2019

JPA SERVICE REVIEW

FOR THE

Yolo Emergency Communications Agency (YECA)

YOLO LOCAL AGENCY FORMATION COMMISSION

PUBLIC REVIEW DRAFT March 6, 2019

Project Name:	JPA Service Review for the Yolo Emergency Communications Agency (YECA) JPA
LAFCo Project No.	050
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Date:	Final TBD
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Date of Last JPA Service Review Adopted by LAFCo	N/A

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JPA SERVICE REVIEW BACKGROUND

ROLE AND RESPONSIBILITY OF LAFCO

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (“CKH Act”) (California Government Code §§56000 et seq.), is LAFCo’s governing law and outlines the requirements for preparing Municipal Service Reviews (MSRs). MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of “discouraging urban sprawl, preserving open-space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances (§56301). CKH Act Section 56301 further establishes that “one of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities.”

While MSRs are not legally required of Joint Powers Agencies/Authorities, LAFCo has been requested by the cities and County (i.e. JPA member agencies) to provide MSR-like service reviews of selected types of JPAs in the county. LAFCo has the authority to furnish informational studies and analyzing independent data to make informed recommendations regarding the efficient, cost-effective, and reliable delivery of services to residents, landowners, and businesses via these JPAs. With this intention, LAFCo has modified its MSR checklist to conduct service reviews of JPAs.

PURPOSE OF A JPA SERVICE REVIEW

LAFCo has broad discretion in conducting informational studies, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services. The intent of the JPA Services Review is to provide a comprehensive inventory and analysis of the services provided by local JPAs, service areas, and evaluation of the finances, structure and operation of the local agency and discuss possible areas for improvement and coordination. From the state required MSR determinations, the following determinations remain relevant to the comprehensive inventory and analysis of local JPAs (there is a disadvantaged unincorporated communities determination for MSRs that is not applicable to JPAs):

1. Growth and population projections for the service area;
2. Present and planned capacity of any public facilities, adequacy of services, and infrastructure needs or deficiencies;
3. Financial ability of agencies to provide services;
4. Status of, and opportunities for, shared services and facilities;
5. Accountability for community service needs, including governmental structure and operational efficiencies; and
6. Any other matter related to effective or efficient service delivery, or as required by commission policy.

The JPA Service Review is organized according to these determinations listed above. Information regarding each of the above issue areas is provided in this document.

AGENCY PROFILE

The Yolo Emergency Communications Agency is a Joint Powers Authority that was established in 1988. (as the Yolo County Communications Emergency Services Agency) The agency was formed as a consolidated 9-1-1 Public Safety Answering Point (PSAP) to provide dispatch services for police, fire, animal control, public works and other local government agencies. Historically, the JPA handled the hazardous material disclosure program from 1992 to 2000 when it was then transferred to Yolo County Environmental Health. It also housed the Office of Emergency Services up until its transfer to the County in 2006.

YECA is governed and operated through an intergovernmental agreement between Yolo County, the cities of West Sacramento, Woodland and Winters, and the Yocha Dehe Wintun Nation. The Agency is governed by a five-member Board of Directors with one representative from each member agency. Board members are comprised of agency staff members that are appointed by their jurisdiction's governing body. The Board of Directors adopts an annual meeting calendar which generally meets on the first Wednesdays of each month.

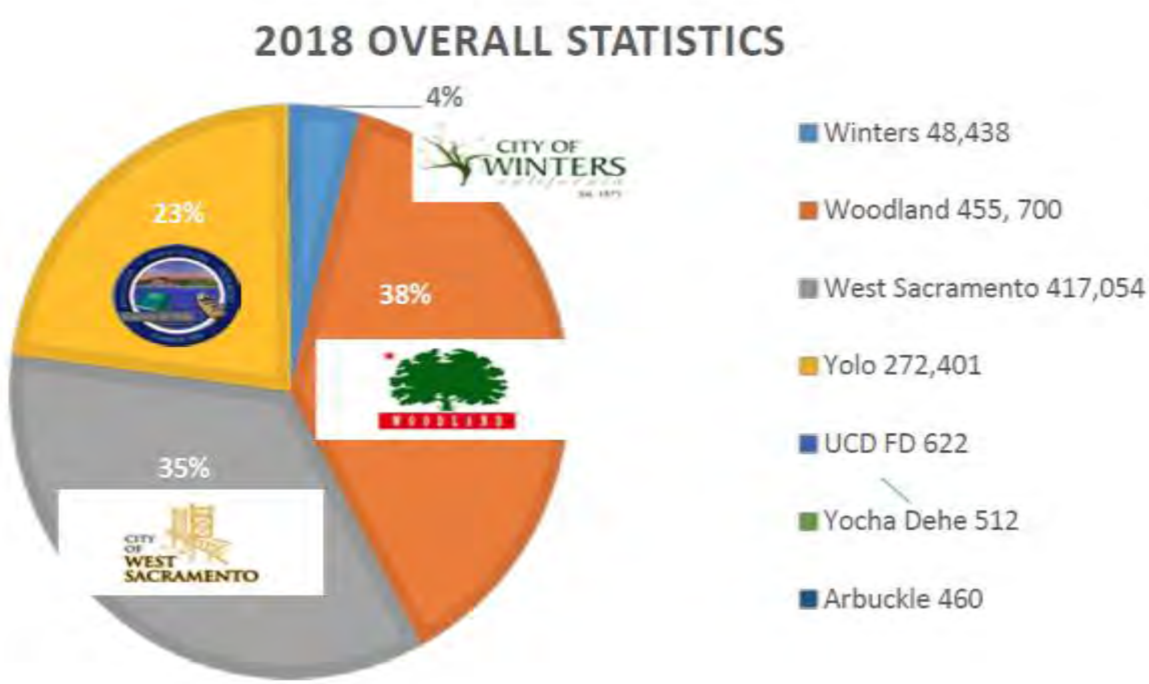
YECA's Mission:

> *"Yolo Emergency Communications Agency, a multi-agency public partnership, with highly-trained professional staff working cooperatively with police, fire and other emergency service personnel, will effectively use technology to provide the highest quality emergency communication and dispatch services to the public it serves."*

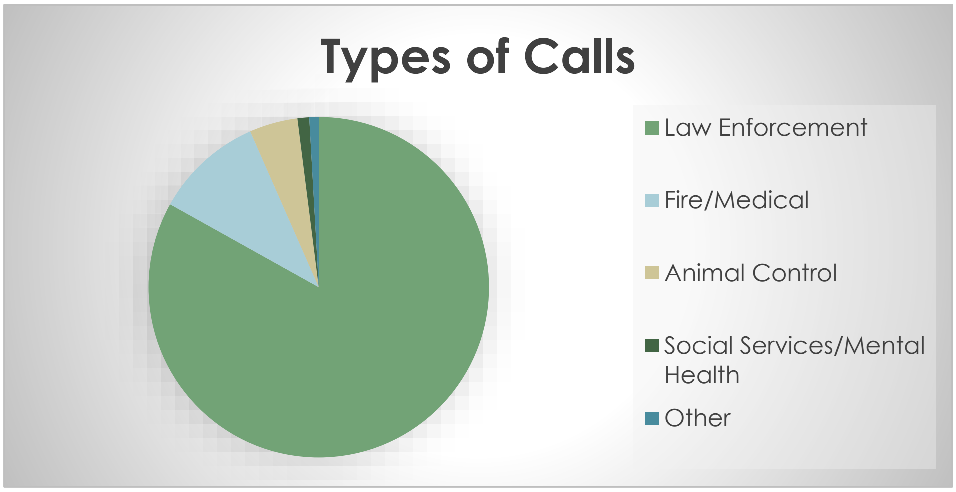
YECA is the 9-1-1 PSAP for most of Yolo County. YECA provides dispatch services for the following agencies:

JPA Members:	YC Fire Protection Districts (FPDs):	Other:
City of West Sacramento	Capay FPD	Arbuckle FPD (Colusa County)
City of Winters	Clarksburg FPD	Robbins FPD (Sutter County)
City of Woodland	Dunnigan FPD	UC Davis Fire Department
Yocha Dehe Wintun Nation	Elkhorn FPD	
Yolo County	Esparto FPD	
	Knights Landing FPD	
	Madison FPD	
	West Plainfield FPD	
	Willow Oak FPD	
	Winters FPD	
	Yolo FPD	
	Zamora FPD	

YECA Service Area



The agency utilizes both 800 MHz and VHF public safety radio systems to dispatch police and fire agencies. YECA currently uses Motorola Vesta 9-1-1 phone system, and a Tri Tech Computer-Aided Dispatch and Mobile system. YECA handles over 300,000 inbound/outbound calls a year, and dispatches an average of 165,000 law calls, 28,000 fire calls, and about 10,000 animal control and support services calls annually. In 2004, YECA became the first PSAP in Northern California to answer wireless 9-1-1 calls directly from the public. In Oct 2018, YECA began accepting 9-1-1 call via text message, allowing increased accessibility for the deaf, hearing and speech impaired and those in need of assistance when voice could compromise their location.



As of the fiscal year 2018/19 budget, the JPA has 46 authorized positions in two divisions: Administration and Operations as shown below. YECA is in the process of filling these positions. Dispatch personnel require in-depth background checks and 18-24 months of on the job training, so an extended hiring process is required.

Authorized Positions	FTE Filled	FTE Authorized
Executive Director	1	1
HR/Fiscal Administrator	1	1
Senior Administrative Specialist II	1	1
Operations Manager	1	1
Dispatch Supervisor	4	4
911/Public Safety Dispatcher I/II	24	26
911/Public Safety Dispatcher III	4	4
Dispatch Assistant	4	5
IT Systems Manager	1	1
Systems Administrator	1	1
IT Specialist	1	1
Total	**43**	**46**

YECA fields all the 911 calls, including landline, mobile phone and text generated calls for service. Dispatchers are also answering multiple non-emergency lines on behalf of each agency and providing customer service. They monitor and record the location of on-duty police officers, dispatch emergency personnel, monitor the radio traffic for multiple simultaneous calls, provide assistance to officers in the field by performing driver's license and wanted person queries, contacting other agencies for parole or warrant information, etc. In addition, from 5:00 P.M. to 8:00 A.M. dispatchers are also inputting high priority “after hour records” into state and federal law enforcement databases.

