Town of Los Gatos

REQUEST FOR PROPOSALS

FISCAL CONDITION ANALYSIS WITH FIVE-YEAR AND LONG-TERM FORECAST, FISCAL IMPACT ANALYSIS, AND ASSET LIABILITY MANAGEMENT STUDY

Date Issued: [Insert Date]

Proposal Submittal Deadline: [Insert Date], by 4:00 p.m. Pacific Standard Time

Issued By:

Issued By:
Town of Los Gatos – Finance Department
110 E Main Street, Los Gatos, CA 95030
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ATTACHMENT 1

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Schedule of Activities (Tentative):

Activity	Anticipated Date
RFP Release	[Insert Date]
Deadline for Questions	[Insert Date]
Proposal Submission Deadline (4:00 p.m.)	[Insert Date]
Proposal Evaluation	[Insert Date]
Consultant Interviews (if necessary)	[Insert Date]
Contract Negotiation and Execution	[Insert Date]

Town Contacts:

Gitta Ungvari, Finance Director Email: Finance@losgatosca.gov

A. PURPOSE

The Town of Los Gatos is seeking proposals from qualified firms to perform one or combined studies including

- 1. A Fiscal Condition Analysis with Five-Year and Long-Term Financial Projections, and or
- 2. A Fiscal Impact Analysis for proposed and planned growth.

And to provide a separate proposal not to be combined for the following

3. An Asset Liability Management (ALM) Study.

Proposers may submit responses for each of the first two studies individually and as a combined packaged. For the third study, the Town is looking for a proposal that is not combined with the first two studies.

The three studies are listed in priority order with the most time sensitive being the fiscal condition analysis with five-year and long-term financial projections. Based on the proposals, the Town will determine which of the proposals to accept with emphasis on the most time sensitive analysis.

B. OVERVIEW

The Town is undertaking this analysis to obtain an independent, data-driven assessment of its fiscal condition and near-term outlook. Current internal five-year projections indicate structural operating deficits, and the Town seeks third-party validation of assumptions, methodologies, and results to inform decision-making by staff, the Finance Commission, and the Town Council. The selected Consultant will evaluate historical trends and structural drivers, develop a transparent five-year multi-scenario forecast, and quantify risks, sensitivities, and reserve implications, while clearly distinguishing one-time from ongoing resources. The objective is to provide an auditable, public-facing foundation for budget strategy, service level planning, and proactive risk management.

Concurrently, the Town faces multiple large development proposals, including affordable housing projects associated with the General Plan and Housing Element. The Town requires a clear understanding of the net fiscal effects of this growth—revenues and costs, operating and capital, timing and step-cost triggers (e.g., staffing, equipment, facilities)—under best-case, baseline, and worst-case scenarios through 2040. In addition, the Town seeks to inventory and evaluate key asset-liability exposures (pension, OPEB, bonded debt, and unfunded infrastructure needs) to guide prudent funding strategies, reserve calibration, and long-term sustainability. Together, these efforts will produce integrated tools and findings that support transparent policymaking and durable fiscal health.

At the April 14, 2025 Finance Commission meeting, the Commission recommended consolidating prior scope efforts for these studies into a single Request for Proposal process. The Commission approved eight key recommendations:

- 1. **Consolidate scopes** into a single RFP with three separate line items:
 - Fiscal Analysis and Five-Year Forecast
 - Long-Term Outlook (to 2040, aligned with the General Plan and Housing Element)
 - o Optional standalone ALM Study
- 2. **Require scenario planning** using defined sets of assumptions for:
 - o Best, worst, and most likely cases
 - o National and macroeconomic conditions (e.g., recession, tariffs, labor costs)
 - Risk and opportunity matrix
 - o Consultant's own recommended scenario modifications or additions
- 3. **Stakeholder engagement** including interviews with internal staff and external partners (e.g., Sewer District, Fire Department).
- 4. **Define accounting basis and format** (e.g., government-wide vs. fund-based reporting) to ensure clarity, usability, and reconciliation across documents.
- 5. **Include cost** as a decision matrix criterion to evaluate overall value of proposals.
- 6. **Require explanation of tools and methodologies**, including the use of AI, data sources, forecasting models, and technical platforms.
- 7. **Request work samples** similar to proposed scopes to assess consultant capability.
- 8. **Articulate specific questions** to be answered:
 - What is the Town's fiscal condition over the next five years? (Study 1)
 - What is the long-term financial outlook? (Study 1 and/or Study 2)
 - What is the fiscal impact of projected development under the 2040 Plan and Housing Element? (Study 2)

