



**Albertville – Hanover – St. Michael  
Minnesota**

**2026 Shared Fire Service  
Feasibility Study**

**Request for Proposals**

**Due March 13<sup>th</sup>, 2026**

**Finalized 2/9/2026**

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## **EXECUTIVE SUMMARY**

The Cities of Albertville, Hanover, and St. Michael, Minnesota are jointly issuing this Request for Proposals (RFP) to retain a qualified, independent consultant to conduct a Shared Fire Services Feasibility Study.

The purpose of the study is to evaluate current fire protection and emergency medical service delivery and to analyze potential opportunities for shared services or consolidation among the three Cities. The study will provide objective, data-driven findings, and implementation guidance to support informed decision-making by elected officials.

Each City is experiencing growth and evolving community risk profiles that are increasing demand for emergency services while placing pressure on staffing models, facilities, and long-term financial sustainability.

The study will examine a full range of service delivery alternatives, from continuation of existing service models to varying degrees of shared services and full consolidation, including governance, operational, financial, and implementation considerations. Final deliverables will include a written feasibility study report and presentations to elected officials and stakeholders, providing clear options, costs, benefits, risks, and implementation pathways.

## **REQUEST FOR PROPOSALS**

### **2026 Shared Fire Services Feasibility Study**

Cities of Albertville, Hanover, and St. Michael, Minnesota

## **SECTION I – GENERAL INFORMATION**

The Cities of Albertville, Hanover, and St. Michael, Minnesota (collectively, the “Cities”), and their Fire Departments (collectively, the “Departments”) invite proposals from qualified consulting firms to conduct a **Shared Fire Services Feasibility Study**.

The Cities are seeking an experienced consultant to evaluate alternatives for the provision of fire protection and emergency medical services and to assess opportunities for shared services or consolidation.

### **Project Understanding:**

The Cities wish to retain an outside consultant experienced in the provision of fire protection services to evaluate the benefits, risks, and long-term implications of joining together the three municipal fire agencies. Each of the Cities is facing growth pressures from residential through commercial and industrial growth and changing risk profiles will increase fire protection service demand. The Departments are faced with increasing staffing pressures due to paid-on-call recruitment and retention issues.

The Cities are equal partners in this study and are looking for alternatives to the status quo that will provide optimal service levels across the service area with an equitable distribution of resources and costs that are sustainable well into the future.

While one scenario may be full consolidation, the study should be designed to address various options from the end members of a status quo option through a fully consolidated system. Various potential options should be analyzed exploring advantages, disadvantages, and opportunities of each.

The study will begin with an examination of each agency in detail followed by an analysis of each available option and will focus on improving efficiency and effectiveness of service delivery throughout the area considering the challenges posed by the growing communities.

Specific issues of concern that will be addressed in the study include, but are not limited to the following:

- Laws impacting formation of a new, single district.
  - Fire District or Joint Powers Agreement
- Steps involved in district formation.
- Tax rate that should be considered under various service level scenarios
- Potential offset to current city tax rates under new district.
- Asset allocation between partners (facilities, land, apparatus, and equipment)
- Governance structure(s) under alternative scenarios
- Organizational structure under alternative scenarios
- Process for fire code administration
- Delineation of all assumptions used in various scenarios.
- Impact of growth on resources needed.
- Staffing model under various scenarios to include cost.
- Service level variations by zone in potential new district and impact on staffing needs.
- The legal requirements and process for combining or dissolving the three Relief Associations
- Potential for cost savings
- Revenue and expense projections for five years for various service level scenarios
- Short-, Mid-, and Long-Range financial impacts on each partner of consolidated/merged entity to include cost allocation models and funding alternatives.
- Additional support needs of new district and timeline for implementation
- Implementation process for potential future growth of the Fire District or Joint Powers

## **Background and Community Information:**

### City of Albertville:

Albertville is a city in Wright County, Minnesota, United States. The City is a Northwest suburb of the Minneapolis - St Paul "Twin Cities" metropolitan area. Albertville is considered the halfway point between Minneapolis and Saint Cloud.

According to the United States Census Bureau, the city has a total area of 4.64 square miles (12.02 km<sup>2</sup>); 4.37 square miles (11.32 km<sup>2</sup>) is land, and 0.27 square miles (0.70 km<sup>2</sup>) is water. Albertville is considered the halfway point between Minneapolis and Saint Cloud. The population was 7,896 at the 2020 census.

