commercial general liability, owned and non-owned and hired automobile liability, and professional liability insurance coverage relating to Consultant's services to be performed covering the City's risks in a form subject to the approval of the City Attorney and/or City's Risk Manager. The minimum amounts of coverage corresponding to the aforesaid categories of insurance per insurable event, shall be as follows:

| <u>Insurance Category</u> | <u>Minimum Limits</u> |
|------------------------------|--|
| Workers' Compensation | statutory minimum |
| Employer's Liability | \$1,000,000 per accident for bodily injury |
| Commercial General Liability | \$1,000,000 per occurrence and \$2,000,000 aggregate for bodily injury, personal injury and property damage |
| Automobile Liability | \$1,000,000 per accident for bodily injury and property damage (coverage required to the extent applicable to Consultant's vehicle usage in performing services hereunder) |
| Professional Liability | \$1,000,000 per claim and aggregate |

Any available insurance proceeds broader than or in excess of the specified minimum insurance coverage requirements and/or limits shall be available to the City as an Additional Insured. Furthermore, the requirements for coverage and limits shall be the greater of either (1) the minimum coverage and limits or (2) the broader coverage and maximum limits of coverage of any insurance policy or proceeds available to the named Insured.

The Consultant shall agree to include with all subcontractors in their subcontracts the same requirements and provisions including the indemnity and insurance requirements to the extent they apply to the scope of the subcontractor's work. Subcontractors hired by Consultant shall agree to be bound to Consultant and City in the same manner and to the same extent as Consultant is bound to City and its accompanying documents. Subcontractors shall further agree to include these same provisions with any sub-subcontractors.

The Consultant shall furnish the City with certificates and copies of information or declaration pages of the insurance required and with respect to evidence of commercial general liability and automobile liability insurance coverage, original endorsements:

- a. Precluding cancellation or **reduction in per occurrence limits** before the expiration of thirty (30) days (10 days for nonpayment) after City shall have received written notification of cancellation in coverage or **reduction in per occurrence limits** by first class mail;
- b. Naming the City of City of El Segundo, its Council, officers, boards, commissions, employees, and agents, as additional insured; and
- c. Providing that Consultant's insurance coverage shall be primary insurance with respect to City, its Council, officers, boards, commissions, employees, and agents, and any insurance or self-insurance maintained by City for itself, its

Council, officers, boards, commissions, employees, or agents shall be in excess of Consultant's insurance and not contributory with it. Consultant and its insurer may not seek contribution from City's insurance or self-insurance.

The limits of insurance required may be satisfied by a combination of primary and umbrella or excess insurance. Any umbrella or excess insurance shall contain or be endorsed to contain a provision that such coverage shall also apply on a primary and non-contributory basis for the benefit of City before the City's insurance or self-insurance may be called upon to protect City as a named Insured.

All self-insured retentions (SIR) must be disclosed to City for approval and shall not reduce the limits of liability coverage. Policies containing and SIR provision shall provide or be endorsed to provide that the SIR may be satisfied by either the named Consultant/Named Insured or City.

The City reserves the right to obtain a full certified copy of any insurance policy and endorsements. Failure to exercise this right shall not constitute a waiver of right to exercise later.

Any and all Subcontractors shall agree to be bound to Consultant and City in the same manner and to the same extent as Consultant is bound to City. Subcontractors shall further agree to include the same requirements and provisions, including the indemnity and insurance requirements, in any agreement with sub-subcontractors to the extent that they apply to the scope of the sub-subcontractor's work. A copy of the indemnity and insurance provisions shall be furnished to any subcontractor upon request.

The Consultant shall maintain insurance to the fullest amount allowed by law and shall maintain insurance for a minimum of five (5) years following completion of this project or service. In the event the Consultant fails to obtain or maintain completed operations coverage as required by the City at its sole discretion may purchase the coverage required and the cost will be paid by Consultant.

VI. EVALUATION OF PROPOSALS

The project's core implementation team, comprised of City staff, will be responsible for the bid evaluations. This team, in accordance with the criteria listed below, will evaluate all proposals received as specified. The City team members, in applying the major criteria to the proposals, may consider additional criteria beyond those listed. During the evaluation period, the team may elect to interview some or all the proposing firms.

The final selection will be the firm which, in the City's opinion, is the most responsive and responsible, meets the City's requirements in providing this service, and is in the City's best interest. The City maintains the sole and exclusive right to evaluate the merits of the proposals received.

Consultants will be objectively evaluated based on their responses to the project scope outlined in the RFP. The written proposal should clearly demonstrate how the firm could best satisfy the requirements of City.

Proposals will be evaluated based on the following criteria:

- Thoroughness and understanding of the tasks to be completed.
- Background and experience in organizational analysis evaluation.
- Staff expertise and overall experience of personnel assigned to the work.
- Time required to accomplish the requested services.
- Responsiveness to requirements of the project.
- Recent public sector experience, preferably in a municipal setting, conducting similar studies.
- Costs.

Although price for the services will be an important part of the consideration for award of the project, the City will consider the consultant's qualifications, expertise and level of professional service and advice in the award of the project.

Recommendation to City Council for Contract Award

The successful contractor will be selected by the City Council based upon the criteria set forth above and the City's sole discretion. The City Council is under no obligation to contract with any applicant.