JPA SERVICE REVIEW

POTENTIALLY SIGNIFICANT DETERMINATIONS

The JPA Service Review determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a JPA Service Review update is not warranted.

- ☒ Growth and Population
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☐ Other

LAFCO JPA SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that a comprehensive JPA Service Review is NOT NECESSARY. The subject agency will be reviewed again in five years per the Commission adopted review schedule.

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive JPA Service Review IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the service area.	YES	MAYBE	NO
a) Is the agency's territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?	☒	☐	☐
b) Will development have an impact on the subject agency's service needs and demands?	☒	☐	☐
c) Will projected growth require a change in the agency's service area?	☐	☐	☒

Discussion:

a) *Is the agency's territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?*

Yes. According to the Department of Finance, the estimated total population that YECA serves (countywide population minus the City of Davis population) on January 1, 2018 was 152,566 with a countywide population growth rate of 1.2% over last year's estimate[1]. Please note this served population does not include the Arbuckle FPD (Colusa County) and Robbins FPD (Sutter County) service territories.

Projected population estimates for the entire County (not available at city-level detail) is 245,199 by 2025[2] (an increase of 23,929 or 10.81%) and 261,715 by 2030 (an increase of 40,445 or 18.28%). YECA's dispatch call volume is expected to increase with population growth.

b) *Will development have an impact on the subject agency's service needs and demands?*

Yes. Projected growth will result in increased call volume and will require additional staff. Staffing will need to be increased commensurately with population growth and call volume in order to maintain service levels/response times. Please see the discussion under item 2b regarding agency capacity to meet the service demand of reasonably foreseeable future growth.

c) *Will projected growth require a change in the agency's service area?*

No. Projected growth would occur within YECA's existing service area.

Growth and Population Determination

According to the Department of Finance, the countywide population is estimated to increase by about 11% by 2025 and 18% by 2030. Projected growth is expected to result in increased call volume and require additional staff. Staffing will need to be increased commensurately with population growth and call volume in order to maintain service levels/response times.

2. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of services, and infrastructure needs or deficiencies.

	YES	MAYBE	NO
a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory (also note number of staff and/or contracts that provide services)?	☐	☐	☒
b) Are there any issues regarding the agency's capacity to meet the service demand of reasonably foreseeable future growth?	☐	☒	☐

[1] CA Department of Finance Report E-1: Population Estimates for Cities, Counties, and the State - January 1, 2017 and 2018

[2] CA Department of Finance Report P-1: State Population Projections (2010-2060): Total Population by County

c) Are there any significant infrastructure needs or deficiencies to be addressed for which the agency has not yet appropriately planned (including deficiencies created by new state regulations)?	☒	☐	☐
d) If the agency provides water, wastewater, flood protection, or fire protection services, is the agency not yet considering climate adaptation in its assessment of infrastructure/service needs?	☐	☐	☒

Discussion:

a) *Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory (also note number of staff and/or contracts that provide services)?*

No. The National Emergency Number Association and State of California performance standard for answering 9-1-1 Calls is: "Ninety-five (95) percent of incoming 9-1-1 calls shall be answered within fifteen (15) seconds."[3] According to YECA data for 2018, this standard has been exceeded with 94.83% of calls answered within 10 seconds and 99.22% of calls being answered within 15 seconds.

As of the fiscal year 2018/19 budget, the JPA has 46 authorized positions in two divisions: Administration and Operations. However, only 43 positions are currently filled as illustrated below. YECA is in the process of filling these positions. Dispatch personnel require in-depth background checks and 18-24 months of on the job training, so an extended hiring process is required.

Authorized Positions	FTE Filled	FTE Authorized
Executive Director	1	1
HR/Fiscal Administrator	1	1
Senior Administrative Specialist II	1	1
Operations Manager	1	1
Dispatch Supervisor	4	4
911/Public Safety Dispatcher I/II	24	26
911/Public Safety Dispatcher III	4	4
Dispatch Assistant	4	5
IT Systems Manager	1	1
Systems Administrator	1	1
IT Specialist	1	1
Total	**43**	**46**

[3] State of California 9-1-1 Operations Manual, Chapter I Standards, Revised September 2016

b) *Are there any issues regarding the agency's capacity to meet the service demand of reasonably foreseeable future growth?*

Maybe. YECA funding does not increase commensurate with growth in population and call volume. The Executive Director obtains JPA Board approval for any staff and resulting cost increases, however the Board is both the owner/member and the customer of the service which creates a unique dynamic. The need to balance staffing needs with associated cost is not unlike other agencies, but what is unique about YECA is its services cannot be easily cut in an economic downturn. Population and dispatch service calls will continue in a recession and State of California performance standards will not be relaxed. Therefore, it's unrealistic to expect that YECA can cut its budget in an economic downturn just as member agencies might need to.

In April 2016, the Executive Director recommended[4] five (5) key positions be added to achieve operational staffing goals: Training Coordinator (1); Dispatchers to prepare for upcoming retirements (2); and Dispatch Assistants (2). To date, one Dispatch Assistant position has been authorized by the Board. As illustrated below the current number of full-time equivalent (FTE) employees is significantly below the National Emergency Number Association PSAP Staffing Tool formulas:[5]

Personnel	Current FTE Employees Authorized	Proposed FTEs Using Volume Formula	Proposed FTEs Using Coverage Formula
Management (Director & Deputy Directors)	2	4	4
HR/Fiscal Manager	1	0	0
Call-takers	5	50	8
Radio Dispatchers* combined the Law/Fire/EMS classifications	30	30	41
Shift Supervisors	4	8	8
Training Supervisor	0	1	1
Training Staff (full time)	0	1	1
Quality Assurance Supervisor	0	1	1
Quality Assurance Staff (full time)	0	2	2
GIS Coordinator (IT handles)	0	1	1
CAD Administrator (IT handles)	0	1	1
IT Manager *	1	1	1
9-1-1 Technologist	1	1	1
Systems Administrator	1	1	1
Administrative Assistant	1	1	1
Total Personnel	**46**	**103**	**72**

The National Emergency Number Association PSAP Staffing Tool formulas are merely a "one size fits all" tool. The YECA Executive Director does not agree with the FTE generated by this tool as being realistic or needed for YECA. However, a difference exists between staffing levels recommended by the Executive Director versus what the Board actually approves. Therefore, LAFCo recommends YECA

[4] Memo to YECA Board Regarding Staffing Goals Summary, dated April 6, 2016.

[5] Memo to Dena Humphrey Regarding Staffing Analysis & Forecast, dated November 30, 2018.

develop its own objective metric to be used as a guideline to help determine the staffing levels needed to maintain performance standards, such as calls per channel or dispatcher (or other appropriate metric) that also accounts for appropriate supervisory oversight by removing the shift supervisor from working a radio channel. Currently, YECA shift supervisors work their own position and are also responsible for covering dispatcher breaks (which ends up consuming 80% of the shift), backing up dispatchers during busy times and answering phones. This restricts their ability to be engage and actively supervise the room.

c) *Are there any significant infrastructure needs or deficiencies to be addressed for which the agency has not yet appropriately planned (including deficiencies created by new state regulations)?*

Yes. YECA is in need of a new dispatch center. The existing facility and its systems have reached the end of their useful lives. The building was designed and constructed in the early 1980s and was not planned for the types of technology YECA must employ to serve its subscribers and have the ability to meet future expectations. The building was not designed for the changes in technology that have exponentially increased demand on not only the building's systems and its physical plant, but on YECA's operational and staffing models, including quality of workplace, recruitment and retention. A Facility Condition Assessment & Expansion Study was completed for YECA and presented to the Board in January 2017[6] which considered options for remodeling or constructing a new facility. Next steps recommended in the study were to discuss, vet and agree upon a more detailed strategy and plan. The YECA board recently requested the Executive Director to develop a process and strategy by spring 2019 for Board consideration to realize a new dispatch center.

There are also issues regarding operational redundancy should the YECA facility need to be vacated for any reason. The existing back up plan is to relocate services to the City of Davis dispatch center, however this option provides limited operations only. YECA is currently working on a plan to place a server at the City of Woodland public safety building which would provide more complete functionality. NextGen 911 will help with redundancy because it will change the entire 911 network to an IP base and offer more options to existing systems. However, NextGen 911 will not be available for several more years and the costs are unknown.

The YECA Executive Director also noted that the recent audit report recommended YECA to acquire its own accounting system. YECA currently uses Yolo County as its treasury but is in the process of migrating to its own system.

d) *If the agency provides water, wastewater, flood protection, or fire protection services, is the agency not yet considering climate adaptation in its assessment of infrastructure/service needs?*

No. YECA previously used a fire season protocol for additional staff coverage during the fire season, but in 2017 the Board authorized enough positions to eliminate this policy and there is sufficient coverage.

Capacity and Adequacy of Public Facilities and Services Determination

YECA is meeting State performance standards for the time it takes to answer 9-1-1- calls. The standard requires at least 95% of calls to be answered within 15 seconds. According to YECA data for 2018, this standard has been exceeded with 99.22% of calls being answered within 15 seconds. However, the ability for YECA to continue its high performance with continued population and call volume growth is a concern. YECA funding does not automatically increase with population growth and resulting growth in call volume. The need to balance staffing needs with costs is not unlike other agencies, but what is unique about YECA is its services cannot be easily cut in an economic downturn. Population and dispatch service calls will continue in a recession and State of California performance standards will not be relaxed. Therefore, it's unrealistic to expect that YECA can cut its budget in an economic downturn just as member agencies might

[6] YECA Facility Condition Assessment & Expansion Study, Lionakis December 30, 2016

need to. Due to the disparity between current authorized FTE and National Emergency Number Association recommended FTE, plus the difference between staffing levels recommended by the Executive Director versus what the Board actually approves, LAFCo recommends YECA develop its own objective metric to be used as a guideline to help determine the staffing levels needed to maintain performance standards.

YECA is also in need of a new dispatch center. The building was designed and constructed in the early 1980s and was not planned for the types of technology YECA must employ to serve its subscribers and have the ability to meet future expectations. A Facility Condition Assessment & Expansion Study was presented to the YECA Board in January 2017 which considered options for remodeling or constructing a new facility. Next steps recommended in the study were to discuss, vet and agree upon a more detailed strategy and plan. The YECA board recently requested the Executive Director to develop a process and strategy for board consideration to realize a new dispatch center by spring 2019.

