

County of Oxford, ME



Sheriff Office Staffing Study

Request for Proposal
May 2026



RFP FOR PROPOSAL
Oxford County Sheriff Office
Analysis Study

1	RFP ACKNOWLEDGMENT RECEIPT FORM	2
2	INTRODUCTION	3
3	BACKGROUND	3
4	PROJECT DESCRIPTION	3
5	PROJECT OBJECTIVES	4
6	PROPOSAL REQUIREMENTS	4
6.1	PROPOSAL INSTRUCTIONS	5
6.2	DELIVERY OF PROPOSALS	6
6.3	PROPOSAL FORMAT	6
6.4	EVALUATION CRITERIA	7
6.5	INSURANCE REQUIREMENTS	7
7	SCOPE OF WORK – ASSESSMENT OF CURRENT STATE AND RECOMMENDATIONS	7
7.1	STUDY METHODOLOGY AND APPROACH	9
7.2	CONSULTING FIRM CAPABILITIES AND REQUIREMENTS	10
7.3	OCSO STAFFING PLAN AND REPORT DELIVERABLE	10
7.4	PRICING SHEET	11



REQUEST FOR PROPOSAL
Oxford County Sheriff Office
Analysis Study

1 RFP ACKNOWLEDGMENT RECEIPT FORM

Acknowledgement of Receipt of RFP

Addenda will only be forwarded to those firms that complete and submit the *RECEIPT OF RFP* form by:

June 11th, 2026

Name of Firm: _____

Contact Person: _____

Address: _____

Phone: _____

Email: _____

PLEASE RETURN TO:

Mr. Zane Loper
County Administrator
Oxford County Board of Commissioners
PO Box #179
26 Western Ave.
South Paris, Maine 04281
zloper@oxfordcounty.gov

2 INTRODUCTION



REQUEST FOR PROPOSAL

Oxford County Sheriff's Office Workforce Analysis Study

Oxford County is issuing this Request for Proposal [RFP] to engage a qualified, independent consultant to conduct a comprehensive workforce and staffing analysis of the Oxford County Sheriff's Office. The purpose of this study is to evaluate whether the Sheriff's Office has appropriate manpower levels to effectively meet its current operational obligations, statutory responsibilities, and public safety demands across the County.

The Sheriff's Office has formally expressed concerns about current staffing levels and requested additional personnel to meet operational demands. In recognition of the importance of public safety and responsible planning, the Oxford County Commissioners are seeking an independent, professional workforce study. The intent is to obtain an objective and comprehensive evaluation of staffing requirements to help inform organizational structure decisions and guide future funding considerations.

Oxford County is geographically and operationally diverse. The Sheriff's Office provides law enforcement services across three primary patrol zones, each with distinct call volumes, travel requirements, and service demands. In addition to countywide responsibilities, the Sheriff's Office provides contracted services to two municipalities, Bethel and Mexico, which operate under specific manpower and contractual limitations. These contractual obligations must be incorporated into any meaningful staffing analysis.

3 BACKGROUND

Oxford County is in western Maine, east on the New Hampshire border. York County borders the south; Cumberland, Androscoggin, and Franklin Counties to the east; and Canada to the north.

The population of Oxford County is estimated at 57,618 persons, covering approximately 2,176 square-miles.

Oxford County consists of a mix of municipalities and unorganized territories that form the County's boundaries. The County is comprised of 34 incorporated towns, plantations, and one city. Most residents live where local governments provide municipal services. Some communities maintain their own police departments: Fryeburg, Norway, Oxford Paris and Rumford. While others rely on the Oxford County Sheriff's Office for law enforcement services. In addition, certain municipalities, including Bethel and Mexico, contract with the Sheriff's Office for dedicated policing services.

Oxford County also includes several unorganized territories that do not have municipal governments and are administered primarily by the State of Maine. While these areas have relatively small populations, they encompass large geographic areas and are served primarily by the Sheriff's Office. This combination of municipal jurisdictions, contract service areas, and sparsely populated rural territories creates a diverse operational environment that must be considered when evaluating staffing levels, workload distribution, and patrol coverage requirements.

4 PROJECT DESCRIPTION

In recent years, the two collective bargaining units representing the Patrol Bureau and the Detective Bureau were consolidated into a single union structure. This organizational change has improved administrative and operational coordination flexibility. It also provides an opportunity to conduct a unified workforce study that evaluates staffing across functional divisions within a consistent labor framework, rather than analyzing separate bargaining units with potentially competing structural considerations.

The County seeks a consultant with demonstrable expertise in public safety workforce analysis who can perform a comprehensive, defensible evaluation of current staffing levels relative to operational demands.