C. MINIMUM QUALIFICATIONS

To the satisfaction of the Town of Los Gatos, each proposer shall ensure their proposal, as applicable, includes sufficient information to facilitate the following

- Demonstrated experience conducting fiscal analyses and long-range financial forecasting for California municipalities.
- Familiarity with local government budgeting, finance, infrastructure liabilities, pensions, economic development analysis, and General Plan documents.
- Experience engaging with a wide variety of constituencies including but not limited to internal departments, elected officials, and other non-Town constituencies.
- Strong presentation, communication, and public reporting skills.
- Ability to deliver user-friendly financial models and documentation.

D. GENERAL PROVISIONS AND REQUIREMENTS

The Town may establish general provisions and requirements related to the work being performed including but not limited to

- 1. Possession of all licenses required to perform services in California, if applicable
- 2. Town approval required for any key personnel changes.
- 3. All deliverables must be provided in PDF and native editable formats.

4. All materials prepared or supporting prepared deliverables become the property of the Town.

E. SCOPE OF SERVICES

Study 1 — Fiscal Condition Analysis with Five-Year Forecast

Objective. Provide a rigorous, auditable view of the Town's current fiscal condition; produce a five-year multi-scenario operating forecast; quantify risks and opportunities; and deliver a transparent, staff-maintainable model aligned with GAAP, GFOA, and State Controller conventions.

1) Project Initiation & Workplan

- **Kickoff meeting:** Confirm goals, deliverables, scope boundaries, schedule, and communication cadence; finalize the assumptions governance process (how assumptions are proposed, reviewed, approved, and versioned).
- **Detailed workplan:** Activities, dates, responsibilities, dependencies, and review milestones; identify critical path items.
- **Stakeholder map:** Identify internal staff, department contacts, and external partners (e.g., special districts) for interviews and data validation.

2) Data Intake, Validation & Controls

- Minimum data (at least 10 years): ACFR/CAFRs; California State Controller's reports; adopted budgets and mid-year updates; trial balances; revenue detail (property, sales, TOT, fees/permits/fines, franchise, business license, transfers); labor MOUs; position and pay schedules; CalPERS actuarial reports (normal cost, UAL, amortization bases, projected employer rates); OPEB actuarial valuations; debt schedules and official statements; CIP, deferred maintenance reports, and life-cycle/asset management reports; grants and one-time funds; reserve policies.
- Data Quality Assurance/Quality Control: Reconcile to audited financial statements; identify reclassifications and one-time items; maintain a Data Sources Register with date, owner, and quality notes. Implement process to ensure the accuracy, consistency, and completeness of the information presented in deliverables.
- **Accounting basis:** Specify fund-based vs. government-wide views used in analysis; provide crosswalks/reconciliations.

3) Methodology & Assumptions Framework

- **Method statement:** Document forecasting structure, drivers, and equations utilized; define how scenario variants are applied.
- **Assumptions log:** Centralized register for economic (AV growth, inflation/CPI, wage growth, medical trend), operational (vacancy, hiring, service levels), policy (fees, taxes), financial (interest rates, investment earnings), and actuarial (CalPERS/OPEB) assumptions. Include source, rationale, date, owner.

• **Standards compliance:** Where applicable, align with guidance from, but limited to, GAAP, GFOA best practices, and State Controller reporting.