Regarding redundancy in case the YECA dispatch center needs to be vacated for any reason, YECA is currently working on a plan to place a server at the City of Woodland public safety building which would provide for more complete operations than the existing plan to relocate to the City of Davis dispatch center. The YECA Executive Director also noted that the recent audit report recommended YECA to acquire its own accounting system. YECA currently uses Yolo County as its treasury.

Capacity and Adequacy of Public Facilities and Services Recommendation(s)

1. LAFCo recommends YECA develop its own objective metric (e.g. calls per channel/dispatcher including supervisory and administration support staff) to be used as a guideline to help determine the staffing levels needed to maintain dispatcher support, performance standards, quality of workplace, employee recruitment and retention.
2. A recent study confirmed that YECA should replace the existing communications center. YECA should complete the necessary building replacement cost analysis and begin setting aside funds for it as soon as possible.
3. Continue efforts to create complete redundancy for YECA operations in the event the dispatch center needs to be vacated for any reason.

3. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	Does the organization engage in budgeting practices that may indicate poor financial management, such as overspending its revenues, using up its fund balance or reserve over time, or adopting its budget late?	☐	☐	☒
b)	Is there an issue with the organization’s revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?	☐	☐	☒
c)	Is the organization’s rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?	☐	☐	☒

d)	Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?	☒	☐	☐
e)	Is the organization needing additional reserve to protect against unexpected events or upcoming significant costs?	☐	☒	☐
f)	Does the agency have any debt, and if so, is the organization's debt at an unmanageable level?	☐	☐	☒
g)	If the agency has pension and/or other post-employment benefit (OPEB) liability, what is it the liability and are there any concerns that it is unmanageable?	☐	☒	☐
h)	Is the organization in need of written financial policies that ensure its continued financial accountability and stability?	☐	☒	☐

Discussion:

a) *Does the organization engage in budgeting practices that may indicate poor financial management, such as overspending its revenues, using up its fund balance or reserve over time, or adopting its budget late?*

No. According to the JPA Agreement, the Executive Director shall propose an operating and capital budget to the Board on or before March 1 of each year which shall include the contribution of each member. The members' share should reasonably reflect the share of costs incurred by YECA as a result of providing services to the particular member agency. Budgetary changes during the year may be approved by the Board by a simple majority vote, as long as it does not increase any member's contribution. In the event the budget change increases the contribution of any party, the change shall be subject to the concurrence of the affected member. Fund balance is generally only used for one-time expenditures or to lower the amount of future year's member contributions. With the exception of fiscal year 2013-14 budgets have been adopted timely. Below is a schedule presenting summarized budget data for the past 5 years.

YECA Budget vs. Actual Summary and Changes in Fund Balance					
	2013	2014	2015	2016	2017
Expenditures					
Appropriations	$ 7,906,828	$ 7,032,802	$ 6,608,780	$ 7,082,621	$ 6,948,257
Actual Expenditures	6,797,391	5,119,507	5,957,232	5,649,371	5,530,613
Variance Favorable (Unfavorable)	1,109,437	1,913,295	651,548	1,433,250	1,417,644
Revenue					
Estimated Revenue	6,386,298	5,153,391	5,386,133	5,649,621	5,494,662
Actual Revenue	6,525,114	5,247,518	5,462,142	5,725,486	5,828,406
Variance Favorable (Unfavorable)	138,816	94,127	76,009	75,865	333,744
Fund Balances					
* Restricted FB, 7/1	$ 1,924,375	$ 1,428,612	$ 699,392	$ 82,971	$ -
*Restricted FB, 6/30	1,428,612	699,392	82,971	-	-
Increase (Decrease)	(495,763)	(729,220)	(616,421)	(82,971)	-
**Unrestricted FB, 7/1	625,986	849,472	1,706,703	1,828,034	1,987,120
**Unrestricted FB, 6/30	849,472	1,706,703	1,828,034	1,987,120	2,284,913
Increase (Decrease)	223,486	857,231	121,331	159,086	297,793
Total FB increase (decrease)	$ (272,277)	$ 128,011	$ (495,090)	$ 76,115	$ 297,793
Board budget presentations:					
First Presented	3/7/2012	8/7/2013	1/22/2014	2/5/2015	2/3/2016
Adopted	5/2/2012	8/7/2013	3/5/2014	9/2/2015	3/2/2016
*Bank of America lease proceeds					
**Unrestricted FB includes nonspendable prepaid, committed, assigend and unassigned.					

YECA's budgets are developed conservatively. YECA has consistently realized more revenue than estimated and under expended appropriations, resulting in favorable total budget variances each fiscal year. The decreases in fund balances is a result of the acquisition of capital improvements is funded by restricted lease proceeds. The lease proceeds were received in 2010 and recorded in restricted fund balance to be used for the expansion, refurbishment, improvement and equipping the existing communications center. Unrestricted fund balance has not been used to balance revenue shortfalls, it has only been used to fund one-time expenditures and to reduce member contributions. In other words, YECA's on-going operating revenue has consistently exceeded operating expenditures, thereby increasing unrestricted fund balance by $1.251M, from $849K in 2013 to $2.1M in 2017.

A review of budget procedures, monitoring reports and public presentations, has revealed that the adopted budget total appropriations and estimated revenues do not reconcile to the financial system budget input, to the budget information posted on the website or to the budget management summaries included in the YECA Board packets. This is because residual balances of grants didn't get accounted for correctly, although it should be noted that expenditures never exceeded authorized budget appropriations. In addition, the budget as presented to the Board should be at the level of budget authority, and should clearly show the amount of estimated revenue and use of fund balance.

YOLO EMERGENCY COMMUNICATIONS AGENCY STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCE	2013	2014	2015	2016	2017
Revenue:					
Interest	$ 3,744	$ 3,126	$ 6,674	$ 18,385	$ 15,502
Rents	13,800	7,100	-	-	-
State	1,306,884	21,000	2,771	58,296	10,922
Federal-OES	47,084	91,590	-	18,721	83,806
Member contributions	4,974,095	5,032,525	5,324,737	5,510,985	5,643,288
Charges for services	33,353	5,693	1,540	2,886	3,261
IRS Subsidy	98,818	86,181	40,913	36,669	68,649
Miscellaneous	47,336	303	85,507	79,544	2,978
	6,525,114	5,247,518	5,462,142	5,725,486	5,828,406
Expenditures:					
Salaries and benefits	3,664,774	3,443,094	3,569,793	4,112,477	3,980,093
Services and supplies	1,630,876	1,220,921	1,356,484	1,059,636	946,471
Other charges	4,089	2,375	1,395	1,591	14,485
Debt-Principal	201,972	209,246	216,781	224,588	232,677
Debt-Interest	219,596	206,371	192,670	178,475	163,769
Capital assets	1,076,084	37,500	620,109	72,604	193,118
	6,797,391	5,119,507	5,957,232	5,649,371	5,530,613
Net change in fund balance	(272,277)	128,011	(495,090)	76,115	297,793
Fund Balance, July 1	2,550,361	2,278,084	2,406,095	1,911,005	1,987,120
Fund Balance, June 30	$ 2,278,084	$ 2,406,095	$ 1,911,005	$ 1,987,120	$ 2,284,913
Fund Balanances:					
Nonspendable	$ -	$ 242,968	$ 189,813	$ 212,112	$ 184,108
Restricted for capital projects	1,428,612	699,392	82,971	-	-
Assigned	-	-	-	-	1,425,227
Unassigned	849,472	1,463,735	1,638,221	1,775,008	675,578
	$ 2,278,084	$ 2,406,095	$ 1,911,005	$ 1,987,120	$ 2,284,913

YECA's revenue includes interest income earned on cash pooled with the Yolo County Treasury, state and federal grants, member contributions, charges for services and other miscellaneous revenue. The state and federal revenue are one-time grants that are restricted to the purchase of specific goods and services. Member contributions, received from the member agencies, make up 95% of total revenue received. Member agencies share in the funding of the annual budgets. Members' shares are calculated by formula based on a combination of calls for service and capital requirements. Effective with the 2017-18 budget a new operations and maintenance formula was used to mitigate annual changes to member required contributions. Although budgets are constructed taking into account member agencies' financing ability, member agencies must provide a level of funding in order for YECA to respond to the public needs and comply with State standards.

YECA's largest expenditure is salaries and benefits which account for almost 65% of total expenditures over the past 5 years. Services and supplies accounted for 21% of total expenditures while debt service is 7% and capital assets is 7%. Total expenditures, excluding capital assets have remained relatively flat over the 5 years, ranging from $5.1M in 2014 to $5.7M in 2013. Excluding capital expenditures, revenues have exceeded expenditures each year.

Capital expenditures are funded with debt proceeds and/or from state and federal grants. In FY 2013 $1.1M was expended for radio system improvements and $620K was expended for microwave improvements.

b) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. The bulk of YECA's revenue is very reliable as it is received from member agencies. In fact, over the past 4 years 95% of revenue was received from the five member agencies: Yolo County, City of West Sacramento, City of Woodland, City of Winters and the Yocha Dehe Wintun Nation. Member agencies share in the funding of the annual budgets by formula that takes into account calls for service and capital requirements. Effective with the 2017-18 budget a new operations and maintenance formula was used to mitigate annual changes to member required contributions. Although budgets are developed taking into account member agencies' financing ability, member agencies must contribute an amount sufficient enough for YECA to respond to the public needs and comply with State standards. YECA does utilize grant funding opportunities, but they are used for one-time purchases of equipment or facility improvements. Grant funding does not comprise a large amount of the operating budget.

