



## **Yolo Local Agency Formation Commission Shared Services Strategic Plan**

This Shared Services Strategic Plan was originally adopted by the Yolo LAFCo Commission on December 3, 2012 and is periodically reviewed and updated, as needed.

### **Shared Services Vision**

Yolo LAFCo is a valued, county-wide regional agency, aggressively promoting efficient high-quality government services through collaboration and sharing of resources as illustrated in the attached radial diagram.

### **Shared Services Values**

1. Yolo LAFCo has been requested to lead Shared Services by Yolo County and the four cities and will continue to develop shared service improvements with this collective support.
2. A “culture of collaboration” is key to fostering the trust required for shared services to be successful. It is worthwhile for LAFCo to invest its resources in fostering collaboration among our partner agencies.
3. Shared Services is a voluntary effort. LAFCo recognizes that each agency will determine what level of commitment and implementation is appropriate for them.
4. Staff will consult and collaborate with the executive managers of other agencies on shared service issues while ultimate authority and direction regarding LAFCo activities will come from the Commission.
5. LAFCo will assist other agencies in “teeing-up” shared service opportunities; however detailed implementation must be handed off to individual agencies. LAFCo can best assist agencies by keeping its eye on the big picture by analyzing new opportunities without getting over-involved in detailed implementation.
6. LAFCo participation in the review of oversight issues of joint powers agencies is needed in order to maintain quality performance and public trust.
7. LAFCo will utilize its existing tools and processes to evaluate new opportunities for shared services and improved government efficiencies such as the municipal service review (MSR).
8. LAFCo will proactively exercise its statutory mission and authority to initiate agency consolidations and/or dissolutions where appropriate and understands that such change will bring adaptive challenges that must be delicately handled.
9. Effective government service delivery will involve partnerships with agencies at numerous levels: the Sacramento Area Council of Governments (SACOG), school districts, UC Davis, the Yocha Dehe Wintun Nation, special districts, non-profits and potentially agencies in other counties.

## Shared Services Goals and Action Items

**Goal 1** - LAFCo promotes the most effective forms of government for the common good.

**Action 1.1** LAFCo is proactive with its Municipal Service Review process to review an agency's financial ability to provide services and opportunities for shared services and facilities, including possible consolidation of government agencies.

**Action 1.2** LAFCo will use the Municipal Service Review process to identify government inefficiencies and initiate agency consolidations and/or dissolutions where necessary to "right size" public agencies.

**Action 1.3** Following completion of the MSR process, staff proactively follows up with agencies requiring status updates as necessary regarding their implementation of/compliance with LAFCo recommendations.

**Goal 2** - LAFCo promotes shared services that will save agencies money and allow them to either maintain services levels during difficult financial times or even improve service delivery.

**Action 2.1** Staff facilitates any next steps as recommended by local agencies and determined by the Commission to implement shared service opportunities.

**Goal 3** - Yolo LAFCo fosters and promotes agency collaboration at all levels.

**Action 3.1** Yolo LAFCo organizes and promotes regular Yolo Leaders/YED forums with agenda topics/speakers that are of interest and value to elected leaders in all geographic areas of the county and at all agency levels.

**Action 3.2** LAFCo promotes shared services at any and all levels, speaking at and coordinating with CALAFCO, SACOG, and others to coordinate and complement each other's shared service efforts.

**Goal 4** - LAFCo acts as a facilitator/convener as requested for appropriate Yolo intra-agency issues.

**Action 4.1** Yolo LAFCo acts as a convener for multi-agency joint projects in a coordinating role as appropriate.

**Goal 5** - LAFCo participates in the oversight of existing shared service partnerships implemented through joint powers agreements (JPAs) as needed. Each city/county board adopted a resolution requesting LAFCo to undertake these activities in October or November 2017 (see attached).

**Action 5.1** Yolo LAFCo will perform JPA Service Reviews of some JPAs in the county. MSRs for JPAs to be conducted in the following categories:

- JPAs that provide municipal-like services
- JPAs that have their own staff and operate entirely inside the county (i.e. do not extend outside the county)
- JPAs that have boards comprised of staff and operate entirely inside the county

**Action 5.2** The following seven JPAs will be added to the LAFCo MSR update schedule:

- Yolo Emergency Communications Agency (YECA)
- Yolo County Public Agency Risk Management Insurance Authority (YCPARMIA)

- Woodland-Davis Clean Water Agency
- West Sacramento Area Flood Control Agency (West SAFCA)
- Yolo Habitat Conservancy (YCH)
- Valley Clean Energy Alliance (VCEA)
- Yolo Subbasin Groundwater Agency (YSGA)
- Other future JPAs that are formed and meet the criteria in Action 5.1

**Goal 6** - LAFCo creates an annual Web Transparency Report Card.

**Action 6.1** Determine baseline transparency measurement criteria (updated as needed and approved by LAFCo) and notify every agency of the criteria, process, and timeline:

- Cities/County
- Special Districts
- Local Joint Powers Agencies/Authorities

**Action 6.2** Prepare a checklist for each agency based on the transparency criteria and conduct review of agency websites. The review would be provided to the agency for verification and/or website content modification.