Interstate 94/US Highway 52 serves as a main route in the city. Wright County Roads 18, 19, 37, 137 and newly added County Road 38 on the border between Otsego and Albertville, MN are other routes within the city.

Albertville's city council contains five council members, including the city's mayor, who serves a two-year term.

### City of Hanover:

Hanover is a city in Wright and Hennepin counties, Minnesota, United States. Hanover is located mostly within Wright County, although a small part of the city extends into Hennepin County. The City of Hanover is located on the western edge of the Twin Cities metropolitan area. Even though Hanover is partly in the metropolitan county of Hennepin, it does not fall under the authority of the Twin Cities Metropolitan Council.

According to the United States Census Bureau, the city has a total area of 5.59 square miles (14.48 km<sup>2</sup>); 5.45 square miles (14.12 km<sup>2</sup>) is land, and 0.14 square miles (0.36 km<sup>2</sup>) is water. The population was 3,548 at the 2020 census.

County Road 19 serves as a main route in the city. Hanover is located along the Crow River. The river flows through the Downtown River District and serves as the boundary line between Hennepin and Wright counties.

Hanover's city council contains five council members, including the city's mayor, who serves a four-year term.

### City of St. Michael:

St. Michael is a city in Wright County, Minnesota, United States. The City is a Northwest suburb of the Minneapolis - St Paul "Twin Cities" metropolitan area.

According to the United States Census Bureau, the city has a total area of 36.374 square miles (94.21 km<sup>2</sup>), of which 32.671 square miles (84.62 km<sup>2</sup>) is land and 3.703 square miles (9.59 km<sup>2</sup>) is water. The population was 18,235 at the 2020 census.

I-94, US 52, MN 241, and Wright County Roads 19 and 37 are some of the main routes in the city. The Crow River flows along the city's eastern boundary, separating it from the city of Rogers in Hennepin County.

St. Michaels's city council contains five council members, including the city's mayor, who serves a two-year term.

## **Fire Department Summaries:**

### **Albertville Fire Department:**

The Albertville Fire Department provides the city with modern EMS and Fire response out of one station. The Albertville Fire Department responds to calls inside the municipal boundaries of Albertville and provides contract coverage to a substantial portion of the City of Otsego.

The Albertville Fire Department is a combination Fire Department with one full-time Fire Chief, 25 paid-on-call firefighters and 3 reserve firefighters. Full staffing for the Fire Department would have 30 paid-on call firefighters and 3 reserve firefighters.

The paid-on-call firefighters are members of the Minnesota Public Employees Retirement Association Statewide Volunteer Firefighter Plan (PERA SVF).

The paid on-call fire fighters are required to live within 10 minutes of the station and must respond to 20% of all calls, tracked quarterly.

In 2025, the Fire Department responded to 674 calls.

Currently, all positions in the fire department are non-union.

### **Hanover Fire Department:**

The Hanover Fire Department provides the city with modern EMS and Fire response out of one station. The Hanover Fire Department responds to calls inside the municipal boundaries of Hanover (Both Hennepin and Wright County) and provides contract coverage to the Cities of Corcoran, Greenfield, and Rockford Township.

The Hanover Fire Department is a paid-on-call Fire Department with 29 paid-on-call firefighters, including the Fire Chief.

Full staffing for the Fire Department would have 34 paid-on call firefighters.

The paid-on-call firefighters are members of a Relief Association, which uses the Minnesota State Board of Investment (SBI) to manage their retirement funds.

The paid on-call fire fighters are required to live within 10-minutes of the station and must respond to 30% of all calls, tracked annually.

In 2025, the Fire Department responded to 313 calls.

Currently, all positions in the fire department are non-union.

St. Michael Fire Department:

The St. Michael Fire Department provides the city with modern EMS and Fire response, out of two stations. The St. Michael Fire Department responds to calls inside the municipal boundaries of St. Michael and provides no contract coverage.

The St. Michael Fire Department is a combination Fire Department with one full-time Fire Chief, one part-time administrative assistant (who is also a paid-on-call firefighter), 29 paid-on-call firefighters, and 6 reserve firefighters.

Full staffing for the Fire Department would have 29 paid-on call firefighters and 10 reserve firefighters.

The paid-on-call firefighters are members of a Relief Association, which uses a third-party wealth management firm to manage their retirement funds.

The paid on-call fire fighters are required to live within 10 minutes of the either station and must respond to 25% of all calls, tracked quarterly.