A withdrawal of either Yolo County, City of West Sacramento or the City of Woodland whose contributions for fiscal year 2016-2017 accounted for 23%, 37%, and 35%, respectively, of total member contributions may significantly change the operations of the agency. It is estimated that a withdrawal of either of the above named agency would increase the remaining members' contributions by 25%. According to the terms of the Agreement any party may withdraw upon no less than (3) years prior written notice to the Board. The withdrawing party shall continue to be financially responsible for its share of financial obligations and liabilities incurred prior to the withdrawal date. New legislation (AB 1912) requiring continued responsibility for pension liabilities even if a member agency withdraws from a JPA also creates a disincentive for member agencies to withdraw from YECA.

c) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?*

No. YECA does not charge fees for service, the agency is funded through member and other contracted agency contributions which are determined at the time the budget is developed. YECA has an adopted member share cost formula adopted in 2017. Please refer to other sections/questions for discussion regarding YECA's level of service and funding. Other agencies that use YECA's services include Arbuckle, some Fire Protection Districts, and Robbins Fire Department. Arbuckle is charged based on an agreement executed by the agency's prior management and the basis of the charge is not known but it adequately covers its service call volume. Yolo County's member contribution includes services for all the FPDs within Yolo County and the Robbins Fire District in Sutter County. Historically the County has always paid for these fire districts. How this practice began is not known. If these districts were charged their fair share for fiscal year 2017 the charges are estimated (based on a pro rata percentage of County payment based on number of calls) to be as follows:

Fire Protection District	No. of Calls	Estimated Charge
Capay Valley	410	$ 11,776
Clarksburg	781	22,432
Dunnigan	1019	29,268
Elkhorn	189	5,429
Esparto	763	21,915
Knights Landing	251	7,209
Madison	367	10,541
Robbins	164	4,710
Willow Oak	1026	29,469
West Plainfield	463	13,299
Winters	370	10,627
Yolo	801	23,007
Zamora	275	7,899
Totals	6,879	$ 197,581

d) *Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?*

Yes. In January 2017 it was recommended by a study that the current building has outlived its capacity and functionality. Workplace quality is at its maximum capability. The recommendation is full replacement of the building. As part of the FY 2017-18 budget YECA established a 10-yr CIP funding plan to stabilize member's CIP contribution from one year to another. State funding only provides for replacement of the 911 system, which is available on 5-year cycles as long as YECA is performing in compliance with State standards. Members' total annual contribution is $368,000 with unspent funds transferred to the capital asset replacement reserve. As of June 30, 2018 the reserve had a balance of $59,000 and it is estimated to have a balance of $300,000 as of June 30, 2019. However, the current CIP funding plan does not include for the replacement of the facility. Member agencies contribute, by formula, for all infrastructure needs. Funding for a new building is currently not included in the annual budgets.

e) *Is the organization needing additional reserve to protect against unexpected events or upcoming significant costs?*

Maybe. The current reserve policy is to maintain a General Reserve of 20% of audited annual operating expenditures (excluding one-time expenditures), which is at the conservative end of recommended Government Finance Officers Association (GFOA) reserve levels. As YECA purchases a variety of insurance coverage, the current reserve appears reasonable to protect against unexpected events. However, YECA will experience significant expenditure increases to fund pensions, OPEB and a new facility for which reserves are not currently provided for.

f) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level?*

No. YECA has minimal debt, only one capital lease for the expansion, refurbishment, improvement and equipping of the dispatch center. The capital lease balance as of 6/30/17 is $2,348,390 and is scheduled to be paid off 11/18/2025. Total annual debt service requirement for fiscal year 2017-18 is $389,590 with declining annual amounts due each year thereafter. Annual debt service payments are allocated to member agencies by formula and are part of the annual budget process. The debt service payments represent only about 7% of the total budget.

g) *If the agency has pension and/or other post-employment benefit (OPEB) liability, what is it the liability and are there any concerns that it is unmanageable?*

Maybe. Like most local government agencies, due to enactment of new Government Accounting Standards Board accounting and financial reporting requirements, YECA is required to calculate and report pension and other post-employment benefit liabilities on the face of their financial statements. The enactment of these standards have highlighted to the public and to financial institutions the magnitude of the underfunding of public employee benefit plans. In addition, without changes/caps in benefits and funding plans these liabilities will continue to grow each year. It is highly recommended that YECA develop plans to mitigate the growth of these liabilities so that the funding of these plans in the future do not compromise the funding of operations or the ability to acquire other debt financing.

Pension

The pension liability has increased from $2.4M to almost $3M as of 6/30/2017. YECA made an additional payment of $240,000 in fiscal year 2015-16. YECA currently does not have a plan to reduce the liability other than making additional voluntary payments as fund balance is available. Also the employer rate is expected to increase due to recent changes by CalPERs explained below.

In addition, changes by CalPERS over the last several years, while improving the long-term pension benefit sustainability of the system has/will increase required contributions. For example, recent CalPERS Board actions on a new asset allocation, new actuarial assumptions and new smoothing and amortization policies have already lowered risk. However, future contribution rate volatility is expected as CalPERS pension plans continue to mature. At its November 2015 Board of Administration meeting CalPERS adopted a Funding Risk Mitigation Policy that addresses these risks in a balance manner. The policy will result in a gradual shifting of the asset allocation in a way that will lower investment risk. This shift means accepting lower future expected returns and a lower actuarial discount rate. In time, the policy is expected to lower the level of risk borne by employers and, ultimately, by members.

Due to adopted changes in the discount rate in combination with the 5-year phase in ramp up in costs, increases in the required contributions are expected to continue for seven years from 2018-19 through fiscal year 2024-25.

OPEB

The net OPEB obligation has increased from $277K as of 2013 to $532K as of 6/30/2017 2017, and the unfunded actuarial accrued liability has increased from $1,356,000 in 2013 to $1,770,000 in 2017. YECA has not made any contributions to an irrevocable trust fund and is on a "pay-as-you-go-basis" plan.

h) *Is the organization in need of written financial policies that ensure its continued financial accountability and stability?*

Maybe. In-lieu of creating and adopting their own financial and accounting policies, YECA has adopted Yolo County's financial and accounting policies. In addition, YECA has adopted the County's internal control standards and has adopted their own fund balance and reserve policies. However, since the County does not have a comprehensive accounting policy document and since YECA is considering implementing their own financial system it is recommended YECA adopt their own policies.

Financial Ability MSR Determination

YECA is a financially well-run organization. Conservative budgets are routinely adopted and adhered to: appropriations are not overspent and revenues are consistently over-realized. In addition, unrestricted fund balance has increased each year. YECA's core revenue, member contributions, are safe and reliable.

YECA's biggest financial challenge is funding a new facility. According to a 2017 study the current facility has outlived its capacity and functionality. The recommendation is for a full replacement of the building. Currently there has not been any funds specifically set aside for this project nor is it included in the current 10-year plan.

Other issues include developing a review process for presenting budget information to the board and the public, reviewing the relevance of billing Yolo County for the share of costs associated with Yolo County FPDs and Robbins FPD, consider establishing an OPEB funding policy, developing a comprehensive financial and accounting policies document and become more independent from Yolo County for accounting services.

Financial Ability Recommendation(s)

1. Develop internal controls or a review process to ensure the adopted budget and budget amendments reconcile to the financial system, public presentations and to management reports.

2. Ensure that the budget information presented to the Board for adoption includes appropriations at the level of authority and that estimated revenues and use of fund balance is clearly stated.

3. Currently YECA services for all of the FPDs in Yolo County and the Robbins Fire District (in Sutter County) are paid for by Yolo County. Yolo County/YECA should discuss with the parties if this subsidy should continue. Six (6) of the districts in Yolo County are organized as independent districts and nine (9) are ultimately under Yolo County control. Robbins FPD is not in Yolo County at all and, therefore, a subsidy does not appear appropriate.

4. Consider establishing a funding policy for OPEB costs, including establishing an irrevocable trust fund to accumulate assets to fund/reduce the liability. The establishment of an irrevocable trust allows the actuarial valuations to use a higher discount rate which reduces the amount of liability to be reported.

5. A recent study confirmed that YECA should replace the existing communications center. YECA should complete the necessary building replacement cost analysis and begin setting aside funds for it as soon as possible.

6. As stated in the most recent audit management letter YECA should consider procuring their own financial system.

7. Since YECA is considering implementing their own financial system it is recommended they adopt their own financial and accounting policies.

4. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared services and facilities.

	YES	MAYBE	NO
a) Are there any opportunities for the organization to share services or facilities with other organizations that are not currently being utilized?	☐	☐	☒

b) Are there any recommendations to improve staffing efficiencies or other operational efficiencies to reduce costs?	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with other organizations that are not currently being utilized?*

No. The JPA in itself is a result of shared dispatch services to reduce agency costs. The UC Davis Fire Department also recently joined YECA on July 1, 2018. The one gap in YECA's countywide service area is the City of Davis. The City opted to do their own law enforcement and fire/emergency dispatch center, although the City has recently considered transferring fire and medical dispatch to YECA. YECA currently provides superior service for emergency medical calls. For example, an emergency call coming into the YECA dispatch center regarding someone in cardiac arrest would receive instructions on performing CPR until paramedics arrived, but would not with the City of Davis Police Department dispatch services. Although according to the City of Davis Police Chief, the City could contract for this service from AMR (American Medical Response, the County's ambulance provider) for only $10,000 per year[7].. The Chief has indicated that its dispatch infrastructure and service is superior to YECA's and is not interested in joining YECA.

The following table is provided as a per capita cost comparison for each of the cities for informational purposes. Yolo County is not included because the geography/population distribution is not comparable.

FY 2018/19 Operations Cost Per Capita (excludes capital costs)

	City of Davis	City of West Sacramento	City of Winters	City of Woodland
FY 18-19 Dispatch Budget	$2,629,863	$1,958,476	$259,863	$1,965,890
DOF 1/1/2018 Pop. Estimate	68,704	54,163	7,292	60,426
Cost Per Resident	$ 38.28	$ 36.16	$ 35.64	$ 32.53

b) *Are there any recommendations to improve staffing efficiencies or other operational efficiencies to reduce costs?*

Yes. The law enforcement agencies that YECA serves need to compromise and agree on a shared records management system. Currently, YECA dispatchers need to use different systems for each law enforcement agency, which from a YECA operational perspective is very inefficient and cumbersome.

Shared Services Determination

The JPA in itself is a result of shared dispatch services to reduce agency costs. The UC Davis Fire Department also recently joined YECA on July 1, 2018. The one gap in YECA's countywide service area is the City of Davis. The City opted to do their own law enforcement and fire/emergency dispatch center, although the City has recently considered transferring fire and medical dispatch to YECA. The City of Davis

[7] Meeting with City of Davis Police Chief, Darren Pytel, on November 14, 2018.