The County anticipates that the selected consultant will assess staffing adequacy using industry-recognized methodologies, incorporating quantitative data [calls for service, response times, caseloads, shift coverage, overtime utilization, leave patterns, attrition rates, and geographic deployment] as well as qualitative factors [supervisory span of control, specialized assignments, investigative demands, court obligations, training requirements, and community policing expectations].

While numerous analytical components may be considered within the study, the outcome should center on those elements that directly inform manpower sufficiency, operational sustainability, and fiscal responsibility. The County may refine or narrow certain secondary evaluation components if they are evaluated to have relevance to the primary objective.



RFP FOR PROPOSAL

Oxford County Sheriff's Office

Analysis Study

The final product must provide:

- A clear evaluation of manpower sufficiency
- Identification of any operational gaps or inefficiencies
- An analysis of workload distribution across patrol zones
- An assessment of contract town service obligations relative to allocated manpower
- Recommendations, if any, for adjusted staffing levels or deployment models

The County emphasizes that this study is not intended to predetermine the need for additional staffing, nor is it intended to validate existing levels without scrutiny. Rather, it is intended to provide an independent, objective foundation upon which County Commissioners can responsibly base future policy and budget decisions.

Oxford County is committed to transparency, fiscal prudence, and the long-term sustainability of its public safety services. By undertaking this workforce study, the County seeks to ensure that staffing decisions are informed by empirical data, best practices, and defensible analysis rather than anecdote or assumption.

5 PROJECT OBJECTIVES

Purpose

The study shall objectively evaluate whether current staffing levels, deployment practices, and organizational structure adequately support the operational, statutory, contractual, and community service responsibilities of the Sheriff's Office. The analysis must be data-driven, methodologically sound, and aligned with recognized industry standards for public safety workforce assessments.

The County seeks a final product that provides clear, defensible findings that can inform policy and budget decisions. The study is not intended to advocate for predetermined outcomes but to provide an independent evaluation of manpower sufficiency and operational sustainability.

Objectives

The primary objective of this study is to answer a fundamental question:

Does the Oxford County Sheriff's Office currently have the appropriate manpower to meet its mission, workload, contractual obligations, and public safety responsibilities in an effective, efficient, and sustainable manner?

6 PROPOSAL REQUIREMENTS

RFP Point of Contact and Inquiries

Questions regarding this RFP shall be made in writing only and submitted to the County Administrator and a copy to the Oxford County Sheriff, being received no later than five working days prior to the RFP opening.

All inquiries concerning any commercial or technical aspect of this project should be submitted via email and directed to:

Mr. Zane Loper
County Administrator
Oxford County Board of Commissioners
PO Box #179
26 Western Ave.
South Paris, Maine 04281
zloper@oxfordcounty.gov
207-743-6359

Clearly mark the email: "Questions for OCSO Study."

Questions received after **June 11th, 2026** will not be answered.

Proposer questions and the resulting answers will be in the form of a written addendum and sent via email to all bidders on record.



RFP FOR PROPOSAL

Oxford County Sheriff's Office

Analysis Study

Pre-Proposal Conference

A pre-proposal conference will be held at the Oxford County Commissioner's Office on **MAY 22nd, 2026**, starting at 9:30am. The purpose of the pre-proposal conference is to answer questions about this solicitation and to tour the Oxford County Sheriff's Office and Communications Center.

Attendance at the Pre-Proposal Conference is not mandatory but is strongly encouraged.

Proposal Submittal

Sealed proposals are to be submitted to Oxford County Administration Office and are received **NO LATER THAN 3:00 PM** on the date shown in the RFP timetable. **LATE PROPOSALS WILL BE REJECTED**. There will **NOT** be a public opening of the received proposals. Proposals will be evaluated by Oxford County, and the evaluation process may include oral interviews.

Proposals shall be submitted in a sealed envelope addressed to the Oxford County Administration Office where they will be date and time stamped.

RFP Timetable

Project RFP distributed by the OCSO.....	May 22th 2026
Pre-Proposal Conference.....	June 4th 2026
Date for last Questions.....	June 11th 2026
Questions answered via email.....	June 17 th 2026
Project RFP Due Date [3:00 PM]	July 1st 2026
Oral presentations by selected consultant (if required)	July 20th2026
Evaluation Complete.....	July 30th 2026
Award Contract to Successful Consulting Firm.....	August 6th 2026

6.1 Proposal Instructions

All proposers are required to submit the information detailed in this solicitation. Responses shall be organized and presented in a format to assist the OCSO and County Administration in reviewing proposals. Responses should be presented in appropriate detail to thoroughly respond to the requirements and expected services described herein.