In 2025, the Fire Department responded to 716 calls.

Currently, all positions in the fire department are non-union.

## **SECTION II – PROJECT PURPOSE AND BACKGROUND**

The Cities seek an independent consultant experienced in fire protection and emergency medical services to evaluate alternatives for shared or consolidated service delivery. Growth pressures, staffing challenges, and capital needs necessitate a thorough, objective review of service models.

The consultant will perform a **comprehensive, best-practice fire service evaluation**, combining:

- **Community Risk Assessment & Standards of Cover analysis.**
- **Organizational and financial feasibility analysis.**
- **Governance, legal, and implementation planning** specific to Minnesota fire districts and joint powers entities.

The study evaluates **both current performance and future service needs**, grounded in growth projections and risk analysis.

## **SECTION III – SCOPE OF SERVICES**

The consultant shall conduct a feasibility study evaluating current conditions, community risk, service performance, and future service delivery alternatives.

Services shall include project initiation, data collection, baseline department evaluations, community risk and service demand analysis, shared services and consolidation analysis, financial modeling, and implementation planning.

Analysis shall be consistent with nationally recognized best practices, including CPSE/CFAI Standards of Cover methodologies, NFPA standards, and Minnesota statutory requirements.

### **Core Elements of the Scope of Work**

#### **1. Project Initiation & Data Collection**

- Kickoff meeting with all three Cities.
- Detailed project work plan and communication structure.
- Collection of operational, staffing, financial, response, GIS, and planning data.
- Site visits and stakeholder interviews.

## 2. Baseline Community and Fire Department Evaluations

Each community and fire department will be evaluated individually, including:

- Service area population and demographics.
- Community growth history and projections.
- Governance and organizational structure.
- Staffing models (career, paid-on-call, combination).
- Current fire code and fire inspection administration.
- Facilities, apparatus, and capital assets.
  - Facility Space Needs Analysis of existing facilities.
- EMS, fire prevention, training, and communications.
- City and Department budget structure, funding sources, and cost drivers.
- Description of mutual aid and interagency response resources.

## 3. Community Risk & Service Demand Analysis

The consultant will:

- Review and evaluation of calls for service from a historical, current, and predicted perspective.
- Review and evaluate services provided by the department including emergency and non-emergency response.
- Analyze community risk using land use, zoning, demographics, GIS, and growth projections.
- Evaluate service demand by incident type, geography, and time of day/year.
- Identify predictable and high-risk occupancies and response challenges.
- Develop a **risk-based matrix** linking:
  - Staffing levels
  - Apparatus and deployment needs
  - Time and performance objectives
  - Future station locations
  - Personnel assignment to stations
  - Station response boundaries

#### **4. System Performance & Deployment Analysis**

- Response time analysis (call processing, turnout, travel, total response).
- Using historical call volume by dispatch type, evaluate the current response models of the three Departments.
  - Based on best practice, outline opportunities to streamline and potentially reduce Department call volumes, while providing equal service levels across the three Cities without impacting patient outcomes or public safety.
- Distribution, concentration, reliability, and capacity studies.
- Evaluation of mutual aid and automatic aid effectiveness.
- Identification of service gaps and redundancies.

#### **5. Shared Services & Consolidation Options**

The consultant will analyze a full continuum of options, including:

- Status quo with enhanced coordination.
- Functional/shared services (administration, training, prevention, EMS).
- Operational consolidation.
- Legal unification through joint powers or fire district formation.

For each option, the study will address:

- Governance structure.
- Staffing needs, options, and labor considerations, including options for shared personnel.
- Potential fire code and fire inspection administration and staffing.
- The process for combining or dissolving the three Relief Associations.
- Asset and liability allocation.
- Service level changes by zone.
- Advantages, disadvantages, and implementation risks.
- Review of contracts for fire services provided by each department to neighboring jurisdictions including their capacity for continuation and/or changes under various scenarios
- Phasing options for any consolidation outcomes

## **6. Financial Analysis & Cost Allocation**

- Five-year revenue and expenditure projections for multiple scenarios.
- Evaluation of funding mechanisms and tax impacts.
- Budgeting and cost allocation methodologies (population, assessed value, service demand, hybrid models).
- Identification of potential savings and transition costs.