Police Chief has indicated that its dispatch infrastructure and service is superior to YECA's and is not interested in joining YECA.

The law enforcement agencies that YECA serves need to compromise and agree on using the same records management systems. Currently, YECA dispatchers need to use different systems for each law enforcement agency, which from a YECA operational perspective is inefficient and cumbersome.

Shared Services Recommendation

1. The YECA Board should require member law enforcement agencies to agree on and implement a common integrated records management system to improve operational efficiencies.

5. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

Accountability for community service needs, including governmental structure and operational efficiencies.

	YES	MAYBE	NO
a) Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?	☐	☐	☒
b) Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?	☐	☒	☐
c) Are there any issues with staff turnover or operational efficiencies? Is there a lack of staff member training regarding the organization's program requirements and financial management?	☒	☐	☐
d) Are there any issues with independent audits being performed on a regular schedule? Are completed audits being provided to the State Controller's Office within 12 months of the end of the fiscal year(s) under examination? Are there any corrective action plans to follow up on?	☐	☐	☒
e) Does the organization need to improve its public transparency via a website? [A website should contain at a minimum the following information: organization mission/description/boundary, board members, staff, meeting schedule/agendas/minutes, budget, revenue sources including fees for services (if applicable), and audit reports]?	☐	☐	☒
f) Are there any recommended changes to the organization's governance structure that will increase accountability and efficiency?	☒	☐	☐

Discussion:

a) *Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?*

No. YECA Board meetings are publicized on the JPA's website with a Board calendar for the year. Meetings occur at the dispatch center which is located behind a security gate. It's accessible to the public, but an individual would need to be "buzzed in" which may act as an unintentional deterrent.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

Maybe. Board member positions are filled and maintained, primarily with member agency law enforcement or fire personnel. These representatives have a keen understanding of the organization's program requirements specific to law enforcement and fire protection, but may be lacking the broader vision for YECA and ability to work across silos to overcome and drive solutions on peer to peer issues, such as increasing staffing levels as needed, agreeing on a common law enforcement records management system and funding a new dispatch center. The Board has not authorized recommended staffing levels to create the necessary training and support staff for dispatchers. This suggests member agencies should consider elevating its representatives to the level of executive staff or elected official. JPA member law enforcement and fire personnel may be better utilized as a technical advisory committee or users group as discussed under item 5f) below.

c) *Are there any issues with staff turnover or operational efficiencies? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

Yes. Staff retention issues have historically been cited as a problem and over the last three years. One of YECA's challenges is remaining competitive within the market and retaining employees to other agencies. A consolidated dispatch center is unique, as it requires a dispatcher to be trained to work multiple agencies compared to a single dispatch agency that is typically paid higher to work for one jurisdiction. The YECA Executive Director indicated in a recent salary survey that compensation was found to be 20% below median.

YECA turnover is at 17% or 6 FTE, due to retirements, lateral transfers, and probationary washouts. In addition to these losses, there are 3 FTE that have projected their retirement in 2019-2020, and an additional 4 FTE that are eligible to retire in this same timeframe. If all these losses were realized, this would be 1/3 of the total YECA workforce which is a significant amount of turnover, loss of expertise and institutional memory. YECA Board reluctance to authorizing FTE may not be cost effective when overtime, hiring and 18-24-month training costs to replace employees are factored in.

According to the Executive Director, ideally YECA would have dedicated call takers and the dispatchers would not answer phones, however the situation is adequate for the time being. As technology changes and video feeds/pictures become part of the job, YECA will need dedicated call takers. It would be too much for a dispatcher to process the visual inputs in addition to handling the radio and keeping status of their field units.

Regarding staff training, as discussed in more detail under checklist item 2b) there was a staff assessment completed in 2016 that projected the needs of a Training Coordinator position that as of date has not been authorized. YECA's need for a Training Coordinator is appropriate given the vast amounts of areas of regulation and training requirements.

LAFCo suggests these issues would be resolved over time if the YECA Board implements the recommendation below to develop a policy on salary comps and under item 2b) to adopt a formula for adequate staffing levels so existing staff are adequately supported and a better staff cushion is developed to handle retirements and new technologies.

d) *Are there any issues with independent audits being performed on a regular schedule? Are completed audits being provided to the State Controller's Office within 12 months of the end of the fiscal year(s) under examination? Are there any corrective action plans to follow up on?*

No. The State of California requires that YECA have audits performed and the audit report filed with the State Controller within 12 months of the of the end of the fiscal year. The Government Finance Officers Association (GFOA) recommends that annual audited financial statements be published within six months of the end of the fiscal year. YECA's last five audited financial statements were published as follows:

YECA Audit Completion Schedule

Fiscal Year End	Statutory Deadline	Audit Report Date	Within Statutory Dealine?	Within GFOA Best Practice?
06/30/17	06/30/18	12/14/17	Yes	Yes
06/30/16	06/30/17	11/29/16	Yes	Yes
06/30/15	06/30/16	03/29/16	Yes	No
06/30/14	06/30/15	04/01/15	Yes	No
06/30/13	06/30/14	06/27/14	Yes	No

The last five years of audits were completed within the statutory on time, the last two were completed within the GFOA best practice guideline. YECA should continue to complete its audits within the recommended timeframe of six months of the end of the fiscal year as it has in recent years.

e) *Does the organization need to improve its public transparency via a website? [A website should contain at a minimum the following information: organization mission/description/boundary, board members, staff, meeting schedule/agendas/minutes, budget, revenue sources including fees for services (if applicable), and audit reports]?*

No. YECA has worked diligently to roll out a new website with a specific link for "transparency" items which contains the recommended items. YECA scored a 90% on LAFCo's 2018 Web Transparency Scorecard.

f) *Are there any recommended changes to the organization's governance structure that will increase accountability and efficiency?*

Yes. YECA has five member agencies on the Board, yet there are many other agencies served by YECA that do not have representation on the Board. There are also other partner agencies that are a critical part of the emergency response system. YECA should consider conducting a 360 self-evaluation by surveying providers and stakeholders and using this information to evaluate its governance composition and make appropriate adjustments to its user and other advisory groups. YECA has a law enforcement users group and a fire/communications users group, however other system users, such as animal services, public works, mental health, and emergency health providers are not included. The YECA Board should ensure there are systems in place to encourage and receive input from all the users and stakeholders to be a high performing and innovating organization.

Accountability, Structure and Efficiencies Determination

The YECA website is very transparent and Board meetings are well-publicized and open to the public, although they are held at the dispatch center, behind security gates which may be a deterrent. YECA performs annual audits and has completed them within recommended timeframes in recent years.

Board member positions are filled and maintained, primarily with member agency law enforcement or fire personnel. These representatives have a keen understanding of the organization's program requirements specific to law enforcement and fire protection, but may be lacking the broader vision for YECA and ability to work across silos to overcome and drive solutions on peer to peer issues, such as increasing staffing levels as needed, agreeing on a common law enforcement records management system and funding a new dispatch center. The Board has not authorized recommended staffing levels to create the necessary training and support staff for dispatchers. YECA Board reluctance to authorizing FTE may not be cost effective when upcoming technology changes, overtime, hiring and an 18-24-month training timeline to replace employees are factored in. In addition, one of YECA's challenges is remaining competitive within the market and retaining employees to other agencies. A consolidated dispatch center is unique, as it requires a dispatcher to be trained to work multiple agencies compared to a single dispatch agency that is typically paid higher to work for one jurisdiction. The YECA Executive Director indicated in a recent salary survey that compensation was found to be 20% below median. This suggests member agencies should consider elevating its representatives to the level of executive staff or elected official. JPA member law enforcement and fire personnel may be better utilized as a technical advisory committee or users group.

There are many agencies served by YECA that do not have representation on the Board. There are also other partner agencies that are a critical part of the emergency response system. YECA should consider conducting a 360 self-evaluation by surveying providers and stakeholders and using this information to evaluate its governance composition and make appropriate adjustments to its user and other advisory groups. YECA has a law enforcement users group and a fire/communications users group, however other system users, such as animal services, public works, mental health, and emergency health providers are not included. The YECA Board should ensure there are systems in place to encourage and receive input from all the users and stakeholders to be an innovative and high performing organization.

Accountability, Structure and Efficiencies Recommendation(s)

1. JPA member agencies should consider elevating its representative to the executive staff or elected official level. Law enforcement and fire personnel may be better utilized as a technical advisory committee. Board members need to have the ability to work across agency fire/law enforcement "chain of command" silos and drive broad solutions, such as increasing staffing levels as needed, agreeing on a common law enforcement records management system and funding a new dispatch center.

2. One of YECA's challenges is remaining competitive within the market and retaining employees to other agencies. The YECA Executive Director indicated in a recent salary survey that compensation was found to be 20% below median. YECA should adopt a policy regarding how much deviation (+/-) from salary surveys is acceptable. This policy must take into consideration that a consolidated dispatch center is more complicated and creates more work for a prospective employee as compared to a single agency dispatch center.

3. YECA should continue to complete its audits within the recommended timeframe of six months of the end of the fiscal year as it has in recent years.

4. YECA should consider conducting a 360 self-evaluation by surveying providers and stakeholders and using this information to evaluate its governance composition and make appropriate adjustments to its user and other advisory groups. The YECA Board should ensure there are systems in place to encourage and receive input from all the users and stakeholders to be an innovative and high performing organization.

6. OTHER ISSUES

Any other matter related to effective or efficient service delivery, or as required by commission policy.

	YES	MAYBE	NO
a) Are there any other service delivery issues that can be resolved by the JPA Service Review process?	☐	☐	☒

Discussion:

a) *Are there any other service delivery issues that can be resolved by the JPA Service Review process?*

No. There are no other matters related to effective or efficient service delivery not already discussed in this report.

Other Issues Determination

There are no other matters related to effective or efficient service delivery not already discussed in this report.

ATTACHMENTS

1. 2018 Annual Calls for Service Report
2. 2018 YECA PSAP Answer Time Report
3. 2017 YECA PSAP Answer Time Report
4. Memo to Dena Humphrey Regarding Staffing Analysis & Forecast, dated November 30, 2018.
5. Memo to YECA Board Regarding Staffing Goals Summary, dated April 6, 2016.