By submitting a proposal, the proposer represents that it has thoroughly examined and has become familiar with the Scope of Services outlined in this RFP and can perform the work to achieve OCSO's objectives.

Description of any exceptions taken into consideration for this RFP and if any proposal involves any exception from the stated requirements and specifications, they must be clearly noted as exceptions and attached to the proposal.

The study is to be completed by **within four [4] months of contract award**.

Provide a commitment date that the company will attest to project completion.

The consultant shall provide the earliest date available to assume these duties.

Oxford County reserves the right to postpone or cancel this RFP and reject any and all proposals for any reason. Oxford County is not liable for any costs incurred in the preparation of proposals or for any work performed. Late proposals will not be considered for evaluation. All submitted materials become the property of Oxford County. All proposals received will be evaluated by the County's Project Team, who reserve the right to award or not to award a contract. Oxford County also reserves the right to issue a new RFP as deemed appropriate.

6.2 Delivery of Proposals

The proposer shall submit ONE original proposal, THREE copies, and ONE copy on thumb drive due on the date identified in the RFP timetable. Proposals must be marked received by the due date and time.



REQUEST FOR PROPOSAL

Oxford County Sheriff Office

Analysis Study

Delivery Address

Mr. Zane Loper
County Administrator
Oxford County Board of Commissioners
PO Box #179
26 Western Ave.
South Paris, Maine 04281
zloper@oxfordcounty.gov
207-743-6359

All proposals shall be clearly marked "OCSO STAFFING STUDY" on the outside of the proposal package.

6.3 Proposal Format

Introduction/Cover Letter. State the full name and address of your firm, including the name, and telephone number of the person in your firm who has the primary responsibility for developing this proposal and to whom technical questions can be addressed.

Organizational Capabilities. Provide an overview of the firm and a description of similar consultant services projects your firm has completed.

Staff Qualifications. Please provide an organizational chart in the proposal that identifies **only** members of the firm's staff who would be assigned to work on this project, as well as their roles. A resume stating the background and qualifications of each individual named should be included in this section. Particular attention shall be given to the individual named as the Project Manager.

Experience/References. Proposals shall include a description of the firm's overall experience in handling projects similar in character or scope to this project. A list of references of similar projects from at least three different projects, including the customer name, address, project value, telephone number and contact person shall be included in the proposal.

Project Schedule. As part of this proposal, the consultant shall submit a proposed project timeline identifying tasks and their durations. The consultant shall identify all assumptions and constraints on which the project schedule is based.

Proposed Scope of Work (SOW). The following requirements must be addressed in the consultant SOW:

- Provide an explanation of your understanding of the tasks believed to be necessary to accomplish the objectives outlined in this RFP
- Discuss the overall approach the consultant proposes to use with this project
- Demonstrate a working knowledge of operations of Law Enforcement operations
- Provide detailed description of proposed work to be performed

Project Cost. The consultant shall prepare an estimate of hours for the project as well as all expenses. Provide the proposed cost of the required services above in terms of hourly rate and estimated hours per enumerated task, including, if applicable, the separate rates of individual staff members to be assigned to the project.

6.4 Evaluation Criteria

The Oxford County expressly reserves the right to negotiate with the selected Consulting Firm prior to an award of any contract pursuant to this RFP. Best value shall be evaluated by consideration of some or all the following factors as deemed appropriate by Oxford County:



RFP FOR PROPOSAL
Oxford County Sheriff Office
Analysis Study

- Accuracy, overall quality, thoroughness, and responsiveness to OCSO’s requirements as summarized herein.
- The qualifications and experience of the firm, the designated project manager, and other key personnel to be assigned to the project
- Successful performance of work involving consulting services for similar scope and complexity
- Approach to the OCSO project and the proposed SOW
- Ability to meet schedule described herein
- The number, scope, and significance of conditions or exceptions attached or contained in the proposal

The OCSO will evaluate all proposals received for completeness and the proposer’s ability to meet all requirements as outlined in this RFP. Specific firms who best meet all criteria required will participate in an interview process. The OCSO will then negotiate an agreement with the successful consultant based on the recommendations.

Additional technical information may be requested from any proposer for clarification purposes, but in no way changes the original qualification statement submitted.

The successful respondent will be expected to enter into a contract with Oxford County.

6.5 Insurance Requirements

The selected contractor shall at all times during the term of the contract maintain insurance in full force and effect acceptable to Oxford County that satisfies the minimum requirements outlined below. The selected contractor agrees to furnish the OCSO with certificates of insurance or other evidence satisfactory to OCSO as requested.