**Action 6.3** Finalize report by the end of each fiscal year.

**Goal 7** - LAFCo conducts a shared services workshop on an as needed basis with representation from each city and the County to inform the following year's work plan and ensure agency engagement and participation in the selection and prioritization of LAFCo shared services activities.

**Action 7.1** The last workshop held on February 23, 2017 resulted in the following LAFCo priorities (in no particular order):

- Broadband: Convening, meetings, and agency assistance.
- JPA Service Reviews as discussed in Goal 5 and associated action items above.
- Web Transparency Report Card as discussed in Goal 6 and associated action items above.





## Yolo Local Government

# Transparency and Accountability Program

### VISION

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Our vision is to promote open government and transparency for government agencies countywide (cities, County, special districts, and joint powers authorities), thereby fostering public trust and accountability. We will achieve this by:

- Requesting that LAFCo add selected types of joint powers authorities/agencies to its municipal service review process already conducted with the cities and special districts.
- Supporting LAFCo to develop a scorecard measuring local agency website transparency, performed on a regular basis.
- Agreement to a common checklist of information used to measure the level of transparency in local agency websites.
- Ensuring that city/county websites are a model for other local government agencies to follow.
- Encouraging local special districts and JPAs to create a web presence if they do not already have one.

### GOALS

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The agencies seek to improve:

- Transparency and accountability.
- Oversight.
- Service delivery and efficiency.
- Coordination among agencies.
- Public understanding of local government.
- Good governance by creating a standard of basic elements for a well-run governmental organization (annual budget, CIP, audits, etc.).

### VALUES

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TRUST AND INTEGRITY which the agencies will demonstrate by following through on their commitments, duties, and responsibilities.

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*Adopted by the cities and County on the following dates:*

*City of Davis – October 17, 2017*

*City of West Sacramento – November 1, 2017*

*Yolo County – November 7, 2017*

*City of Winters – November 7, 2017*

*City of Woodland – November 21, 2017*

OPEN, HONEST, AND CLEAR COMMUNICATION within each organization, between agencies and with the public.

FISCAL ACCOUNTABILITY as demonstrated by making budgets, financial practices, compensation, and audits available to the public.

PROMOTING AWARENESS of local government by promoting a website presence that describes the agency's reason for existing, a description of services it provides, and the area it provides services to.

ENCOURAGING UNDERSTANDING of where tax dollars go and how to easily contact board members and agency management.

CIVIC RESPONSIBILITY through access to board meeting schedules, agendas and minutes so the public can more easily attend board meetings and become involved.

TRANSPARENCY to respond to the growing movement to make governmental information available and searchable online.

REPRESENTATION to inform the public regarding board members (names, contact information and terms of office) and their election/appointment process.

#### **JPA/SHARED PROGRAMS FINANCIAL BEST PRACTICES**

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City/County managers will determine assignments to each JPA/Shared Programs for liaison/oversight purposes. Shared programs include programs that are funded via city/county cost sharing, e.g. Yolo County Animal Services, Office of Emergency Services, West Valley Fire Training Consortium, etc.

Budget integration between JPAs/Shared programs and "member" agencies that fund them will be improved by implementation of the following process performed annually:

- City/County managers will prepare a consolidated summary-level budget preparation memo for the JPAs and other shared programs that require city/County funding. The memo should convey the budget stance for the upcoming fiscal year, plus a longer range outlook. The intent is to create JPA alignment with the cities/County budget stance and mirror agency cycles of budget reductions or growth.
- City/County managers may schedule budget workshops with the JPAs and shared programs each year around the March timeframe or as appropriate.
- JPAs and other shared programs are requested to provide draft budgets for funding agencies' executive manager review by May and final adopted budgets no later than June 15<sup>th</sup> of each year for integration into each funding agency's budget.

Formation of any new JPAs or shared programs should only be considered when the following criteria are met.<sup>1</sup> The proposed JPA/shared program:

- Will demonstrate cost reduction.
- Is more efficient.

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<sup>1</sup> Governments Working Together, A Citizen's Guide to Joint Powers Agreements, California State Legislature, Senate Local Government Committee, August 2007

- Will reduce or eliminate overlapping services.
- Will result in the sharing of resources.

JPA agreements should include common policies supporting JPA funds to be held in the County Treasury (as appropriate), open government, and transparency.