Attachment #1

Yolo Emergency Communications Agency

YOLO 911
EMERGENCY DISPATCH

2018 Annual Calls For Service Report

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UNIVERSITY OF CALIFORNIA DAVIS 9
YOCHA DEHE WINTUN NATION 10
ARBUCKLE 11
COUNTY FIRE 12

YECA – Yolo Emergency Communications Agency

EMD – Emergency Medical Dispatcher

CLETS – California Law Enforcement Telecommunications System

CAD – Computer Aided Dispatch

JPA – Joint Powers Authority

CAD Events & All Phone

YECA utilizes TriTech CAD software to support the complexities of YECA's multi-jurisdictional environment.

All CAD Events =
201,619
-3.2% from 2017

All Fire Events =
16,789

All Law Events=
167,649

All Medical Events=
11,940

All Support Events
2,734

YECA utilizes AT&T's VESTA phone system to retrieve and process incoming and outgoing calls.

62,859
9-1-1 Calls
+17% from 2017

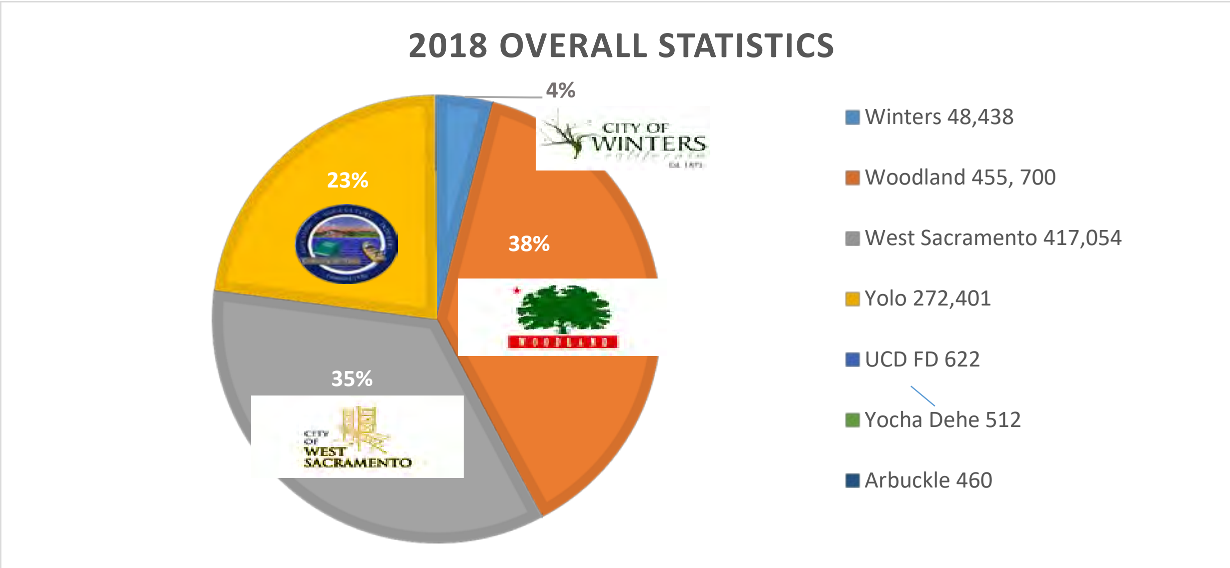
70,408
Outgoing Calls
-2% from 2017

169,437
Incoming Calls
-3% from 2017

=

302,704
Total Calls

All Agencies



Overall YECA	2018 Total	2017 Total	% Change
Calls for Services			
Law	159,027	155,462	2%
Fire	16,789	14,588	13%
Medical	11,940	13,404	-11%
Police Records Entries*	9,254	9,313	-.6%
Probation	2,620	3,325	-21%
Public Works/Support	2,734	3,831	-28%
Animal Control	7,734	8,410	-8%
Total	**210,098**	**208,333**	**1%**

*WEIGHTED BY TIME

City of Winters

Agency	2018 Total	2017 Total	% Change
City of Winters			
Police	7,421	6,127	17%
Police Records Entries	376	133	64%
Fire	635	563	11%
Medical	336	421	-20%
Public Works	46	54	-15%
Animal Control	237	254	-7%
CLETS Returns	27,276	27,432	**-0.2%**
Phone Calls	12,109	10,020	17%
Total	**48,436**	**45,125**	**7%**

City of Woodland

Agency	2018 Total	2017 Total	% Change
City of Woodland			
Police	63,884	60,363	6%
Police Records Entries	5,025	5,066	-.8%
Fire	4,655	3,717	20%
Medical	4,415	4,851	-9%
Public Works	977	1,087	-10%
Animal Control	2,599	2,856	-9%
CLETS Returns	259,118	253,743	2%
Total Phone Calls	115,027	109,595	5%
Total	**455,700**	**441,278**	**3%**

City of West Sacramento

Agency	2018 Total	2017 Total	% Change
City of West Sacramento			
Police	56,070	60,774	-8%
Police Records Entries	3,853	4,010	-4%
Fire	4,297	3,356	22%
Medical	5,498	6,580	-16%
Public Works	467	747	-37%
Animal Control	2,260	2,504	-10%
CLETS Returns	238,662	260,601	-8%
Total Phone Calls	105,947	102,800	3%
Total	**417,054**	**441,372**	**-6%**

County of Yolo

Agency	2018 Total	2017 Total	% Change
County of Yolo			
Sheriff	31,652	28,077	11%
Fire	6,356	5,550	12%
Medical	926	959	-3%
Public Works	502	448	11%
Animal Control	2,638	2,796	-6%
District Attorney	37	96	-61%
Maintenance	0	41	-100%
Probation	2,620	3,325	-21%
Social Services	742	953	-22%
Mental Health	0	1	-100%
Environmental Health	8	11	-27%
Communications	0	23	-100%
Explosive Ordinance	32	39	-18%
Fire Investigative Unit	0	0	0%
Fire Service Misc.	365	365	0%
Yolo Narcotics	42	25	40%
Public Guardian	25	38	-34%
CLETS Returns	156,835	144,017	8%
Total Phone Calls	69,621	93,426	25%
Total	**272,401**	**280,654**	-3%

University of California Davis

Contract Fire	2018 Total
UC Davis Fire	
Fire	404
Medical	218
Total	**622***

*calls for service 7/1/2018-12/31/2018

Yocha Dehe Fire

Agency	2017 Total	2017 Combined	% Change
Yocha Dehe Wintun Nation			
Fire	169	114	33%
Medical	343	322	6%
Total	**512**	**436**	**15%**

Arbuckle Fire

Contract Fire	2018 Total	2017 Total	% Change
Arbuckle			
Fire	273	199	27%
Medical	187	223	16%
Total	**460**	**442**	**8%**

County Fire

Agency	2018 Total	2017 Total	% Change
County Fire			
Capay Fire	417	371	
Capay Medical	45	39	
Clarksburg Fire	626	699	
Clarksburg Medical	84	82	
Dunnigan Fire	885	840	
Dunnigan Medical	207	179	
Elkhorn Fire	198	167	
Elkhorn Medical	32	22	
Esparto Fire	562	558	
Esparto Medical	224	205	
Knights Landing Fire	190	182	
Knights Landing Medical	75	69	
Madison Fire	265	314	
Madison Medical	58	53	
Robbins *(Sutter County)*Fire	113	125	
Robbins *(Sutter County)*Medical	45	39	
Willow Oak Fire	882	902	
Willow Oak Medical	146	124	
West Plainfield Fire	418	413	
West Plainfield Medical	29	50	
Yolo Fire	623	733	
Yolo Medical	73	68	
Zamora Fire	192	246	
Zamora Medical	29	29	
Total	**6,418**	**6,509**	

*Misc. Fire Stats: ROSS entries, outside fire agencies =864 additional events

PSAP Answer Time

Yolo Emergency Communications Agency		**Report Date:**	03/05/2019 14:23:27
35 N Cottonwood St		**Report Date From:**	01/01/2018
Woodland, CA 95695	County: Yolo	**Report Date To:**	12/31/2018
		Period Group:	Year
		Time Group:	60 Minute
Year:	2018	**Time Block:**	00:00 - 23:59
Agency Affiliation	Consolidated Multi-Affiliate	**Call Type:**	911 Calls
PSAP Size	Large	**Abandoned Filters:**	Exclude Abandoned
		Agency Affiliation:	All
		PSAP Size:	All

The PSAP Answer Time Report is representative of the caller's answer time experience. Seizure-to-Answer Time is measured from the time of call seizure to the time of agent answer. Times shown include Setup, and may include Queue Seconds and/or Ring Seconds depending on PSAP configuration.