4) Fiscal Condition Assessment (Current State)

- **Liquidity & reserves:** Trends vs. policy targets; one-time vs. ongoing resource use; working capital indicators.
- **Revenues:** Composition, concentration, and volatility of General Fund revenues (property, sales, TOT, utility/franchise, fees/permits, transfers). Analyze seasonality, elasticity, collection risk, and extraordinary items.
- Expenditures: Personnel (base pay, steps, COLA, vacancy/backfill, overtime), benefits (health, workers' comp), pension and OPEB contributions, non-personnel (contracts, utilities, insurance, fleet, fuel), and internal service charges; identify structural cost pressures and unfunded mandates.
- **Liabilities & commitments:** Pensions (UAL by amortization base, rate trajectories), OPEB (pay-go vs. prefunding status), bonded debt (coverage, covenants), leases, and deferred capital/maintenance backlogs.
- **Structural balance:** Historical ongoing revenues vs. ongoing expenditures; reliance on one-time resources; identification of structural gaps.
- **Practices Modeling:** Provide data showing the historical and current condition based on recognized models, such as the ICMA Fiscal Trend Monitoring System, the League of California Cities Municipal Financial Health Diagnostic, or other tools appropriate to provide collective insight to fiscal condition.
- **Benchmarking (if applicable):** Contextualize key ratios versus peer agencies and/or recommended practice ranges.

5) Five-Year Operating Forecast (Baseline, Best-Case, Worst-Case)

- **Baseline ("most likely"):** Reflect adopted policies, existing MOUs, known program changes, and consensus macro assumptions.
- **Best-case:** Favorable macro trajectory (higher taxable sales, steady AV growth, stable TOT), improved investment returns, successful cost containment and vacancy savings.
- Worst-case: Recessionary path(s), slower or negative AV growth, elevated wage/medical inflation, lower TOT/consumer spending, state takeaways/mandates, and higher CalPERS rates or revised amortization schedules.
- **Revenue modeling:** Property tax (AV growth components, Prop 13 reassessment dynamics); sales tax (category mix, elasticity to income/price indices); TOT recovery curve; fees/permits (activity volumes/fee policy); other taxes and intergovernmental sources
- **Expenditure modeling:** Wage steps/COLA per MOU; staffing plan and vacancy factors; health trend; CalPERS employer rates and UAL amortization payments; OPEB contributions; operations & maintenance inflation; known contracts and step-cost triggers.
- Sensitivity analysis: Run targeted shocks (e.g., ± 1 –2% AV growth, ± 0.5 –1.0 pts sales growth/elasticity, ± 2 –3% medical trend, ± 50 –100 bps investment earnings, pension

- discount-rate changes) and show fiscal effects. Determine reasonable and appropriate ranges for use in the analysis.
- **Reserves tracking:** Model policy floors, replenishment rules, and draw triggers under each scenario.

6) Risk, Opportunity & Stress Testing

- **Risk/Opportunity Matrix:** Probability × impact scoring for high-leverage drivers (economy, tax base, tourism/TOT, labor/benefits, state policy, disasters, grant volatility); quantify fiscal exposure ranges.
- **Macro stresses:** Multi-year recession and recovery paths; interest rate shocks; investment earnings variance; inflation spikes.
- **Operational stresses:** Hiring lag or higher vacancy; higher overtime; insurance/premium shocks; major contract repricing; supply chain spikes.
- **Event stresses:** Disaster scenarios (i.e. wildfire/earthquake/flood) with plausible cost and revenue effects; state action (takeaways, deferrals).
- **Mitigation levers:** Revenue measures (policy options), expenditure pacing, capital deferral windows, position management, reserve deployment/replenishment strategies, each with indicative fiscal effect, lead time, and dependencies where reasonable.

7) Reserves & Policy Analysis

- Adequacy tests: Compare forecast reserves to policy targets under all scenarios and stresses; estimate time to restore reserves if drawn.
- **Policy review:** Evaluate reserve policy structure (levels, triggers, replenishment) and recommend enhancements consistent with GFOA guidance.

8) Model Specifications (Editable & Maintainable)

- Workbook architecture: Separate Inputs/Assumptions, Drivers, Revenue Modules, Expenditure Modules, Pensions/OPEB, Results by Fund, Reserves, Stress/Sensitivity, Charts & Tables, Reconciliation.
- **Controls:** Version control; cell protections where appropriate; color-coded inputs vs. formulas; scenario toggles; sensitivity sliders; documentation panel/tooltips.
- **Reconciliation:** Crosswalks to audited financials and to adopted budget for Year 1; one-time vs. ongoing segmentation; fund-to-government-wide alignment notes.
- **User guide:** Embedded data dictionary, instructions for updating, and a checklist for annual refresh.