Workers Compensation & Employers Liability	Statutory
Employer’s Liability	\$500,000
Bodily Injury Liability aggregate	\$1,000,000 each occurrence/\$2,000,000
Excess Umbrella Liability Errors and Omissions	\$1,000,000 each occurrence \$1,000,000

7 SCOPE OF WORK – ASSESSMENT OF CURRENT STAFFING SITUATION AND RECOMMENDATIONS

The prospective consultant will assist the Oxford County Sheriff Office in the assessment of its staff operations. The consultant shall attend meetings with OCSO management as necessary to interview, perform, sufficiently plan, analyze, review, and summarize decisions and findings.

The proposer is expected to be present at meetings with County officials. Specifics will be identified prior to start of work in conjunction with the consultant. The proposer will work closely with Oxford officials, throughout all phases of the project.

The selected consultant shall accomplish, at minimum, the following objectives:

1. Evaluate Current Staffing Levels

Conduct a comprehensive assessment of sworn staffing levels across all operational divisions, including Patrol and Detective functions, to evaluate whether current staffing resources are sufficient to meet existing workload demands, operational responsibilities, and expected levels of service delivery.

Develop and validate a comprehensive, data-driven staffing model that incorporates time-on-task analysis, proactive policing time targets, leave and relief factors, training requirements, court appearances, prisoner transport obligations, and geographic and operational coverage requirements. The model shall identify appropriate staffing levels necessary to meet service demands, establish minimum staffing thresholds and response performance standards necessary to maintain effective and reliable law enforcement services. An evaluation of current Maine State Police practices in the area of Oxford County should be part of this analysis.



REQUEST FOR PROPOSAL

Oxford County Sheriff's Office

Analysis Study

The reasonableness of the Maine State Police assisting with coverage utilizing a contract should be taken into factor and assessment of its practical use evaluated.

2. Analyze Workload and Call Demand

Examine calls for service data, case assignments, geographic service demands, seasonal fluctuations, response times, shift coverage, and other relevant workload indicators to evaluate staffing adequacy within each of the County's three patrol zones and within the contract towns.

Conduct a detailed analysis of CAD data, including calls by hour, day, season, and type; response times; backup frequency; travel time; and geographic distribution of incidents. This analysis should also include a review of reporting methodology and an assessment of data reliability.

Identify operational vulnerabilities, staffing imbalances, geographic coverage gaps that effect, response capability, case management efficiency, or the level of service provided to the community.

3. Review Organizational Structure

Conduct a comprehensive review of the Sheriff's Office governance and command structure, including the delineation of roles and responsibilities among the Sheriff's Office. The review should examine the chain of command, span of control, and whether the current command staff structure is appropriately aligned with operational responsibilities and workload demands.

Examine the current deployment model, supervisory structure, span of control, investigative assignments, and specialty functions. This evaluation should also assess the operational integration of the consolidated bargaining units to verify overall organizational efficiency and effectiveness. We do not want to be top heavy with management.

4. Evaluate Overtime and Staffing Sustainability

Provide a definitive analysis stating whether current manpower levels are appropriate, deficient, or exceed operational requirements, supported by quantitative analysis and professional rationale.

Analyze overtime trends, vacancy rates, leave usage, training requirements, recruitment and retention patterns, and evaluate whether current staffing levels are sustainable without excessive overtime dependency or workforce fatigue. Analysis of the union contract should be considered during this evaluation. Are there contract changes during negotiations that would help reduce overtime?

5. Identify Service Gaps and Operational Risks

The consultant shall identify and evaluate any operational vulnerabilities, staffing imbalances, geographic coverage deficiencies, or structural limitations that may adversely affect the effectiveness of law enforcement services provided by the Oxford County Sheriff's Office. This evaluation shall consider factors such as patrol coverage across the County's service zones, workload distribution, supervisory capacity, investigative support, and the ability to maintain consistent service levels during periods of peak demand, employee leave, training obligations, or personnel vacancies.

The analysis should also identify conditions that may pose risks to response capability, case management efficiency, or the overall quality and reliability of services delivered to the public. Where such gaps or risks are identified, the consultant should clearly describe the underlying causes, the potential operational consequences, and the conditions under which these vulnerabilities may occur.

6. Compare to Industry Standards and Peer Agencies

Benchmark Oxford County's staffing levels and workload ratios against similarly situated counties and recognized industry standards to provide meaningful context for evaluating current staffing levels.



REQUEST FOR PROPOSAL

Oxford County Sheriff's Office

Analysis Study

Conduct a comparative analysis of staffing ratios, cost per capita, response performance, and clearance rates against peer counties with comparable population size, geographic characteristics, and rural–urban composition.