	Answer Times In Seconds								% Answered	% Answered	% Answered
Call Hour	**0 - 10**	**11-15**	**16 - 20**	**21 - 40**	**41 - 60**	**61 - 120**	**120+**	**Total**	**≤ 10 Secs**	**≤ 15 Secs**	**≤ 40 Secs**
00:00	1,459	34	3	2	2	0	0	1,500	97.27 %	99.53 %	99.87 %
01:00	1,105	10	3	2	0	0	0	1,120	98.66 %	99.55 %	100.00 %
02:00	969	13	0	1	0	0	0	983	98.58 %	99.90 %	100.00 %
03:00	830	6	1	0	0	0	0	837	99.16 %	99.88 %	100.00 %
04:00	826	7	0	2	0	0	0	835	98.92 %	99.76 %	100.00 %
05:00	858	29	9	2	0	0	0	898	95.55 %	98.78 %	100.00 %
06:00	1,090	20	3	0	0	0	0	1,113	97.93 %	99.73 %	100.00 %
07:00	1,281	51	13	3	0	0	0	1,348	95.03 %	98.81 %	100.00 %
08:00	1,752	95	24	7	1	0	0	1,879	93.24 %	98.30 %	99.95 %
09:00	1,877	92	12	5	0	0	0	1,986	94.51 %	99.14 %	100.00 %
10:00	2,234	86	9	6	0	0	0	2,335	95.67 %	99.36 %	100.00 %
11:00	2,436	129	27	7	0	1	0	2,600	93.69 %	98.65 %	99.96 %
12:00	2,344	169	33	11	0	0	0	2,557	91.67 %	98.28 %	100.00 %
13:00	2,516	131	28	14	1	0	0	2,690	93.53 %	98.40 %	99.96 %
14:00	2,622	194	45	7	0	0	0	2,868	91.42 %	98.19 %	100.00 %
15:00	2,736	165	30	11	0	0	0	2,942	93.00 %	98.61 %	100.00 %
16:00	2,643	151	21	10	0	0	0	2,825	93.56 %	98.90 %	100.00 %
17:00	2,796	129	20	6	0	0	0	2,951	94.75 %	99.12 %	100.00 %
18:00	2,814	110	19	5	0	0	0	2,948	95.45 %	99.19 %	100.00 %
19:00	2,565	105	19	10	1	0	0	2,700	95.00 %	98.89 %	99.96 %
20:00	2,490	96	11	4	1	0	1	2,603	95.66 %	99.35 %	99.92 %
21:00	2,423	94	15	10	3	0	0	2,545	95.21 %	98.90 %	99.88 %
22:00	1,956	70	10	6	0	0	0	2,042	95.79 %	99.22 %	100.00 %
23:00	1,745	59	16	5	0	0	0	1,825	95.62 %	98.85 %	100.00 %
Total	**46,367**	**2,045**	**371**	**136**	**9**	**1**	**1**	**48,930**			
Overall Percentage:	**94.76 %**	**4.18%**	**0.76 %**	**0.28 %**	**0.02 %**	**0.00 %**	**0.00 %**	**100.00%**			
% answer time ≤ 15 seconds	**98.94 %**										
% answer time ≤ 40 seconds	**99.98 %**										

Attachment #3

PSAP Answer Time

Yolo Emergency Communications Agency

35 N Cottonwood St

Woodland, CA 95695 County: Yolo

Year:	2017
Agency Affiliation	Consolidated Multi-Affiliate
PSAP Size	Large

Report Date:	07/13/2018 05:54:52
Report Date From:	01/01/2017
Report Date To:	12/31/2017
Period Group:	Year
Time Group:	60 Minute
Time Block:	00:00 - 23:59
Call Type:	911 Calls
Abandoned Filters:	Exclude Abandoned
Agency Affiliation:	All
PSAP Size:	All

The PSAP Answer Time Report is representative of the caller's answer time experience. Seizure-to-Answer Time is measured from the time of call seizure to the time of agent answer. Times shown include Setup, and may include Queue Seconds and/or Ring Seconds depending on PSAP configuration.

Call Hour	Answer Times In Seconds								% Answered ≤ 10 Secs	% Answered ≤ 15 Secs	% Answered ≤ 40 Secs
	0 - 10	11-15	16 - 20	21 - 40	41 - 60	61 - 120	120+	Total			
00:00	1,597	58	7	8	0	0	0	1,670	95.63 %	99.10 %	100.00 %
01:00	1,179	21	2	3	0	0	0	1,205	97.84 %	99.59 %	100.00 %
02:00	1,027	24	4	2	0	0	0	1,057	97.16 %	99.43 %	100.00 %
03:00	914	15	2	0	0	0	0	931	98.17 %	99.79 %	100.00 %
04:00	806	11	0	3	0	1	0	821	98.17 %	99.51 %	99.88 %
05:00	826	32	1	3	0	0	0	862	95.82 %	99.54 %	100.00 %
06:00	955	35	6	1	0	0	0	997	95.79 %	99.30 %	100.00 %
07:00	1,307	83	10	9	0	0	0	1,409	92.76 %	98.65 %	100.00 %
08:00	1,673	81	16	5	0	0	0	1,775	94.25 %	98.82 %	100.00 %
09:00	1,814	109	24	5	0	0	0	1,952	92.93 %	98.51 %	100.00 %
10:00	2,171	104	25	2	0	0	0	2,302	94.31 %	98.83 %	100.00 %
11:00	2,229	153	24	9	0	0	0	2,415	92.30 %	98.63 %	100.00 %
12:00	2,363	193	23	16	1	0	0	2,596	91.02 %	98.46 %	99.96 %
13:00	2,396	152	27	17	0	0	0	2,592	92.44 %	98.30 %	100.00 %
14:00	2,444	216	45	16	0	0	0	2,721	89.82 %	97.76 %	100.00 %
15:00	2,544	194	52	19	2	0	0	2,811	90.50 %	97.40 %	99.93 %

Call Hour	Answer Times In Seconds								% Answered ≤ 10 Secs	% Answered ≤ 15 Secs	% Answered ≤ 40 Secs
	0 - 10	11-15	16 - 20	21 - 40	41 - 60	61 - 120	120+	Total			
16:00	2,610	162	16	9	0	0	0	2,797	93.31 %	99.11 %	100.00 %
17:00	2,808	189	34	17	0	0	0	3,048	92.13 %	98.33 %	100.00 %
18:00	2,600	127	26	20	0	0	0	2,773	93.76 %	98.34 %	100.00 %
19:00	2,568	126	21	13	1	0	0	2,729	94.10 %	98.72 %	99.96 %
20:00	2,428	127	28	24	0	1	0	2,608	93.10 %	97.97 %	99.96 %
21:00	2,299	142	22	10	1	0	0	2,474	92.93 %	98.67 %	99.96 %
22:00	2,048	84	23	11	1	0	0	2,167	94.51 %	98.38 %	99.95 %
23:00	1,627	50	12	4	0	0	0	1,693	96.10 %	99.05 %	100.00 %
Total	**45,233**	**2,488**	**450**	**226**	**6**	**2**	**0**	**48,405**			
Overall Percentage:	**93.45 %**	**5.14%**	**0.93 %**	**0.47 %**	**0.01 %**	**0.00 %**	**0.00 %**	**100.00%**			
% answer time ≤ 15 seconds	**98.59 %**										
% answer time ≤ 40 seconds	**99.98 %**										

Percentage 0-10 seconds same county:	**92.68 %**
Percentage 0-10 seconds same size:	**85.22 %**
Percentage 0-10 seconds same county w/o CHP:	**92.68 %**
Percentage 0-10 seconds same size w/o CHP:	**83.33 %**

PSAP Answer Time

Yolo Emergency Communications Agency

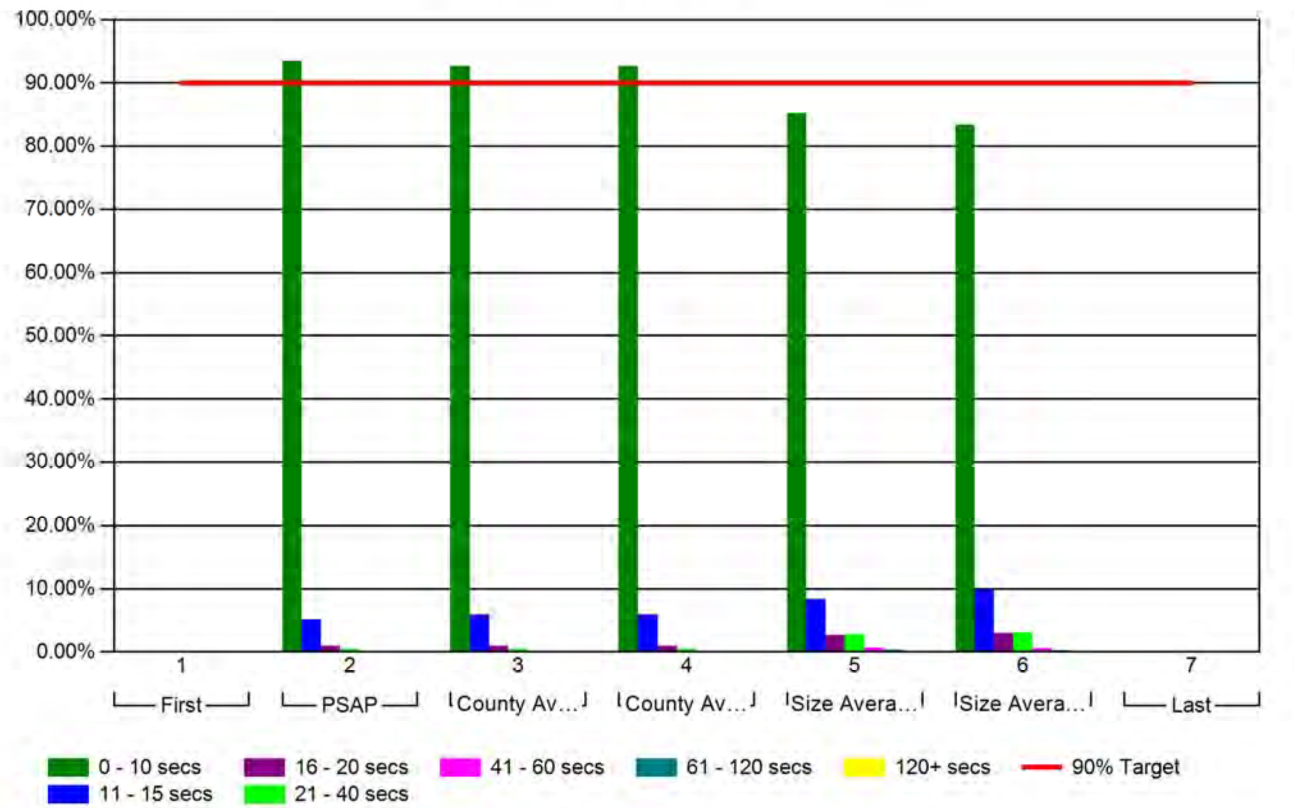
35 N Cottonwood St

Woodland, CA 95695 County: Yolo

Year:	2017
Agency Affiliation	Consolidated Multi-Affiliate
PSAP Size	Large

Report Date:	07/13/2018 05:54:52
Report Date From:	01/01/2017
Report Date To:	12/31/2017
Period Group:	Year
Time Group:	60 Minute
Time Block:	00:00 - 23:59
Call Type:	911 Calls
Abandoned Filters:	Exclude Abandoned
Agency Affiliation:	All
PSAP Size:	All

Answer Time Comparison



Attachment #4

MEMORANDUM

Date: November 30, 2018

To: Dena Humphrey, Executive Director

From: Leah Goodwin, Operations Manager

Subject: Staffing Analysis & Forecast

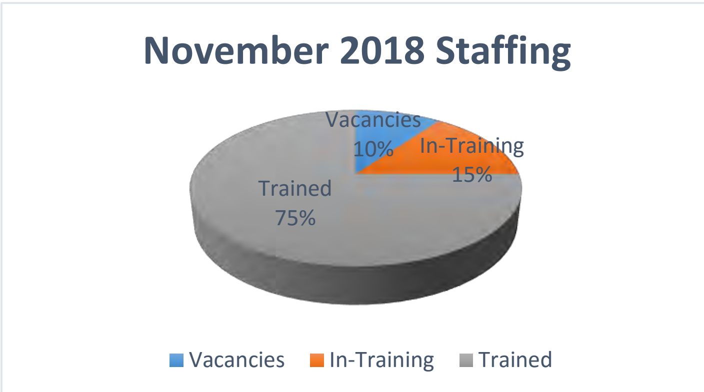
In order to maintain our service levels and address our current and future staffing needs, I have used our last 3 year's workload volume and coverage needs to calculate staffing estimates utilizing NENA's PSAP Staffing Tool, the data inputted into the formula makes a recommendation on needed staff either by workload volume or coverage needed (see table), the **coverage formula** appears to be the most realistic of the figures and is what I recommend we use as a starting point to work towards.