## **7. Recommendations & Implementation Planning**

- Clear and concise short-, mid-, and long-term recommendations.
- Policy actions required by councils.
- Implementation timelines and sequencing.
- Identification of risks, benefits, and tradeoffs for each recommended option.
- Response modeling related to best practices for call type across the shared service area.
- Implementation process for potential future growth of the shared services.
  - Discuss options to expand shared services to neighboring municipalities, and potential contract coverage to other areas.

## **8. Reporting & Presentations**

- Draft report with executive summary, findings, and recommendations.
- Final report suitable for public release.
- Formal presentations to councils, staff, and stakeholders.

#### **SECTION IV – PROJECTED TIMELINE**

- Issue Request for Proposal: Week of February 9<sup>th</sup>, 2026.
- Proposals Due: Friday, March 13<sup>th</sup>, 2026.
- Evaluation of Proposals and Interviews: Week of March 16<sup>th</sup>, 2026.
- City Council Award: Week of April 6<sup>th</sup>, 2026.
- Contract Notice to Proceed: Week of April 13<sup>th</sup>, 2026.
  
- Project Milestones:
  - Draft report due: Week of October 12<sup>th</sup>, 2026.
  - Draft report review with City and Department staff: Week of October 26<sup>th</sup>, 2026.
  - Complete revisions of draft report and final report due: Week of November 16<sup>th</sup>, 2026.
  - Formal presentations: December 2026.

The Cities reserve the right to move presentation(s) to later dates at the discretion of the Fire Department, City Staff, and/or City Council.

#### **SECTION V – INQUIRIES**

It shall be the responsibility of the prospective Consultant to inquire about any portion of the RFP that is not fully understood or requires further clarification. Written inquiries are required and may be submitted via email. Consultants with additional questions or requiring further clarification should contact Albertville Fire Chief Eric Bullen at [EricB@albertvillemn.gov](mailto:EricB@albertvillemn.gov).

## **SECTION VI – SUBMITTAL REQUIREMENTS**

- Cover Letter
  - Summarizes the key elements of the Proposal and outlines why the Consultant should be selected. The cover letter should identify the name, title, address, phone number(s), and the email address of the person who will represent the Consultant regarding the Proposal's content.
- Project Understanding and Approach
  - Describe the Consultant's understanding of the Service to be provided, identify issues or areas of concern to be addressed by the Service, outline the overall objectives of the Service, and summarize the approach to fulfilling the scope of services and deliverable outcomes. Address the needs of the Fire Department, including discussion of staff availability and ability to respond to Fire Department requests for assistance in a timely manner. Include approach to the project that may include different interests of the stakeholders. The Proposal should outline statistical methodologies including anticipated sources for data.
- Scope of Work and Methodology
  - Clearly outline the tasks needed to complete each deliverable of the work outlined above. Include all substantive tasks and milestones outlined in the RFP. Identify key team members and project deliverables for each section of the Scope of Work. Identify tasks and responsibilities, if any, that are expected to be provided by the Fire Department and/or City.
- Project Schedule
  - Prepare a work task flow chart that chronologically illustrates the Consultant's intent to reach project milestones.
- Fee Proposal (not-to-exceed)
  - Prepare a spreadsheet or table outlining anticipated time and cost, including all tasks defined in scope of services. This spreadsheet or table should include time and costs for key team members, including both anticipated hours and hourly rates. Prepare an hourly breakdown for each task for proposed services that identifies all reimbursable expenses, such as mileage and meeting, associated with the Proposal. The Proposal must include a total not-to-exceed amount for the Service.
- Qualifications and References
  - Provide at least three references from clients of previous projects and work. Completed examples of previous work make be included as appendices.

## **SECTION VII – SUBMISSION OF PROPOSAL**

Each Consultant shall submit one electronic copy by email (Adobe Acrobat or Microsoft Word format preferred) of the Proposal not later than Friday, March 13<sup>th</sup>, 2026, at 5 P.M. Central Standard Time. The electronic copy shall be delivered by email to: Albertville Fire Chief Eric Bullen at [EricB@albertvillemn.gov](mailto:EricB@albertvillemn.gov).

## **SECTION VIII – PROPOSAL EVALUATION**

Proposals will be evaluated by a review panel representing the Cities. The Cities may conduct interviews or request clarifications.

## **SECTION IX – RESERVATION OF RIGHTS**

The Cities reserve the right to reject any or all proposals, waive informalities, request additional information, or cancel this RFP if deemed in the best interest of the Cities.

The Cities and selected Consultant may modify the scope of the project as needed.