7. Provide Clear Staffing Evaluations

The consultant shall provide a clear and definitive assessment of whether current staffing levels are sufficient to meet the operational, contractual, and service responsibilities of the Oxford County Sheriff's Office. The analysis shall evaluate whether existing manpower levels are appropriate, insufficient, or exceed operational requirements based on documented workload, service demand, geographic coverage needs, and operational responsibilities.

This evaluation shall be supported by quantitative analysis, recognized public safety staffing methodologies, and professional judgment. The consultant shall clearly articulate the assumptions, data sources, and analytical methods used to reach these conclusions so that the findings are transparent, understandable, and defensible for policy, budgetary, and public review. Where applicable, the evaluation should also identify specific operational areas, units, or geographic zones where staffing levels may require adjustment.

8. Provide Actionable Recommendations

If the analysis indicates that adjustments to current staffing levels, deployment practices, or organizational structure are warranted, the consultant shall provide clear, practical, and actionable recommendations. Such recommendations should include specific options for implementation and may include phased staffing adjustments, redeployment of existing personnel, alternative shift configurations, reassignment of duties, civilianization of appropriate functions, or the use of technology and operational efficiencies to improve service delivery.

Each recommendation should be supported by the underlying analysis and include a discussion of operational benefits, potential impacts on service levels, and any associated fiscal considerations. Where applicable, the consultant should also identify implementation timelines, potential risks, and transitional considerations to assist the County in evaluating both the feasibility and long-term sustainability of the proposed changes. The goal is to provide the County with realistic, well-supported options that enable informed policy and budget decisions.

7.1 Study Methodology and Approach

Methodology Review and Approval

Prior to commencing detailed analysis, the selected consultant shall submit a proposed methodology outlining the analytical approach, data sources, modeling assumptions, and evaluation framework to be used in the staffing assessment. The County shall have the opportunity to review and comment on the proposed methodology to ensure that it reflects local operational conditions, available data sources, and the objectives of the study.

Stakeholder Engagement and Operational Review

The consultant shall conduct interviews or structured discussions with key stakeholders, including command staff, patrol supervisors, detectives, line personnel, and County leadership, in order to understand operational practices, policy constraints, workload realities, and organizational expectations. The consultant may also conduct observational review of operational practices, shift deployment, or communications center interaction where appropriate to validate analytical findings.

Documentation of Analytical Assumptions

All analytical models, assumptions, formulas, and calculation methodologies used to develop staffing recommendations shall be clearly documented in the final report. This documentation shall be sufficient to allow the



REQUEST FOR PROPOSAL

Oxford County Sheriff Office

Analysis Study

County to understand the basis for the consultant's conclusions and to replicate or update the model in the future if conditions change.

7.2 Consulting Firm Capabilities and Requirements

The consultant shall demonstrate its track record with similar projects by Public Safety clients over the past five [5] years.

THREE references are to be included with the proposal and, to include descriptions of similar or relevant projects, with contact information for each project. Any additional information deemed relevant should be included.

Provide the person's name that is legally authorized to bind the firm to a contract in letter form.

Proposer shall demonstrate enough staff resources to perform the task work within the required timeframe.

If any work will be in cooperation with sub-consultants, such sub-consultants shall be identified in the proposal.

7.3 OCSO Staffing Plan and Report Deliverable

The consultant shall prepare and deliver a comprehensive written report that clearly documents the methodology, data sources, analytical processes, findings, conclusions, and recommendations developed during the course of the study. The report shall present the information in a clear, organized, and professional manner that allows County leadership and the public to readily understand the basis for the study's conclusions.

The consultant shall also provide a formal presentation of the findings to the Oxford County Commissioners. The presentation should summarize the study approach, key analytical results, staffing evaluations, and any recommended operational or staffing adjustments. Both the written report and presentation must be objective, transparent, and sufficiently detailed to ensure the findings are defensible for policy consideration, budget deliberations, and public review. Where appropriate, supporting data, charts, and explanatory materials should be included to clearly illustrate the analysis and conclusions.

Summarizing

1. Prepare a draft Communications Plan document report addressing all the identified tasks
2. Identify short- and long-term implementation strategies
3. Develop a planning project timeline
4. Meet with key OCSO staff to discuss the draft report solutions, estimated budget, and implementation plan to finalize an approved final document
5. Meet with elected County officials as deemed appropriate by the OCSO project team as needed



7.4 PRICING SHEET

Total Proposal Price:

\$ _____ Est Hours: _____

Hourly Rate: _____ [by staff if applicable]

Name: _____

Company: _____

Email: _____

Address: _____

Phone Number: _____

Date: _____

Proposed Project Completion Date: _____