9) Engagement & Validation

- **Department interviews:** Validate workload/demand drivers, pipeline initiatives, service level commitments, step-cost triggers, and risks.
- **Finance collaboration:** Agree on key inputs (e.g., macro path, labor/benefit assumptions, revenue elasticities); coordinate with actuaries/auditors as needed.

• External partners (as relevant): Validate assumptions with external partners (i.e. sewer, stormwater, etc.) on joint cost drivers or pass-throughs.

10) Deliverables

- **Kickoff packet:** Final workplan, data request, and engagement calendar.
- **Interim Findings Memo:** Early condition read-out; emerging risks/opportunities; preliminary assumptions for staff review.
- **Five-Year Forecast Model (editable):** With scenarios, sensitivities, reconciliation tabs, and print-ready exhibits.
- Risk & Opportunity Matrix + Stress-Test Pack.
- **Final Report (PDF + native):** Executive summary; current condition; five-year forecast (all scenarios); long-term outlook; risk/stress results; reserve analysis; recommended actions (timing, indicative fiscal effect); appendices (assumptions log, data sources, reconciliation tables, benchmarking).
- **Presentations:** At least two public meetings (Finance Commission and Town Council) and staff work sessions.
- **Training & Handover:** Live walkthrough, update playbook, and placement of all files per Town direction.

12) Schedule (Illustrative)

- Weeks 1–2: Kickoff; data intake; interview scheduling; method statement.
- Weeks 3–6: Condition diagnostics; interim findings memo.
- Weeks 7–10: Five-year forecasting; scenario build; sensitivities.
- Weeks 11–12: Reserves/policy analysis; risk matrix; stress tests.
- Weeks 13–14: Draft report/model; staff review and revisions.
- Weeks 15–16: Final report/model; presentations; training and handover.

13) Town Support (Anticipated)

• Timely access to financials, audit and actuarial reports, MOUs/position data, CIP/backlog, development and fee pipelines, debt/grants, and reserve policies; scheduling of interviews; facilitation of external partner conversations as needed.

Study 2 — Fiscal Impact Analysis

The Consultant will complete a robust Fiscal Impact Analysis mirroring the analytical structure and depth of the 2020 Comprehensive Plan Fiscal Impact Analysis for Annapolis, Maryland or equivalent (Attachment included). The analysis shall include:

1) Growth-Based Cost Modeling

• Distinguish fixed vs. variable General Fund operating costs.

- Project variable operating and staffing costs by department (e.g., General Government, Police, Parks and Public Works, Library) using appropriate demand bases (residential population, service population, or employment).
- Disaggregate costs into staffing vs. non-staffing components and identify per-unit cost escalators.

2) Revenue Modeling

- Property tax and related in-lieu components based on development assumptions (e.g., housing units, commercial sq. ft.).
- Sales and use tax, transient occupancy tax (TOT), franchise fees, business license tax, and fees/permits/fines using Town-specific volumes and policy assumptions.
- Other locally controlled revenues (i.e. third party partners).

3) Scenario-Based Forecasts

- Develop best-case, baseline, and worst-case scenarios over a 20-year horizon.
- Conduct sensitivity testing on service-population growth, property values, cost escalation, and revenue volatility (including recession simulations).

4) Capital Cost Estimation

- Provide rough-order-of-magnitude (ROM) capital cost estimates tied to infrastructure demands generated by new growth.
- Recommend methodologies the Town can reuse for site-specific capital forecasting.

5) Results & Communication

- Estimate net fiscal impact (revenues vs. costs) at buildout and annually through 2040.
- Present findings with clear charts/tables comparing revenue/cost deltas and stress-tested variance bands.
- Highlight fiscal implications by development type (e.g., residential vs. commercial) and intensity/density.

6) Methodological Transparency

- Clearly define data sources, modeling assumptions, and calibration approach.
- Collaborate with staff to validate variables and use Town-specific historical financials, land use policies, and demographic projections.