Personnel	**Current Number of FTE Employees**	**Proposed Number of FTEs Using Volume Formula**	**Proposed Number of FTEs Using Coverage Formula**
Management (Director & Deputy Directors)	2	4	4
HR/Fiscal Manager (Corina)	1	0	0
Call-takers	5	50	8
Radio Dispatchers* combined the Law/Fire/EMS classifications	30	30	41
Shift Supervisors	4	8	8
Training Supervisor	0	1	1
Training Staff (full time)	0	1	1
Quality Assurance Supervisor	0	1	1
Quality Assurance Staff (full time)	0	2	2
GIS Coordinator (IT handles)	0	1	1
CAD Administrator (IT handles)	0	1	1
IT Manager *	1	1	1
9-1-1 Technologist (Erica)	1	1	1
Systems Administrator (Charles)	1	1	1
Administrative Assistant (Eloise)	1	1	1
Total Personnel	**46**	**103**	**72**

The NENA Staffing Tool includes support staff recommendations, i.e. Training, Quality Assurance & Technology personnel to ensure high levels of service and support operations personnel. In addition, the formula would provide for removing the Shift Supervisors from handling dispatching/call taking responsibilities, allowing for them to be effectively engaged in supervising and supporting operations.

Current Staffing:

YECA's current minimum staffing levels have been increased to 6 minimum from 1000-2200, and 5 minimum from 2200-1000. The additional staffing has been covered by the 2 additional funded FTEs and our training and recruitment efforts.



Forecasted Staffing:

- Turnover (17% over 3 years= 6 FTE) rate,
- factoring known losses of experienced staff (1 retirement in 2019, 2 retirements in 2020= 3 FTE),
- and staff that are eligible for retirement (3 currently eligible + 1 eligible in 2019 = additional 4 FTE),
- YECA has the potential to be facing a significant staffing challenge (possible total loss of 13 FTE or 33% of budgeted positions by 2021).

I recommend YECA either increase our budgeted positions and/or authorizes over hire in the following three (3) recruitments to allow for recruitment/training by the minimum of 3 FTE's.

Permanently increasing our budgeted positions in operations would be the preferred solution; this would allow us to address our future population growth, have a trained workforce prepared to cover losses, provide development opportunities, provide support staff to ensure quality service, and put us in a position to be prepared as the industry faces unprecedented technological changes with advent of NG911.

STAFF REPORT

Agenda Item:

Date: April 6, 2016

To: YECA Governing Board

From: Dena Humphrey, Executive Director

Subject: Staffing Goals Summary – Informational Only

Summary:

In 2014, the JPA Board recognized the need to increase staffing levels to meet current operations. In doing so, 4 Dispatch positions were increased. The Board requested at a later time to return with an overall staffing goals that fully addresses the needs of the Agency. The current authorized Dispatch positions for FY16/17 is 36 FTE's. There are currently 7 Dispatchers in training and 5 positions to fill in September. Once these 12 positions are trained, the 36 FTE's are expected to satisfy operational demands.

While preparing for the staffing goals a set of priorities were developed. These priorities were set in response to objectives of building a more efficient, effective, and responsive workforce.

Dispatch Operations Priorities:

1. Improve Employee Training Program – (fill Training Coordinator Position)
2. Meet Field Service Demands
3. Balance Dispatcher Time Spent on Answering 911-Calls
4. Succession Planning for Upcoming Retirements

The creation of the Operations Staffing Goals took these priorities along with a look of historical needs and future projections. The current authorized positions of 36 FTE's meet an industry standards recommendation by 88% for staffing levels. This model used from the National Emergency Number Association (NENA) took a variety of factors into consideration e.g., minimum positions required, NCIC/State/Local queries, CAD Incident volume, call processing times, phone call volume, attrition rates, along with employee availability with vacation and sick time. In response to the identified Dispatch Operations priorities to provide better support to YECA's member agencies, the following key positions were identified:

Proposed Dispatch Staffing Goals:

1. Training Coordinator Position
2. Dispatch Retirement Backfill
3. Dispatch Assistants

1. Training Coordinator Position

This was a position that was staffed before the economic downfall and never replaced. The training program and oversight was divided up amongst Lead Dispatchers and Supervisors. The universal oversight to a de-centralized model has lost its efficient approach of addressing critical training needs for Law, Fire, and EMD. This position is critical for ensuring dispatch staff of 36 employees are compliant with P.O.S.T training requirements of 24hrs per employee, another 24hrs for EMD medical dispatch requirements, CPR certifications, EMD quality assurance requirement reviews, along with direct in-service training for 200+ Law and Fire policies, CAD updates, CLETS, and radio.

By having a viable training program overseen by one person would allow for better accountability, consistency, and effectiveness. The direct benefits to member agencies would see a greater service level to field units and citizens, by improving customer service and responsiveness. With the ever changing technology and resources, the ability to respond to the high emergency demands has placed a greater need for having a more robust training program in place.

2. Dispatch Retirement Backfill Positions

The agency for the first time will begin to see retirements in the next couple of years. The agency has 3 Dispatchers eligible to retire today and another 3 eligible to retire in 2 years. The senior class of Dispatchers will need to be planned well to mitigate staffing shortages considering the length of training. The current years of service within the Dispatcher class: 3 employees (25-31 years), 6 employees (15-25 years), 8 employees (10-15 years), 13 employees (10 years or less).

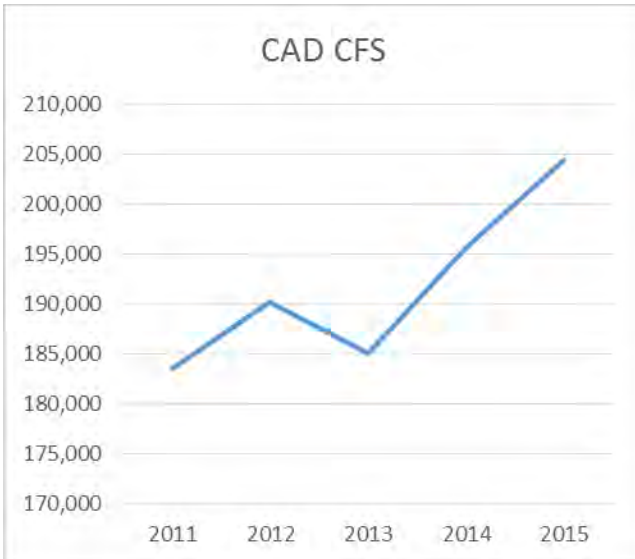
3. Dispatch Assistants Position

The Public Safety Dispatcher primary duty is to dispatch incidents, process field unit requests, CLETS inquiries, and maintain unit status. Dispatchers also answers emergency and non-emergency calls, some of which require EMD instructions for conditions that range from minor medical symptoms to life saving CPR instructions. Answering these calls can alter the focus of the Dispatcher with their attention being split between the caller and the field units. This adversely impacts the dispatcher's ability to react promptly to field unit needs, and it lessens the Dispatcher proficiency causing delays in processing requests, and increases the likelihood that a field unit could be asked to "stand by."

When on duty, the Dispatch Assistant, commonly known as Call Taker, can absorb 30-40 % of those incoming calls, allowing the Dispatcher to be more attentive to the radio activity, Dispatch Assistants can also contribute to radio dispatcher proficiency by filling tow truck requests, calling back reporting parties, confirming warrants, etc. In essence, every telephone call either received or placed by a Dispatch Assistant rather than a Dispatcher contributes to the focus and service to the field unit.

Another consideration is if city growth continues and call volume increases there will be a need to increase these positions in the future to respond effectively, meet time requirements, and to limit Dispatcher time spent on answering phones. Over the last five years, CAD calls for service have increased by 10% or 22,000 CFS, and incoming phone calls have increased by 9% or 25,000 calls.

The trend chart below shows the continued increases:



The other component to consider for these positions is the onset of Next Generation 911 (NG911) that will move communications centers across America to an IP-based platform. This technology will create a faster method of delivering data to Dispatch Centers in response to technology used by the public. The digital information (e.g., voice, photos, video, text messaging) will flow through the centers to first responders. Additional staffing to process the incoming digital information may also need to be considered at the time of implementation.

The future staffing goals are presented in response to the priorities of ultimately meeting field service demands, maintaining a high skilled workforce, and providing exceptional emergency service to the citizens.

Proposed Dispatch Operations Staffing Goals				
Year	**Cost**	**Qty**	**Position**	**Notes**
FY17/18	$110k	1 FTE	Training Coordinator	
FY17/18	$130k	2 FTE	Retirement Backfill	
FY19/20	$120k	2 FTE	Dispatch Assistants	**if needed based on City & County growth, NextGen Text to 911*

One alternative to the Training Coordinator position would entail converting an existing Supervisor position to the Training Coordinator. This would create a cost savings for the position. However, would create some gaps in supervision and change the span of control from 5 employees to 10 employees per Supervisor. In addition, some shifts would go without supervisory support with a staff of 3 Supervisors covering the 24/7 operations.