**PROGRAM IMPLEMENTATION – MUNICIPAL SERVICE REVIEWS OF SELECTED TYPES OF JPAs**

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The Cities/County request that LAFCo conduct Municipal Service Reviews every five years of selected types of JPAs whose service area is mostly within the county and includes: (1) JPAs that provide municipal services; (2) JPAs that employ staff; and/or (3) JPAs with boards comprised of agency staff. New JPAs may be created in the future and added to this list, but currently those JPAs include:

1. Valley Clean Energy Alliance
2. West Sacramento Area Flood Control Agency
3. Woodland-Davis Clean Water Agency
4. Yolo County Public Agency Risk Management Insurance Authority
5. Yolo Emergency Communications Agency
6. Yolo Habitat Conservancy
7. Yolo Subbasin Groundwater Agency

LAFCo steps to complete Municipal Service Reviews on a five-year cycle of these JPAs include:

- Compiling publicly and readily available information.
- Requesting any additional information from the JPA, minimizing JPA staff time.
- Developing JPA recommendations regarding each of the seven standard MSR determinations.
- Completing an administrative draft report for preview by JPA management.
- Responding to any comments and preparing a draft report available for public review.
- Publishing a hearing notice for public review and comment of the draft MSR.
- Adopting the MSR at a public hearing, finalizing the report, and posting it online.
- Sharing MSR findings with city/county managers, including any cumulative recommendations on ways to streamline and improve efficiencies with the governance structures countywide.

**PROGRAM IMPLEMENTATION - WEBSITE TRANSPARENCY SCORECARD**

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A website transparency scorecard will be prepared by LAFCo on a regular basis involving the following steps:

- Creating list of cities, County, JPAs and special districts
- Encouraging local JPAs and special districts to establish websites and assist them, if desired
- LAFCo conducts preliminary review of agency websites
- LAFCo shares preliminary results with each agency to provide an opportunity for improvement
- LAFCo conducts follow up review
- The agency scorecard is finalized, adopted by the LAFCo Commission, shared with local agencies, and posted online

## **AGENCY WEB TRANSPARENCY CHECKLIST<sup>2</sup>**

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The scorecard will be based on the following criteria:

1. Overview
  - a. Mission Statement: What is the agency's reason for existing?
  - b. Description of services/functions: What actions does the agency undertake and what services does the agency provide?
  - c. Boundary of service area: What specific area does the agency serve?
2. Budget
  - a. Budget for current fiscal year and three years prior to the current year.
  - b. Financial reserves policy: What is the agency's policy for designated reserves and reserve funds? (The policy should be in the agency policy manual but also may be restated and found in the budget or audit reports).
3. Meetings
  - a. Board meeting schedule: When and where specifically does the agency meet?
  - b. Archive of Board meeting agendas & minutes for at least the last 6 months: Both approved minutes and past agendas
4. Elected & Appointed Officials
  - a. Board members (names, contact info, terms of office, compensation, and biography): Who specifically represents the public on the Board? How can the public contact them? When were they elected (or appointed)? How much do they earn in this role (as required by Assembly Bill 2040 effective January 1, 2015)? What background about the members illustrates their expertise for serving on the Board?
  - b. Election procedure and deadlines: If the public wishes to apply to be on the Board, how and when can they do so?

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<sup>2</sup> 2015-16 Web Transparency Report Card, Marin County Civil Grand Jury, March 17, 2016



- c. Reimbursement and compensation policy: Which (if any) expenses incurred by the Board are reimbursed? Do the Board members receive compensation?
- 5. Administrative Officials
  - a. General manager and key staff (names, contact info, compensation, and benefits): Who specifically runs the agency on a day-to-day basis? How can the public contact them? How much do they earn in this role (as required by Assembly Bill 2040 effective January 1, 2015)? What specific benefits are they eligible for (healthcare, retirement plan, educational benefits, etc.)?
- 6. Audits
  - a. Current financial audit
  - b. Financial audits for the three years prior to the current year
  - c. Most recent annual financial report provided to the State Controller's Office, or a link to this information
  - d. Most recent LAFCo Municipal Service Review, if applicable
- 7. Contracts
  - a. Current request for proposal and bidding opportunities (over \$25,000 in value)
  - b. Instructions on how to submit a bid or proposal
  - c. Approved in force vendor contracts (over \$25,000 value)
- 8. Public Records
  - a. Online/downloadable Public Records Act (or FOIA) request form: What is the best way for the public to request public records?
- 9. Revenue Sources
  - a. Summary of fees received: fees for services, if any
  - b. Summary of revenue sources: bonds, taxes, loans and/or grants
- 10. Agency Specific Criteria
  - a. Municipalities: Total number of lobbyists employed and total spent on lobbying, downloadable permit applications, and zoning ordinances
  - b. Special Districts: Authorizing statute/enabling act (Principal Act or Special Act), board member ethics training certificates, link to the LAFCo website and any state agency providing oversight
  - c. Joint Powers Authorities: A copy of the joint powers agreement as filed and adopted (with any updates)