Study 3 — Asset Liability Management (ALM) Study

The Consultant shall:

- **Inventory & Evaluate Liabilities**: Provide an inventory and evaluation of key liabilities including but not limited to pension, OPEB, bonded debt, and unfunded infrastructure needs.
- **Funding Needs & Risk Reduction**: Offer a standalone analysis of long-term funding needs and identify strategies to reduce risk.
- **ALM Modeling**: Present model outputs showing fund balance sustainability and risk exposure across scenarios.
- **Reserve Guidance**: Provide guidance on optimal reserves and potential reserve policy enhancements.

Combined Studies —Study 1 and 2

The Consultant shall deliver a unified analysis that:

- Integrates the Fiscal Condition & Forecast (Study 1) with the Fiscal Impact Analysis (Study 2) to provide a coherent picture of short and long-term fiscal sustainability.
- Ensure consistency in assumptions across the impact and forecast models, using development assumptions and infrastructure costs as key inputs.
- Packages results into a single report with distinct sections, shared assumptions, and harmonized formats.

All Studies — Required Elements

All proposals for all Studies must include:

- Scenario analysis with well-documented assumptions, covering macroeconomic and local risks.
- A risk & opportunity matrix that quantifies high-impact variables and their fiscal effects.
- Interviews with all Town departments and relevant external agencies (e.g., Sewer District, Fire Department) to inform assumptions.
- Accounting/Reporting transparency, specifying whether analyses are government-wide or fund-based, source of the information, and how they reconcile.
- Editable deliverables (e.g., Excel models, PowerPoint decks) with a documented methodology and user guide.
- Public presentations: at least two meetings (Finance Commission and Town Council), plus staff work sessions as needed.
- Work samples of comparable scope and complexity.
- Disclosure of AI/data tools: clarify if/how AI or specialized analytics are used in modeling.
- Standards compliance: GAAP, GFOA, and California State Controller standards.
- Usability & training: a clear plan for long-term usability, including staff training where needed.

F. PROPOSAL FORMAT AND SUBMITTAL REQUIREMENTS

1 Proposal Format and Organization

Proposals shall be clear, concise, and organized in the order below. Provide one (1) searchable PDF and any native files specifically requested (e.g., Excel models), using the section headers shown to facilitate review.

1. Cover Letter (maximum 2 pages)

Briefly summarize qualifications and project understanding; identify the primary contact authorized to bind the firm. Confirm acceptance of the Town's Sample Consultant Services Agreement (**Attachment 5**) or list any specific exceptions/edits requested.

2. Completed Certification Forms (Attachments 1–4)

- Attachment 1 Conflict of Interest Statement
- Attachment 2 Non-Collusion Declaration
- Attachment 3 References
- Attachment 4 Statement Regarding Insurance Coverage and Worker's Compensation Insurance Acknowledgment Certificate

3. Scope Comments and Methodology

Comment on the Scope of Services and describe the proposed approach, specialized methods/tools, milestones, QA/QC, and how deliverables will be provided to the Town (including assumptions governance and documentation practices).

4. Experience and Expertise

Demonstrate experience performing similar studies for California municipalities, including fiscal condition analysis, forecasting, fiscal impact analysis, and ALM. Include relevance to local government budgeting, finance, infrastructure liabilities, pensions/OPEB, and General Plan/Housing Element contexts.

5. Kev Personnel and Resumes

Identify the Project Manager and key staff; provide brief role descriptions and relevant qualifications. Commit to maintaining the proposed team; note any planned subcontractors.

6. Timeline and Work Plan

Provide a realistic schedule with major tasks, interim deliverables, review points, and public meetings (Finance Commission and Town Council). Indicate opportunities for phasing.

7. Samples of Comparable Projects (1–3)

Provide recent examples demonstrating similar scope, scale, and complexity (links or PDFs).

8. Disclosure of Litigation/Discipline (last 5 years)

Disclose and explain any relevant matters; indicate status/outcome.

9. References (Attachment 3)

Provide a minimum of three (3) current references from comparable engagements within the past five (5) years, including contact information.

10. Preliminary Fee Schedule (itemized by Study)

Provide an itemized fee proposal for **Study 1**, **Study 2**, **Study 3**, and/or **Combined Study 1 and 2** (as applicable), inclusive of travel and incidental expenses. Identify personnel classifications, hourly rates, estimated hours by task, and optional services.

11. Statement of Insurance Coverage (Attachment 4)

Identify carriers, types, and limits; confirm ability to meet Town requirements if selected.

12. Tools, Data Sources, and Use of AI

Summarize data sources, technical platforms, and any AI/advanced analytics used in modeling; describe transparency, validation, and human-in-the-loop review.

2 Submittal Instructions

- **Due Date/Time:** Proposals must be received **electronically** by [**Insert Date**], **4:00 p.m. Pacific Time.** Late submittals will be deemed non-responsive.
- **Delivery Method:** Email the proposal PDF (and any required native files) to **Finance@losgatosca.gov**. If using a file-sharing link, include access permissions that do not expire before award. The Proposer is responsible for confirming receipt due to potential email size limits.
- **Email Subject Line:** "Town of Los Gatos Fiscal Analysis Proposal (Studies 1, 2, 3, or Combined 1 and 2)".
- **Single Proposal:** Each Proposer may submit **only one** proposal; alternate proposals are not permitted unless requested by the Town. Providing separate complete documents for each study option will collectively be considered only one proposal.
- **Format:** One (1) searchable PDF is preferred. Provide **Excel** versions for any financial models included in the submittal. Bookmark major sections and use consistent tab labels in workbooks.

3 Questions and Addenda

- Questions: Direct all questions in writing to the Town's Contact at
 Finance@losgatosca.gov by [Insert Questions Due Date] (see Schedule of Activities).
 Do not contact other Town officials or evaluators. Responses will be issued only by
 Addendum.
- Addenda: The Town will issue addenda on its website. Proposers are responsible for checking for updates and must acknowledge all addenda in the proposal. The last day to issue addenda is [Insert Addenda Date] (see Schedule of Activities).

4 Proposal Conditions

- **Responsibility for Delivery:** Proposers assume full responsibility for timely delivery. The Town is not responsible for email transmission issues or access restrictions on shared links. Proposals received after the deadline will not be considered.
- **RFP Schedule:** See **Schedule of Activities**. The Town reserves the right to amend the schedule as necessary.
- **Use of Town Forms/Attachments:** Proposers shall submit Town forms (Attachments 1–4) as provided in this RFP.
- Contract Template: The Town's Sample Consultant Services Agreement (Attachment 5) is provided for reference; proposers shall accept or propose specific exceptions in the Cover Letter.
- Acceptance or Rejection: The Town reserves the right to accept or reject any and all proposals for any reason, including but not limited to, lack of budget for studies, etc.

• **Public Records:** All materials may become public records per the California Public Records Act.

5 Acknowledgment of Minimum Qualifications

By submitting, the Proposer affirms it meets the Minimum Qualifications and agrees to the General Provisions and Requirements as stated in Sections C and D of this RFP.

G. EVALUATION PROCESS

Proposals will be evaluated based on:

- 1. Conflict of Interest/Non-Collusion Declarations (Pass/Fail)
- 2. Proposal Completeness and Organization (15 points)
- 3. Understanding of Scope and Methodology (20 points)
- 4. Qualifications and Experience (20 points)
- 5. Accessibility and Communication (15 points)
- 6. References and Work Samples (10 points)
- 7. Pricing and Cost-Effectiveness (20 points)

The Town reserves the right to conduct interviews. Evaluation is at the sole discretion of the Town. Selection will be based on best fit as determined by the Town and will not be solely determined on points or price.

H. ADDITIONAL INFORMATION

- Proposers are responsible for all costs.
- All materials may become public under the California Public Records Act.
- The Town reserves the right to reject any or all proposals.
- Equal opportunity requirements apply.
- All work must comply with local, state, and federal law.

I. ATTACHMENTS

- 1. Conflict of Interest Statement
- 2. Non-Collusion Declaration
- 3. References Form
- 4. Insurance Certification
- 5. Sample Consultant Services Agreement

The Town of Los Gatos thanks you for your interest in this important initiative.